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Senate Hearings

District of Columbia Appropriations

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H.R. 8569

90*th* CONGRESS, FIRST SESSION

Fiscal Year 1968

Part 2—Pages 1579 through 2573

FEDERAL OBLIGATION
LOANS AND INTEREST
PUBLIC WELFARE
VOCATIONAL REHABILITATION

AUTHENTICATED
U.S. GOVERNMENT
INFORMATION
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DISTRICT OF COLUMBIA APPROPRIATIONS FOR FISCAL YEAR 1968

HEARINGS

BEFORE THE

SUBCOMMITTEE OF THE COMMITTEE ON APPROPRIATIONS UNITED STATES SENATE

NINETIETH CONGRESS

FIRST SESSION

ON

H.R. 8569

AN ACT MAKING APPROPRIATIONS FOR THE GOVERNMENT OF THE DISTRICT OF COLUMBIA AND OTHER ACTIVITIES CHARGEABLE IN WHOLE OR IN PART AGAINST THE REVENUES OF SAID DISTRICT FOR THE FISCAL YEAR ENDING JUNE 30, 1968, AND FOR OTHER PURPOSES

PART 2

Printed for the use of the Committee on Appropriations



U.S. GOVERNMENT PRINTING OFFICE

76-945 WASHINGTON : 1967

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DISTRICT OF COLUMBIA APPROPRIATIONS FOR FISCAL YEAR 1968

MONDAY, JUNE 5, 1967

U.S. SENATE,
SUBCOMMITTEE OF THE COMMITTEE ON APPROPRIATIONS,
Washington, D.C.

The subcommittee met at 10 a.m., in room S–126, the Capitol, Hon. Robert C. Byrd (chairman) presiding.

Present: Senator Byrd.

DISTRICT OF COLUMBIA

DEPARTMENT OF PUBLIC WELFARE

STATEMENT OF MISS WINIFRED G. THOMPSON, DIRECTOR; ACCOMPANIED BY MRS. JULIANNA K. CHAMBERS, BUDGET OFFICER; A. R. ROSIN, CONTROLLER; DONALD GRAY, CHIEF, PUBLIC ASSISTANCE DIVISION; AND WILLIAM R. GALVIN, CHIEF, OFFICE OF INVESTIGATIONS AND COLLECTIONS

BUDGET REQUEST AND HOUSE ALLOWANCE

Senator BYRD. The subcommittee will come to order.

This morning the committee will begin consideration of the 1968 fund requirements for the Department of Public Welfare.

The 1968 direct appropriation estimate was $40,266,500, and the House allowed $38,577,000, a reduction of $1,689,500 from the request. Included in the allowance are funds for 478 of the 650 additional positions requested.

Federal grants of $20,141,620 were also estimated available in fiscal 1968. This is an increase of $4,180,444 over the 1968 base. The allotment summary will be placed in the record at this point.

(The allotment follows:)

ALLOTMENT SUMMARY

1966 allotment	$28,659,782
1967 allotment (does not include anticipated supplemental for authorized classified pay increase)	31,766,500
Transfer from "Personnel services, wage board employees"	94,000
Comparative transfer to Department of General Administration	−35,562
Total allotment available in 1967	31,824,938
Decreases	230,197
1967 adjusted (1968 base)	31,594,741
Increases	8,671,759
Total estimate for 1968—direct appropriation	40,266,500
Federal grants	20,141,620
Private grants	12,000
Total estimates for 1968—all resources	60,420,120

Analysis by activity

Activity	1966 obligations (actual)	1967 allotment	Transfers	Decreases	1967 adjusted (1968 base)	Increases	1968 estimates
DIRECT APPROPRIATION							
1. Office of the Director	$180,174	$206,036	+$170		$206,206	$29,950	$236,156
2. Planning, finance, and management services	463,529	625,474	−91,730	$3,237	530,507	188,912	719,419
3. Family and children services	12,367,319	14,997,933	+1,598	207,934	14,791,597	5,212,862	20,004,459
4. District of Columbia welfare institutions	6,717,536	7,338,336	+52,162	73	7,390,425	1,445,377	8,835,802
5. Children's center	6,905,668	7,692,561	+40,968	9,685	7,723,844	1,575,502	9,299,346
6. Office of Investigations and Collections	771,824	906,160	+55,270	9,268	952,162	219,156	1,171,318
Total direct appropriation	27,406,050	31,766,500	+58,438	230,197	31,594,741	8,671,759	40,266,500
FEDERAL GRANTS							
1. Office of the Director	95,974				265,138	33,962	299,100
2. Planning, finance, and management services	268,589				311,952	70,575	382,527
3. Family and children services	13,725,482				14,207,002	3,911,749	18,118,751
4. District of Columbia welfare institutions	493,520				576,106	24,154	600,260
5. Children's center					24,993		24,993
6. Office of Investigations and Collections	482,189				575,985	140,004	715,989
Total Federal grants	15,065,754				15,961,176	4,180,444	20,141,620
PRIVATE GRANTS							
3. Family and children services	9,375				12,000		12,000
4. District of Columbia welfare institutions	32,441						
Total private grants	41,816				12,000		12,000
Grand total	42,513,620				47,567,917	12,852,203	60,420,120

Analysis by funds (direct appropriation only)

All general fund.

JUSTIFICATION OF COMPARATIVE TRANSFERS BETWEEN AGENCIES AND/OR APPROPRIATIONS

A transfer of $35,562 is reflected within the transfer column of the Allotment Summary. This results from the transfer of rental funds from the Department of Public Welfare to the Administrative Services Office of the Department of General Administration. This amount is composed of two items—$12,000 that was budgeted for rental for the Temporary Assistance to Families with Unemployed Parents Program and $23,562 for rental of additional space required for the Public Assistance Division.

Justification by activity and program

Activity and program	1966 obligations (actual)		Transfers		1968 base		Increase		1968 estimate	
	Positions	Program total	Positions	Program total	Positions	Program total	Positions	Program total	Positions	Program total
1. Office of the Director:										
Direct appropriation	17	$180,174			17	$206,206	3	$29,950	20	$236,156
Federal grants	14	95,974			17	265,138		33,962	17	299,100
Total	31	276,148			34	471,344	3	63,912	37	535,256

Activity by main object class (direct appropriation)

Object class	1966 obligations (actual)		Transfers		1968 base		Increase		1968 estimate	
	Positions	Program total	Positions	Program total	Positions	Program total	Positions	Program total	Positions	Program total
Personnel compensation:										
Permanent positions	17.0	$198,221			17.0	$205,023	3.0	$34,103	20.0	$239,126
Deduct lapses	4.0	46,909			3.0	35,694	.8	(13,856)	3.7	44,245
Pay increase								(5,305)		
Net permanent	13.0	151,312			14.0	169,329	2.2	25,552	16.3	194,881
Other personnel compensation		4,351				6,000				6,000
Positions other than permanent		2,575				10,000				10,000
Total personnel compensation		158,238				185,329		25,552		210,881
Personnel benefits		11,665				14,913		1,920		16,833
Travel and transportation of persons		632				455				455
Transportation of things										
Rent, communications, and utilities		1,384				527		104		631
Printing and reproduction		830				429		60		489
Other services		1,338				765				765
Supplies and materials		2,737				2,553		114		2,667
Equipment		4,910				1,235		2,200		3,435
Subtotal		181,734				206,206		29,950		236,156
Deduct quarters and subsistence		1,560								
Total, direct appropriation		180,174				206,206		29,950		236,156
FEDERAL GRANTS										
Personnel compensation and benefits	26	$91,214			17	$200,847		$13,665	17	$214,512
Travel and transportation of persons		1,650				3,631				3,631
Rent, communications, and utilities		267				8,232		36		8,268
Printing and reproduction		661				3,689		20		3,709
Other services		487				46,677		19,470		66,137
Supplies and materials		725				1,763		36		1,799
Equipment		961				309		735		1,044
Total, Federal grants	26	95,974			17	265,138		33,962	17	299,100

NEW POSITIONS AND BUDGET INCREASES

Senator BYRD. Miss Thompson, we are glad to welcome you before the committee. You may proceed with your statement on the budget request and House allowances for your Department.

Miss THOMPSON. Mr. Chairman and members of the committee, I appreciate this opportunity to appear before your committee in support of the budget proposals for the Department of Public Welfare for the fiscal year beginning July 1, 1967.

The Department of Public Welfare is requesting 650 new positions and an increase of $8,671,759 over the adjusted 1968 base of $31,594,741. The increases reflect $1,632,398 required operating costs for the Federal Employees Salary Act of 1966 and other mandatory costs; $821,968 for staffing and maintenance of new construction; $2,612,370 for increased financial aid as a result of an estimated increase in caseload, annualization of the 13 percent cost-of-living increase authorized by the Congress for 6 months in fiscal year 1967; a requested increase in board rates for nursing homes, and an increase in shelter allowances; $322,935 for increased cost and increased caseload for board and care; $1,137,001 for other increased workload; and $2,145,087 for improved and new services. The request for capital outlay totals $3,604,800.

GOALS OF DEPARTMENT

Before justifying specific budget requests, I would like to highlight the principal goals of the Department for the next year. To attain these goals will require a variety of programs. Our budget reflects the cost of these programs—some new, some expanded, some continuing at the same level—all necessary and vital, however, if the Department is to meet its obligation to the needy families and individuals in the District of Columbia.

The goals we have established for the Department include:

Keeping families together;

Improving services and making them more accessible geographically and more attuned psychologically to needy families and individuals;

Developing a range of programs as alternatives to institutional care, at the same time bearing in mind that institutions have a place in a broad gamut of welfare services;

Beginning implementation of the Crime Commission recommendations;

Continuing the improvement of management policies and overall direction and leadership from headquarters to the divisions of the Department; and

Working closely and cooperatively with voluntary organizations encouraging them to develop specialized programs permitting the Department to purchase care rather than to continue expanding its programs.

KEEPING FAMILIES TOGETHER

The five new programs started during last fiiscal year have been most successful in keeping families together. These programs include the work and training opportunity center (title V), temporary assist-

ance for unemployed parents, crisis assistance, temporary emergency family shelter, and family emergency services. Through these five programs, during the past 19 months—October 1965 through April 1967—a total of 7,158 families, representing approximately 25,000 children were given some form of help aimed at keeping families together. If this help had not been forthcoming, many, or all, of these famiiles might have disintegrated with the children having to be admitted to Junior Village or placed elsewhere away from their families.

Although the Department gives high priority to each of these programs, I must emphasize particularly the extreme importance of the request to begin converting our work and training opportunity center (title V) program for a federally funded demonstration project to a permanent, ongoing program. This is the program that provides basic education, training, intensive services, maintenance grants, and job placement for unemployed, but employable heads of families with children under age 18.

It is now in the second year of operation and has clearly demonstrated its effectiveness in restoring the neediest of needy families to economic independence. Since this program began in October 1965, more than 1,800 unemployed heads of households have benefited from it.

JOB TRAINING AND PLACEMENT PROGRAM

The increase requested for the job training and placement program (formerly known as the temporary assistance program for families with unemployed parents) and the removal of existing program limitations will enable local-Federal financing of approximately 50 percent of all WTOC program costs, with the remaining WTOC program costs to be funded during fiscal year 1968 from title V EOA funds during the project's third year for a total yearly average of 900 trainees. The funds requested and the removal of the limitations will also enable the Department to provide financial assistance and services during fiscal year 1968 to a monthly average of 334 unemployed heads of households while awaiting job placement or training.

If the limitations are not removed and the request for the job training and placement program is not approved, title V funds will be exhausted sometime in January 1968, at which point the WTOC program will have to be terminated abruptly.

INCREASED ACCESSIBILITY TO IMPROVED SERVICES

It has become increasingly apparent that welfare services can be rendered more effectively on a decentralized basis. Welfare workers should be more closely identified with their families and with the geographical area in which they live. Within the past year and a half, many new services and programs have been developed and placed into operation. The fact that the Department has been able to develop these new programs makes it all the more essential that they be available where, when, and by whom they are needed. Therefore, a series of neighborhood welfare centers are to be established throughout the city.

Two of these centers—one in the far Northeast and the other in the Congress Heights section of Southeast—are being activated at the present time. The core of services to be available at these centers will constitute those being provided by the child welfare and public assistance divisions.

Other services provided by the Department, such as: food stamp certification; application for admission to D.C. Village for the elderly; application for admission to the District Training School for the mentally retarded; home management and consumer education; and followup services for youths being released from institutions will be provided in these centers. The number and variety of specialized services in each center will depend on the demand.

REFLECTION OF NEEDS GEOGRAPHICALLY

Flexibility in organizational structure will reflect the specific needs of the geographical area as well as provide for the density of persons to be served. In general, staff and resources already available will be detailed to the neighborhood welfare centers. In addition, however, supportive staff in the form of welfare aids, receptionists, and food stamp certification officers will be required to handle the workload in decentralized locations.

ADDITIONAL POSITIONS REQUESTS

To improve services we are requesting 107 additional positions for the Public Assistance Division of which 86 are to further implement the 6-year plan to staff this agency to carry out the "service" provision made mandatory in the 1962 Amendments to the Social Security Act. The service provision requires a maximum of 60 cases per worker. The additional positions will permit the Department to meet the standards in the AFDC category and will provide the standard for two-thirds of the cases in the blind, aged, and disabled categories as based upon estimated caseloads for fiscal year 1968.

Sixty additional staff members are being requested at D.C. Village to increase medical, paramedical, diagnostic, and rehabilitative services. During the past several years, the aged persons being admitted to D.C. Village have shown increased debility and dependency in all aspects of daily living.

The residents require more medical and nursing care on a daily basis. The increased workload on limited staff has prevented opening an additional cottage with 50 beds. Inasmuch as D.C. Village has been approved as an extended care facility under medicare, increasing requests will be made to admit elderly persons after a short period of stay in a hospital following strokes, heart attacks, and other illnesses associated with the aged. High standards of medical care are required if the District of Columbia is to continue to earn the maximum in Federal matching funds. The staff requested will provide additional diagnostic and rehabilitative services in order to move patients out of D.C. Village as soon as possible. Unless these residents can be rehabilitated and moved to nursing homes, foster homes, and independent living, the institution will become overcrowded.

Twenty-eight workers are requested for Child Welfare. Thirteen of these are to establish two caseworker units in the adoption section to concentrate on developing adoption homes for Negro babies. Only 25 percent of Negro unmarried mothers applying for adoption of their infants can be helped at the present time because of the shortage of adoptive homes.

The balance of Child Welfare staff is needed to expand health services for children in foster homes, and to provide staff positions to co-

ordinate the additional group homes with the Division's regular foster home program, including the selection of children for placement in the group homes.

Six positions and $600,000 are requested to permit the Department to begin, on a selective basis, adjusting rental allowances of public assistance recipients by helping them to obtain shelter which meets minimum housing requirements based upon size of family. Rental allowances have not been adjusted since 1953. On the basis of exhaustive departmental studies, it has been established that the majority of public assistance recipients, because of the critical housing situation in the District, must pay higher rental costs than the Commissioners' standards allow. This means that recipients must divert money designated for other needs in their grant to rent.

BROADER PROGRAM TO REPLACE INSTITUTIONAL CARE

The Department has been making a concentrated effort to develop a range of programs to reduce the population in its institutional facilities. For dependent children, group foster homes, for five children each, have proven a successful alternative. The Department is requesting to incorporate into its 1968 budget an additional five-group foster homes that at present are being operated by family and child services of Washington through UPO funds.

This is the last year of a 3-year demonstration program and unless these homes are made an ongoing program and funds are provided in the budget, this successful program will have to be discontinued.

In addition, since group foster homes offer stability for children who must live away from their own families, the Department is asking for funds to add 15 more group foster homes plus a small coordination staff. This will provide placement for 75 additional children who would normally have to spend years at Junior Village.

YOUTH COMMUNITY HOMES

For delinquent youths, the Department has developed three youth community homes for 10 youths each. These three homes were a demonstration program developed from funds provided by the President's Committee on Juvenile Delinquency through UPO. Each of these homes has a different purpose.

One home provides a homelike setting for 10 boys recently paroled from one of the training schools. These youths have no homes to return to and must be helped to become independent. The second youth home is for probationers to the juvenile court. These youngsters are having difficulty meeting the requirements of probation and their poor adjustment indicates they are headed for more trouble. They are given another chance in Youth Probation House. Both boys and their parents are required to participate in group counseling sessions which help them understand family conflicts and tensions.

The third youth home is for young, first offenders who have police charges against them and are awaiting hearings at juvenile court. By placing them in Youth Shelter House, these younger boys are separated from the older, more experienced youths at the Receiving Home.

All of these programs, begun on a modest basis, have been carefully evaluated. Funding for these youth homes as a demonstration project

ends in December 1967. Our budget reflects funding for these three youth homes, plus an additional five homes which will be more beneficial for selected youths and will reduce the population in the training schools.

Mental Health Programs

For disturbed children, who represent a group of youngsters remaining at Junior Village for extended periods of time, the Welfare Department in cooperation with the Health Department is opening in July 1967 a residential treatment facility at Junior Village. This facility will accommodate 40 children and will be located in one of the new cottages.

By providing mental health services at Junior Village, it is hoped that many of the children with emotional problems can be helped so they can return to their own families or live with foster families.

Implementation of the Crime Commission Recommendations

Every effort is being made within the resources and staff of the Department to implement recommendations made by the District of Columbia Crime Commission. Including among their recommendations was support for the additional group foster homes for young children and the development of more youth group homes for adolescents. Many of the recommendations will require changes in legislation and an increased outlay of funds.

Improvement of Management and Overall Direction

We are requesting 28 positions to strengthen the areas of management, planning, public information, and financial services. These added positions are needed to improve the efficiency, economy, and effectiveness of the Department. They will permit developing and installing improvements in procedures and methods and reduce the paperwork activities throughout the Department. They will also permit increasing employee production and simplifying operations, including further automation of manual procedures.

Work With Volunteer Organizations

The Department recognizes its responsibility to work closely and cooperatively with voluntary agencies encouraging them to develop specialized programs, thus permitting the Department to purchase care rather than continue to expand its programs. Family and Child Services is operating 11 of the group foster homes for young children. Plans have been made for them to expand this program if funds become available for additional group foster homes.

In addition, a local nonsectarian organization is opening homes for adolescents which will permit placing longtime residents at Junior Village in homelike settings. The Department is paying board and care for these children.

The Department is working closely with and encouraging a small private institution to change its focus in order to accommodate family groups that have remained for extended periods of time at Junior Village because foster homes could not accommodate so many children from the same family group. This facility will provide space for approximately 30 children.

NEW YOUTH FACILITY

During fiscal year 1968, a new youth facility will be opened at the Children's Center to accommodate 150 older, experienced, aggressive juvenile offenders. These older boys will represent the type of delinquent youth presently committed to the National Training School (which will be moved to its new location in West Virginia), plus some of the older, security risk boys at Cedar Knoll. This group of young men represents one of the most difficult groups to plan for in an institutional setting. They are hostile, aggressive, assaultive, and poorly motivated toward rehabilitation and changing their behavior. They represent a potentially explosive population at all times.

Staffing in all areas must offer ways of handling this explosive behavior and at the same time provide strong vocational training, including remedial education and production shopwork. A total of 172 positions are needed to operate this facility.

The Department is well aware of its responsibility in helping to eradicate poverty and suffering. We are aware that success is measured by the number of persons we can help to reach economic and social independence. We are constantly evaluating our programs and organizational structure so that we can discharge our responsibility as effectively and economically as possible.

Thank you, Mr. Chairman.

Senator BYRD. Thank you, Miss Thompson.

POPULATION OF JUNIOR VILLAGE

What is the population of Junior Village today?

Miss THOMPSON. 597.

Senator BYRD. 597 on the rolls, or 597 there?

Miss THOMPSON. There are 597 totally. There are 526 in the institution.

Senator BYRD. So the 597——

Miss THOMPSON. Is the total on the roll.

Senator BYRD. How many are there today?

Miss THOMPSON. 526.

Senator BYRD. Submit a table showing the daily population at Junior Village beginning September 1, 1966. The population there was 579 on August 31, 1966. Today it is 526.

(The information follows:)

Population of Junior Village for each day, Sept. 1, 1966, through Apr. 30, 1967

1966:	Daily population
Sep. 1	581
Sep. 2	573
Sep. 3	572
Sep. 4	571
Sep. 5	571
Sep. 6	561
Sep. 7	566
Sep. 8	566
Sep. 9	572
Sep. 10	568
Sep. 11	568
Sep. 12	571
Sep. 13	573
Sep. 14	568
Sep. 15	571
Sep. 16	566
Sep. 17	579
Sep. 18	579
Sep. 19	581
Sep. 20	581
Sep. 21	579
Sep. 22	573
Sep. 23	572
Sep. 24	575
Sep. 25	575
Sep. 26	573
Sep. 27	572
Sep. 28	572
Sep. 29	568
Sep. 30	566
Oct. 1	572
Oct. 2	572
Oct. 3	571
Oct. 4	579
Oct. 5	579
Oct. 6	579
Oct. 7	581
Oct. 8	581
Oct. 9	584
Oct. 10	574
Oct. 11	597
Oct. 12	573
Oct. 13	571
Oct. 14	560
Oct. 15	559
Oct. 16	553
Oct. 17	552
Oct. 18	560
Oct. 19	556
Oct. 20	556
Oct. 21	555
Oct. 22	552
Oct. 23	551
Oct. 24	556
Oct. 25	553
Oct. 26	557
Oct. 27	556
Oct. 28	559
Oct. 29	559
Oct. 30	559
Oct. 31	561
Nov. 1	561
Nov. 2	566
Nov. 3	558
Nov. 4	560
Nov. 5	560
Nov. 6	560
Nov. 7	561
Nov. 8	561
Nov. 9	560
Nov. 10	563
Nov. 11	564
Nov. 12	565
Nov. 13	569
Nov. 14	562
Nov. 15	568
Nov. 16	571
Nov. 17	569
Nov. 18	570
Nov. 19	570
Nov. 20	569
Nov. 21	576
Nov. 22	569
Nov. 23	569
Nov. 24	570
Nov. 25	565
Nov. 26	565
Nov. 27	565
Nov. 28	565
Nov. 29	564
Nov. 30	561
Dec. 1	559
Dec. 2	553
Dec. 3	553
Dec. 4	553
Dec. 5	550
Dec. 6	559
Dec. 7	566
Dec. 8	570
Dec. 9	571
Dec. 10	573
Dec. 11	573
Dec. 12	579
Dec. 13	575
Dec. 14	575
Dec. 15	578
Dec. 16	580
Dec. 17	580
Dec. 18	579
Dec. 19	581
Dec. 20	582
Dec. 21	578
Dec. 22	574
Dec. 23	570
Dec. 24	566
Dec. 25	573
Dec. 26	573
Dec. 27	571
Dec. 28	572
Dec. 29	572
Dec. 30	570
Dec. 31	570
Jan. 1	567
Jan. 2	567
Jan. 3	571
Jan. 4	576
Jan. 5	580
Jan. 6	569
Jan. 7	568
Jan. 8	568
Jan. 9	568
Jan. 10	572
Jan. 11	569
Jan. 12	574
Jan. 13	572
Jan. 14	577
Jan. 15	578
Jan. 16	579
Jan. 17	578
Jan. 18	572
Jan. 19	569
Jan. 20	574
Jan. 21	574
Jan. 22	580
Jan. 23	583
Jan. 24	585
Jan. 25	590
Jan. 26	590
Jan. 27	581
Jan. 28	584
Jan. 29	584
Jan. 30	574
Jan. 31	577
1967:	
Feb. 1	583
Feb. 2	582
Feb. 3	580
Feb. 4	581
Feb. 5	581
Feb. 6	578
Feb. 7	580
Feb. 8	581
Feb. 9	581
Feb. 10	581
Feb. 11	583
Feb. 12	579
Feb. 13	579
Feb. 14	579
Feb. 15	580
Feb. 16	578
Feb. 17	577
Feb. 18	578
Feb. 19	576
Feb. 20	573
Feb. 21	574
Feb. 22	574
Feb. 23	573
Feb. 24	577
Feb. 25	574
Feb. 26	575
Feb. 27	575
Feb. 28	574
Mar. 1	577
Mar. 2	577
Mar. 3	571
Mar. 4	570
Mar. 5	572
Mar. 6	571
Mar. 7	569
Mar. 8	566
Mar. 9	566

Population of Junior Village for each day, Sept. 1, 1966, through Apr. 30, 1967—Continued

1967:	Daily population	1967:	Daily population	1967:	Daily population
Mar. 10	570	Mar. 28	564	Apr. 15	494
Mar. 11	570	Mar. 29	562	Apr. 16	558
Mar. 12	570	Mar. 30	561	Apr. 17	555
Mar. 13	585	Mar. 31	564	Apr. 18	558
Mar. 14	584	Apr. 1	558	Apr. 19	567
Mar. 15	586	Apr. 2	560	Apr. 20	568
Mar. 16	586	Apr. 3	557	Apr. 21	571
Mar. 17	583	Apr. 4	563	Apr. 22	578
Mar. 18	583	Apr. 5	563	Apr. 23	583
Mar. 19	567	Apr. 6	560	Apr. 24	584
Mar. 20	578	Apr. 7	558	Apr. 25	587
Mar. 21	574	Apr. 8	564	Apr. 26	588
Mar. 22	575	Apr. 9	564	Apr. 27	585
Mar. 23	577	Apr. 10	552	Apr. 28	585
Mar. 24	571	Apr. 11	555	Apr. 29	579
Mar. 25	568	Apr. 12	554	Apr. 30	579
Mar. 26	567	Apr. 13	554		
Mar. 27	564	Apr. 14	496		

NEGRO POPULATION OF JUNIOR VILLAGE

Senator BYRD. What percent of the Junior Village population is Negro?

Miss THOMPSON. When the population was 579, 533 were nonwhite, and 26 were white. It runs about 96 percent, 96 or 97 percent.

AUTHORIZED POSITIONS AND VACANCIES

Senator BYRD. How many positions do you have at Junior Village?

Miss THOMPSON. There are 443 authorized positions.

Senator BYRD. How many vacancies are there?

Miss THOMPSON. As of April 30, 1967, there were 62.

Senator BYRD. Sixty-two vacancies?

Miss THOMPSON. Yes, sir.

Senator BYRD. Don't you think the number of positions is too great? You have 443 authorized positions and you only have 526 children there. That is almost one position for each child.

RATIO OF STAFF TO CHILDREN

Miss THOMPSON. Well, actually with the present population, we are meeting the ratio of staff to children that was recommended by the Child Welfare League and by the Children's Bureau.

Senator BYRD. What is the ratio of staff to children?

Miss THOMPSON. Well, I can go down through the different age groups. This is not exact, but it is approximate, because this was worked out a couple of weeks ago.

Senator BYRD. I am talking about the overall.

Miss THOMPSON. It changes with age groups, Mr. Chairman.

Senator BYRD. I know. But you have 443 authorized positions. You have 526 children. This would appear to be too many positions for this population.

Miss THOMPSON. Well, 289 of these are authorized counselor and nursing assistants. This staff is working directly with the children. The others are support positions. What I would have to do would be

to pull out the support positions and tell you in which program area they are. Some of them are in the school, some of them are in recreation, some of them are in culinary, housekeeping, medical—so 289 are working directly with the children.

Senator BYRD. Well, we will come back to this.

CASELOAD FOR CATEGORIES

What does your total caseload number? That is, as of the latest count?

Miss THOMPSON. You mean for the total Department?

Senator BYRD. For the five conventional categories.

Miss THOMPSON. 12,260 as of April 1967.

Senator BYRD. State the number of cases receiving aid to families of dependent children.

Miss THOMPSON. 5,031, as of April 30.

Senator BYRD. April 30?

Miss THOMPSON. That is correct.

Senator BYRD. What is the average number of persons per unit in the ADC caseload?

Miss THOMPSON. As of April 30, an average of 3.8 children in the AFCD caseload.

Senator BYRD. Yes. Now, what would be the average number of persons in the unit?

Miss THOMPSON. Most of them are one-parent families. So it would make just under five people—4.8.

Senator BYRD. The average number of persons in the unit would be 4.8?

Miss THOMPSON. That is correct.

Senator BYRD. What percent of your ADC cases are Negro?

Miss THOMPSON. May we supply that for the record? It is around 96 percent, but I don't have the exact number, Mr. Chairman.

Senator BYRD. Please supply it.

Miss THOMPSON. Yes, sir.

Senator BYRD. Submit those figures for the record.

(The information follows:)

Public assistance caseload by race and category of assistance, Jan. 1, 1967

Category of assistance	Total	White	Nonwhite	Percent nonwhite of total
Total	11,966	1,627	10,339	86.4
Old-age assistance	2,234	556	1,678	75.1
Aid to the blind	201	22	179	89.1
Aid to families with dependent children	4,871	176	4,695	96.4
Aid to the permanently and totally disabled	3,646	696	2,950	80.9
General public assistance	1,014	177	837	82.5

Senator BYRD. What is the number of cases on your old age assistance caseload?

Miss THOMPSON. 2,212, as of April 30.

Senator BYRD. State the number of cases receiving aid to the blind.

Miss THOMPSON. 191.

Senator BYRD. The number of cases on the general public assistance caseload?

Miss THOMPSON. 959.

Senator BYRD. And the number of cases on the aid to permanently and totally disabled caseload?

Miss THOMPSON. 3,867.

TEN YEAR CASELOAD TABLES

Senator BYRD. Provide tables showing the number of cases receiving assistance, by month, in the AFDC, the APTD, AB, OAA, and GPA caseloads back 10 years. Can you do this?

Miss THOMPSON. Yes, sir.

Senator BYRD. Let us have that information so that it can be placed in the record.

Miss THOMPSON. We will do that, Senator.

(The information follows:)

Average number of cases receiving assistance per year, by category, fiscal 1957–66 and 1st 10 months of 1967

Year	Total	Category				
		OAA	AFDC	AB	APTD	GPA
1957	8,592	3,005	2,241	261	2,458	627
1958	9,532	3,100	2,834	243	2,454	901
1959	10,680	3,115	3,539	235	2,474	1,317
1960	11,458	3,012	4,168	231	2,623	1,424
1961	12,497	2,954	5,069	216	2,779	1,479
1962	12,706	2,839	5,444	202	2,712	1,509
1963	11,067	2,650	4,373	190	2,976	878
1964	10,134	2,465	3,932	189	2,948	600
1965	10,647	2,385	4,205	201	3,129	727
1966	11,375	2,310	4,687	196	3,348	834
1st 10 months of 1967	11,907	2,229	4,864	197	3,633	984

AFDC STATISTICS

Senator BYRD. How many persons are on the AFDC rolls?

Miss THOMPSON. As of April 30, 1967, 23,716.

Senator BYRD. How many children are on the AFDC caseload?

Miss THOMPSON. 19,052.

Senator BYRD. How many illegitimate children are on the AFDC caseload?

Miss THOMPSON. As of March 1, 1967, 7,942 out of 18,714, making a percentage of 42.4.

Senator BYRD. Provide data on the average number of children per AFDC family unit each year going back through 1955.

You have just indicated it is today 3.8. If you could go back to 1955 for this average.

Miss THOMPSON. Yes, sir.

(The information follows:)

Average number of children in AFDC families, June 30, 1955–1966 and April 1967

Year:	*Average number of children per family*	Year—Con.	*Average number of children per family*	Year—Con.	*Average number of children per family*
1955	3.19	1960	3.53	1965	3.86
1956	3.34	1961	3.55	1966	3.82
1957	3.34	1962	3.64	1967, April	3.79
1958	3.38	1963	3.73		
1959	3.44	1964	3.84		

FACTS ON ILLEGITIMACY

Senator BYRD. What is the highest number of illegitimate children on welfare for any one family?

Miss THOMPSON. Well, there is one case with 13 children—but some are legitimate. The highest number of all illegitimate children in one family is 10. There were 6 such families.

Senator BYRD. What is the highest reported number of fathers in any given case?

Miss THOMPSON. Seven.

Senator BYRD. Supply a table showing the total number of ADC cases involving illegitimate children. Show the number of cases within this total which have one illegitimate child on welfare, the number which have two illegitimate children on welfare, and so on up to the maximum. Also show the requested—the reported number of fathers. You will see a similar table on page 513 of last year's hearings.

Miss THOMPSON. Yes, sir.

(The information follows:)

AFDC cases by number and legitimacy status of children and reported number of fathers, Jan. 1, 1967

Number of children in grant and legitimacy status	Total cases	Number of fathers						
		1	2	3	4	5	6	7
Total	4,871	2,723	1,373	569	157	39	9	1
All legitimate children	1,858	1,733	99	26				
All illegitimate children	1,961	926	606	296	97	29	7	
1 or more illegitimate children	1,052	64	668	247	60	10	2	1
1 child	724	724						
Legitimate	258	258						
Illegitimate	466	466						
2 children	940	525	415					
Both legitimate	323	297	26					
Both illegitimate	500	216	284					
1 illegitimate child	117	12	105					
3 children	920	418	348	154				
All legitimate	322	295	27					
All illegitimate	379	111	144	124				
1 to 2 illegitimate children	219	12	177	30				
4 children	788	361	225	145	57			
All legitimate	299	277	12	10				
All illegitimate	264	71	88	64	41			
1 to 3 illegitimate	225	13	125	71	16			
5 children	614	264	178	113	43	16		
All legitimate	240	221	12	7				
All illegitimate	172	32	46	54	26	14		
1 to 4 illegitimate children	202	11	120	52	17	2		
6 children	400	179	105	80	21	10	5	
All legitimate	176	161	11	4				
All illegitimate	94	15	26	28	14	7	4	
1 to 5 illegitimate children	130	3	68	48	7	3	1	
7 children	229	118	45	39	18	7	2	
All legitimate	112	105	4	3				
All illegitimate	46	8	9	15	7	5	2	
1 to 6 illegitimate children	71	5	32	21	11	2		
8 children	135	70	28	21	12	3	1	
All legitimate	69	63	5	1				
All illegitimate	20	2	5	7	5	1		
1 to 7 illegitimate children	46	5	18	13	7	2	1	
9 children	67	35	14	9	4	3	1	1
All legitimate	33	30	2	1				
All illegitimate	14	4	3	2	2	2	1	
1 to 8 illegitimate children	20	1	9	6	2	1		1
10 children	36	16	11	7	2			
All legitimate	13	13						
All illegitimate	6	1	1	2	2			
1 to 9 illegitimate children	17	2	10	5				
11 children	11	10	1					
All legitimate	10	10						
All illegitimate								
1 to 10 illegitimate children	1		1					
12 children	6	3	2	1				
All legitimate	3	3						
All illegitimate								
1 to 11 illegitimate	3		2	1				
13 children	1		1					
All legitimate								
All illegitimate								
1 to 12 illegitimate children	1		1					

Senator BYRD. How many families are on the AFDC caseload which have only illegitimate children and no legitimate children in the home?

Miss THOMPSON. We will have to supply that for the record, Mr. Chairman.

Senator BYRD. Let us have that information for inclusion in the record.

Miss THOMPSON. Yes, sir.

(The information follows:)

As of January 1, 1967, there were 1,961 cases on the AFDC rolls with all illegitimate children.

AMOUNT OF WELFARE PAYMENT

Senator BYRD. What was the highest welfare payment to any family on the AFDC caseload in calendar year 1966?

Miss THOMPSON. $417. was the amount of grant.

Senator BYRD. What length of time has this family been on assistance since the most recent opening?

Miss THOMPSON. This particular family?

Senator BYRD. Yes, ma'am.

Miss THOMPSON. We will have to supply that for the record, sir. I do not have that.

Senator BYRD. Let us have those figures so that they may be included in the record.

Miss THOMPSON. Yes, sir.

(The information follows:)

This family has been on assistance since June 22, 1962, approximately 60 months.

LARGEST WELFARE PAYMENT

Senator BYRD. What is the highest welfare payment to any family on the AFDC caseload thus far in calendar year 1967?

Miss THOMPSON. We would have to supply that for the record.

Senator BYRD. At the same time, supply the length of time on assistance since the most recent opening. And in both instances if these families have been on assistance prior to the most recent opening, indicate how long they have been on assistance.

Miss THOMPSON. Yes, sir.

(The information follows:)

The highest welfare payment in calendar year 1967 was $471, which was to the same family receiving highest payment in calendar year 1966.

Case was first opened March 15, 1961, and closed January 1962, (open for approximately 9½ months).

Case was then reopened June 22, 1962, and is still on rolls, which covers period of approximately 60 months.

LARGEST AFDC PAYMENT

Senator BYRD. Supply data on the 100 AFDC cases receiving the highest payment per month during December 1966.

Indicate also the number of persons in the assistance unit, the number of children, the length of time on assistance continuously since the most recent opening, the number of months on assistance prior to the most recent opening, and the bonus in food stamp coupons issued to each family. A similar table appeared on page 515 of last year's hearings.

Miss THOMPSON. Yes, sir.

(The information follows:)

Data on 100 aid to families with dependent children cases receiving highest payments during December 1966

Total persons in assistance unit	Number of children in assistance unit	Number of months on assistance			Amount of payment Dec. 1, 1966	Amount of payment Jan. 1, 1967	Bonus food-stamp coupons issued in December
		Total	Prior periods	Since most recent opening			
15	14	75	16	59	$417	$471	$68
13	12	109	24	85	403	455	60
15	14	66	----	66	403	455	68
14	12	16	----	16	395	446	64
13	12	66	32	34	388	438	60
14	12	16	3	13	384	434	64
12	11	197	----	197	381	431	----
11	9	37	----	37	379	428	52
12	10	77	68	9	376	425	56
15	13	61	----	61	374	423	56
12	11	120	18	102	372	420	48
11	10	127	13	114	370	418	48
12	11	190	52	138	366	414	----
12	11	133	----	133	364	411	60
12	10	27	----	27	358	405	56
11	10	82	----	82	357	403	50
12	11	86	53	33	355	401	56
12	11	90	24	66	353	399	----
12	10	9	----	9	352	398	58
12	11	82	----	82	350	396	----
10	9	252	----	252	348	393	----
10	8	11	----	11	348	393	54
11	10	143	91	52	343	388	----
11	9	12	----	12	342	386	52
12	11	114	74	40	341	385	60
12	10	11	3	8	340	384	56
11	10	61	16	45	337	381	----
11	10	86	----	86	337	381	52
12	11	31	17	14	336	380	56
11	9	77	----	77	336	380	----
12	11	82	38	44	335	379	56
12	10	8	----	8	334	377	----
10	9	102	2	100	333	376	48
10	9	100	29	71	333	376	----
10	9	59	10	49	333	376	48
11	9	13	----	13	330	373	----
10	8	61	23	38	329	372	----
10	9	76	----	76	327	370	----
10	9	192	30	162	327	370	----
8	7	99	9	90	326	368	40
9	7	17	----	17	326	368	----
11	10	105	25	80	325	367	52
11	10	39	14	25	325	367	----
11	10	70	30	40	325	367	----
9	8	105	----	105	324	366	44
9	8	162	36	126	322	364	----
10	9	94	----	94	322	364	64
10	9	43	----	43	321	363	56
10	9	124	58	66	321	363	----
10	8	3	----	3	321	363	52
10	9	17	6	11	321	363	56
10	9	11	----	11	321	363	----
12	11	112	101	11	319	360	52
11	10	69	----	69	319	360	----
9	8	106	4	102	317	358	44
11	10	152	112	40	317	358	----
10	9	148	----	148	317	358	48
10	9	79	18	61	315	356	----
9	7	105	----	105	315	356	44
10	9	56	----	56	315	356	----
10	9	12	2	10	315	356	60
10	8	36	26	10	314	355	48
9	8	114	24	90	312	353	----
11	9	23	----	23	312	353	----
10	8	106	56	50	312	352	----
9	8	84	----	84	311	351	46
9	8	164	69	95	311	351	46
9	8	97	43	54	311	351	----
9	8	31	22	9	311	351	52
9	8	61	46	15	311	351	----
9	8	70	----	70	311	351	44
10	9	67	----	67	311	351	----
9	8	78	----	78	311	351	44
9	8	120	24	96	310	350	44
9	8	35	----	35	310	350	----
10	9	52	----	52	309	349	50
9	8	26	----	26	309	349	----

Data on 100 aid to families with dependent children cases receiving highest payments during December 1966—Continued

Total persons in assistance unit	Number of children in assistance unit	Number of months on assistance			Amount of payment Dec. 1, 1966	Amount of payment Jan. 1, 1967	Bonus food-stamp coupons issued in December
		Total	Prior periods	Since most recent opening			
10	8	69	53	16	$308	$348	$56
10	9	8		8	308	348	46
10	9	113	69	44	307	347	48
9	8	129	10	119	306	346	48
9	8	110	20	90	306	346	
9	8	137	23	114	306	346	44
9	8	90		90	305	345	22
9	8	17	6	11	305	345	44
9	8	32		32	305	345	48
9	8	26	6	20	305	345	
8	7	143	117	26	303	342	44
10	9	29	1	28	303	342	48
11	10	34	6	28	303	342	54
7	6	63	11	52	303	342	36
9	8	58	20	38	302	341	
9	8	159	71	88	301	340	
9	8	98	35	63	301	340	48
10	9	82	1	81	300	339	52
8	7	98	26	72	300	339	44
9	8	31		31	300	339	
9	8	79		79	297	336	48
8	7	62	53	9	289	327	42
7	6	26		26	283	320	36

Duration of AFDC Cases

Senator Byrd. Supply data on the number of AFDC families receiving assistance for 1 year, the number receiving assistance for 2 years, and so on up to the maximum number of years. Also shows the amounts of money received. A similar table appeared on page 514 of the hearings last year.

Miss Thompson. Yes, sir.

(The information follows:)

Summary of AFDC families receiving assistance for specified periods of time, as of December 1966

Length of time receiving assistance	Cases receiving payments	Total amount received	Number of persons in assistance unit			
			Total persons	Adults	Children	
					Total	Illegitimate
Total	4,871	$770,784	23,061	4,506	18,555	7,857
Less than 1 year	1,375	217,361	6,503	1,271	5,232	1,823
1 year, less than 2	933	147,990	4,442	865	3,577	1,501
2 years, less than 3	570	90,181	2,712	527	2,185	652
3 years, less than 4	320	50,871	1,534	297	1,237	440
4 years, less than 5	247	39,310	1,176	230	946	699
5 years, less than 6	297	47,017	1,407	275	1,132	684
6 years, less than 7	264	41,622	1,245	243	1,002	526
7 years, less than 8	228	36,226	1,084	212	872	542
8 years, less than 9	203	32,373	968	189	779	408
9 years, less than 10	147	23,123	692	135	557	157
10 years, less than 11	72	11,567	346	69	277	71
11 years, less than 12	44	6,937	207	40	167	71
12 years, less than 13	40	6,166	184	36	148	71
13 years, less than 14	37	5,395	161	31	130	39
14 years, less than 15	16	2,312	69	13	56	31
15 years, less than 16	14	2,312	69	14	55	31
16 years, less than 17	13	2,312	69	13	56	16
17 years, less than 18	7	1,108	24	5	19	14
18 years, less than 19	15	2,312	57	14	43	24
19 years, less than 20	8	1,542	52	11	41	39
20 years, and over	21	2,747	60	16	44	18

TOTAL WELFARE PAYMENTS

Senator BYRD. What was the total amount of all welfare payments in the five categories in fiscal year 1966? Please include Federal and local moneys.

Miss THOMPSON. The total payments would have been $14,614,480. Do you want the difference between the local money and the Federal, sir?

Senator BYRD. What amount was local?

Miss THOMPSON. $5,526,827.

Senator BYRD. What percent does this represent?

Miss THOMPSON. 37.8.

Senator BYRD. These amounts represent welfare payments?

Miss THOMPSON. That is correct.

Senator BYRD. What was the total appropriated in local funds for welfare payments for the year 1967?

Miss THOMPSON. $6,061,300.

Senator BYRD. What is the request in local funds for welfare payments for fiscal year 1968?

Miss THOMPSON. $8,673,670.

Senator BYRD. How do you arrive at this estimate?

Miss THOMPSON. We are asking for $750,000 for annualization of the 13-percent increase. We asked for $600,000 for the shelter allowance. We asked for $72,000 to increase payments for nursing home care. We asked for $1,125,370 for the increased caseload; $65,000——

Senator BYRD. What was that last amount, please?

Miss THOMPSON. $1,125,370, for increased caseload; $65,000 for crisis assistance. That is it.

AVERAGE AFDC PAYMENT

Senator BYRD. What is the average payment to families in the AFDC category per month?

Miss THOMPSON. As of April 30, 1967, it was $178.04, per family.

Senator BYRD. How much of this is represented by the 13-percent increase allowed last year?

Miss THOMPSON. It was $158.05 in April 1966. That would have been $19.99 per family.

Senator BYRD. What was the average welfare payment per family in AFDC before the 13-percent increase went into effect?

Miss THOMPSON. $158.05.

Senator BYRD. And it is today $178.04?

Miss THOMPSON. That is correct.

Senator BYRD. What is the average payment per individual in the AFDC category?

Miss THOMPSON. In April 1966, it was $33.23. Today it is $37.76.

COMPARISON OF NATIONAL AND DISTRICT FAMILY AVERAGES

Senator BYRD. What is the average per family nationwide?

Miss THOMPSON. In 1966—$144.48.

Senator BYRD. So the District is how much above the average?

Miss THOMPSON. $11.27.

Senator BYRD. It would be more than that. You have two figures: $178 as against $144; $178 in the District, $144 in the Nation.

Miss THOMPSON. What we were comparing was the District of Columbia payment against the national figure last year. We do not have the national figure for this year.

Senator BYRD. How do they compare?

Miss THOMPSON. Well, comparing 1966, there is a difference of $11.27 more in the District of Columbia than nationally.

Senator BYRD. What was the average payment nationwide as of the last date that you have there?

Miss THOMPSON. We will have to supply this. We have only 1966.

Senator BYRD. And what was it?

Miss THOMPSON. $144.48.

Senator BYRD. And how much is it in the District? It has not increased very much nationwide?

Miss THOMPSON. Right now it is $178.04.

Senator BYRD. It has not increased very much nationwide, if any. I don't know what the figures are.

So the average per family in the District as represented by the figures of April would be something like $34 above the nationwide figure of 1966?

Miss THOMPSON. That is correct.

Senator BYRD. What is the average payment per recipient nationwide?

Miss THOMPSON. Per recipient, it is $34.86. This was again 1966. Mr. Chairman, we do have the national average for February 1967. It was $151.45 per family.

Senator BYRD. $151.45. This represents a difference of how much between the nationwide figure and the District of Columbia figure?

Miss THOMPSON. $26.30. That is as of February.

Senator BYRD. I believe you said the average payment per individual nationwide was $34.86, as of February.

Miss THOMPSON. $36.45.

Senator BYRD. As of what date?

Miss THOMPSON. February 1967. This is per individual.

Senator BYRD. And the average per individual in the District was how much?

Miss THOMPSON. On the same date, $38.05. So it makes a difference of $1.60.

Senator BYRD. What is the average number of persons per unit nationwide?

Miss THOMPSON. We would have to supply that for the record. I do not have that with me.

Senator BYRD. Please supply the figures so that we can include those in the record.

Miss THOMPSON. Yes, sir.

(The information follows:)

AFDC caseloads, nationwide and for each State, February 1967

State	Number of families	Number of recipients		Average number of persons per family	Average number of children per family
		Total	Children		
Total	[1] 1,160,000	[1] 4,817,000	[1] 3,630,000	4.2	3.1
Alabama	17,200	71,400	57,000	4.2	3.3
Alaska	1,400	5,100	3,900	3.6	2.8
Arizona	9,900	42,600	32,500	4.3	3.3
Arkansas	8,400	34,900	26,500	4.2	3.2
California	182,000	745,000	546,000	4.1	3.0
Colorado	13,800	55,300	42,000	4.0	3.0
Connecticut	13,200	52,700	39,500	4.0	3.0
Delaware	3,300	14,300	11,000	4.3	3.3
District of Columbia	4,900	23,100	18,700	4.7	3.8
Florida	35,300	139,000	111,000	3.9	3.1
Georgia	23,100	92,300	71,400	4.0	3.1
Guam	150	780	600	5.2	4.4
Hawaii	4,000	17,300	12,800	4.3	3.2
Idaho	2,800	10,800	7,800	3.9	2.8
Illinois	52,700	249,000	195,000	4.7	3.7
Indiana	11,300	47,100	35,700	4.2	3.2
Iowa	11,000	43,400	31,800	3.9	2.9
Kansas	8,700	36,300	28,200	4.2	3.2
Kentucky	22,400	88,000	63,900	3.9	2.9
Louisiana	25,600	113,000	86,900	4.4	3.4
Maine	5,400	20,300	14,900	3.8	2.8
Maryland	23,300	96,700	74,800	4.2	3.2
Massachusetts	30,200	114,000	85,900	3.8	2.8
Michigan	38,300	157,000	118,000	4.1	3.1
Minnesota	14,800	54,700	42,500	3.7	2.9
Mississippi	21,500	89,000	71,800	4.1	3.3
Missouri	26,100	108,000	83,400	4.1	3.2
Montana	2,300	9,000	6,900	3.9	3.0
Nebraska	5,100	20,400	15,700	4.0	3.1
Nevada	1,700	6,900	5,400	4.1	3.2
New Hampshire	1,300	5,400	4,000	4.2	3.1
New Jersey	31,100	125,000	95,200	4.0	3.1
New Mexico	8,100	33,400	25,400	4.1	3.1
New York	160,000	660,000	485,000	4.1	3.0
North Carolina	26,000	108,000	81,700	4.2	3.1
North Dakota	2,200	8,700	6,600	4.0	3.0
Ohio	46,200	195,000	147,000	4.2	3.2
Oklahoma	21,600	84,900	63,800	3.9	3.0
Oregon	9,900	39,800	28,300	4.0	2.9
Pennsylvania	60,600	263,000	194,000	4.3	3.2
Puerto Rico	41,500	180,000	140,000	4.3	3.4
Rhode Island	6,700	26,600	19,600	4.0	2.9
South Carolina	6,400	25,200	20,400	3.9	3.2
South Dakota	3,400	12,800	9,700	3.8	2.9
Tennessee	21,500	87,200	67,200	4.1	3.1
Texas	23,100	103,000	78,400	4.5	3.4
Utah	5,900	23,900	17,300	4.1	2.9
Vermont	1,700	6,500	4,800	3.8	2.8
Virgin Islands	340	1,300	1,100	3.8	3.2
Virginia	12,200	52,300	40,400	4.3	3.3
Washington	15,700	62,100	44,400	4.0	2.8
West Virginia	21,100	98,800	70,200	4.7	3.3
Wisconsin	12,700	51,500	39,200	4.1	3.1
Wyoming	1,200	4,400	3,400	3.7	2.8

[1] Department of Health, Education, and Welfare, Welfare Administration Advance release, February 1967.

COMPARISON WITH ADJACENT COUNTIES

Senator BYRD. How does the District compare with adjacent counties in regard to average monthly AFDC grants per person and per case or per family?

Miss THOMPSON. In the District of Columbia—this is as of December 1966—it was $33.42 for the District. It was $37.66 for Montgomery County; it was $35.44 for Prince Georges County; $37.90 for Arlington County; and $30.22 for Alexandria.

Senator BYRD. And as of January, the District recipients received an increase which brought their average up to what—$38.05?

Miss THOMPSON. That is correct.

Senator BYRD. Now, give us the comparative average per family. That was per individual.

Miss THOMPSON. All right. For the District of Columbia, as of December 1966, $158.42; Montgomery County, $134.71; Prince Georges County, $149.57; Arlington County, $172.45; and Alexandria, $136.57.

For the District—I gave you the District as of that time. At the present time it is—April—$178.04.

Senator BYRD. Has there been any increase in welfare payments in any of the adjacent counties since the first of the year, as far as you know?

Miss THOMPSON. As far as I know, no, sir. I have not checked it.

AVERAGE GENERAL PUBLIC ASSISTANCE PAYMENT

Senator BYRD. What is the average payment per individual nationwide in the general public assistance category, as far as you know?

Miss THOMPSON. As of February 1967, the average per case was $80.50. The average per person was $36.25.

Senator BYRD. And in the District of Columbia, what was the average per case?

Miss THOMPSON. $87.55; and per recipient, $81.15.

Senator BYRD. This would indicate that in the District GPA is limited almost to units in which there is only one person?

Miss THOMPSON. That is correct.

Senator BYRD. Apparently this differs nationwide. The nationwide situation is different?

Miss THOMPSON. It could differ, yes. The average is about two people per family nationwide.

Senator BYRD. How do you account for this? Do you know the answer?

Miss THOMPSON. No; I do not. It would be a difference in regulations, I would assume.

Senator BYRD. Does this mean that persons who might be in the AFDC category in the District of Columbia would perhaps be on general public assistance in some of the States?

Miss THOMPSON. No. I would think it would refer more to the APTD group, where you have a couple, both of them being disabled.

AVERAGE APTD PAYMENT

Senator BYRD. What is the average nationwide payment per individual and per family in APTD?

Miss THOMPSON. As of February 1967, $75.40.

Senator BYRD. And the average in the District?

Miss THOMPSON. $86.05.

Senator BYRD. Are we talking about cases or individuals?

Miss THOMPSON. We are talking about—it is not broken down. It is not clear.

Senator BYRD. It is not clear.

Miss THOMPSON. No, sir. It just says payments to recipients. It does not say whether per case or as an individual.

Senator BYRD. What does the $86.05 figure have reference to in the District?

Miss THOMPSON. That would be individuals.

Senator BYRD. Individuals. Do you not suppose that the $75.40 also refers to individuals? We would hardly be paying more per individual than the Nation is paying per family unit.

Miss THOMPSON. I would not think so.

WELFARE STATISTICS BY STATE

Senator BYRD. Provide a table for all States indicating the amounts per individual and the amounts per family unit in all categories.

Miss THOMPSON. Yes, sir.

(The information follows:)

Old-age assistance: Recipients and payments to recipients, by State, February 1967 [1]

[Excludes vendor payments for medical care and cases receiving only such payments]

State	Number of recipients	Payments to recipients		Percent change from—			
		Total amount	Average	January 1967		February 1966	
				Number	Amount	Number	Amount
Total [2]	2,066,000	$140,224,000	$67.85	−0.1	(3)	−0.2	+5.8
Alabama	112,000	6,813,000	60.55	(3)	−.2	+.9	+3.2
Alaska [4]	1,400	98,200	71.15	+.4	+.9	+.3	+1.0
Arizona	12,900	733,000	56.80	−.1	(3)	−.5	−2.1
Arkansas [4]	63,300	3,815,000	60.30	+.4	+.4	+5.6	+28.0
California	286,000	29,088,000	101.70	+.2	−.2	+4.3	+7.6
Colorado [2]	41,300	3,399,000	82.40	−.2	+.2	−2.9	+2.0
Connecticut	6,000	423,000	70.30	+.7	−.7	+6.5	+11.1
Delaware	1,700	107,000	63.65	+.7	+.9	+12.2	+30.1
District of Columbia	2,200	154,000	69.80	−.5	−.7	−4.2	+7.0
Florida [4]	78,700	3,868,000	49.15	(3)	−.1	+5.5	+2.0
Georgia [4]	94,000	4,462,000	47.50	(3)	−.1	+1.3	+1.2
Guam	190	6,700	35.60	0	(5)	+1.6	+2.9
Hawaii [4]	1,600	128,000	78.65	+1.2	+1.3	+20.8	+31.6
Idaho	3,800	249,000	64.75	−1.1	−.3	+.3	+2.2
Illinois [4]	39,700	2,518,000	63.50	−1.3	−1.8	−11.9	+2.0
Indiana	18,800	874,000	46.60	−.3	−.5	−5.0	−9.1
Iowa	24,100	1,351,000	56.00	−1.0	−1.1	−6.5	−7.9
Kansas [4]	17,500	1,404,000	80.05	−.9	−.5	−8.3	+1.1
Kentucky [4]	59,500	3,328,000	55.95	+.5	+.2	+2.8	+12.2
Louisiana	124,000	9,118,000	73.50	−.1	−.2	−4.2	+5.9
Maine [4]	10,000	559,000	55.80	+.8	+2.8	−6.8	−.4
Maryland [4]	8,000	458,000	57.05	−.7	−.2	+2.3	+3.4
Massachusetts	49,800	3,976,000	79.85	+.1	−.2	+2.7	+9.6
Michigan [6]	39,800	2,669,000					
Minnesota	27,500	1,618,000	58.80	−1.9	−.4	−16.2	−7.8
Mississippi	74,000	2,877,000	38.85	(3)	−.2	+1.3	+1.2
Missouri	90,100	6,139,000	68.15	−.4	−.3	−3.1	−1.0
Montana	4,000	256,000	63.65	−.7	−.5	−1.0	−2.1
Nebraska [4]	10,900	516,000	47.50	−.5	−.2	+3.6	+9.1
Nevada	2,400	203,000	83.30	+.4	+10.3	+4.9	+18.6
New Hampshire	4,200	415,000	98.95	−.4	−.3	−.3	+12.7
New Jersey	13,600	997,000	73.10	(3)	+4.1	+.2	+10.5
New Mexico [4]	9,400	542,000	57.90	−.8	(3)	−5.0	−4.0
New York [4]	67,400	5,532,000	52.10	−.2	−1.4	+21.5	+30.6
North Carolina	39,500	2,362,000	59.80	−.3	+3.6	−5.9	+3.7
North Dakota [4]	4,400	393,000	88.25	+.1	+13.9	−10.9	+3.0
Ohio	73,400	5,816,000	79.30	−.5	−.5	+2.4	+6.8
Oklahoma [4]	80,700	6,071,000	75.20	+.4	+.1	(3)	(3)
Oregon	11,200	569,000	50.80	−.7	−.4	+21.8	+5.4
Pennsylvania	43,800	3,275,000	74.80	−.3	−.1	+.5	+8.5
Puerto Rico [4]	25,400	219,000	8.65	−.9	−.9	−9.1	−8.7
Rhode Island [4]	4,700	269,000	57.05	−1.7	−3.1	−13.3	−37.9
South Carolina	22,300	928,000	41.50	−.9	−.8	−7.8	−3.3
South Dakota	5,400	336,000	61.85	−.1	+.2	−13.3	+1.4
Tennessee	46,000	2,467,000	53.65	+.3	(3)	+3.4	+19.2
Texas	229,000	14,112,000	61.70	(3)	+.1	+.3	+4.7
Utah	4,700	270,000	57.35	−.9	+1.4	+7.5	+6.4
Vermont [4]	4,200	271,000	64.55	−.3	+.5	+17.1	+12.4
Virgin Islands	400	15,300	38.00	−1.2	−.1	−6.7	−5.6
Virginia	11,100	594,000	53.50	−.1	+.6	−5.4	−.9
Washington	26,800	1,807,000	67.40	−.6	+8.2	−5.8	+3.5
West Virginia	12,700	578,000	45.45	−1.3	−.8	−5.8	+3.0
Wisconsin	17,800	1,019,000	57.30	−1.2	+.4	−27.7	+25.9
Wyoming	2,300	159,000	69.80	+.3	+.3	−.9	−.3

[1] All data subject to revision.
[2] Includes 3,800 recipients aged 60–64 in Colorado and payments of $337,000 to these recipients. Such payments were made without Federal participation.
[3] Increase of less than 0.05 percent.
[4] Represents aid to the aged under program for aid to the aged, blind, or disabled, or for such aid and medical assistance for the aged.
[5] Decrease of less than 0.05 percent.
[6] Estimated.

Aid to the blind: Recipients and payments to recipients, by State, February 1967 [1]

[Excludes vendor payments for medical care and cases receiving only such payments]

State	Number of recipients	Payments to recipients		Percent change from—			
		Total amount	Average	January 1967		February 1966	
				Number	Amount	Number	Amount
Total [2] [3]	83,300	$7,211,000	$86.60	−0.3	−0.1	−1.7	+3.5
Alabama	1,800	128,000	69.95	−.2	−.3	−2.7	+2.7
Alaska [4]	100	8,700	83.40	+2.0	+1.6	−2.8	+1.4
Arizona	730	51,300	70.50	+.3	+.5	−7.8	−9.1
Arkansas [4]	1,900	136,000	71.05	+.2	+.2	−.1	+19.6
California [2]	12,500	1,642,000	131.85	−.1	+.6	+.9	+5.0
Colorado	230	16,400	72.20	−.9	+.3	−3.8	−3.5
Connecticut	260	20,900	79.60	−2.6	+5.4	−8.4	−.8
Delaware	320	26,400	82.25	−1.8	−2.0	−2.7	+2.2
District of Columbia	200	16,900	86.00	−.5	+2.0	+2.1	+20.5
Florida [4]	2,600	163,000	62.85	−.2	−.2	+1.5	+1.6
Georgia [4]	3,200	181,000	57.30	−.3	−.4	−1.2	−.3
Guam	6	180	(5)	(5)	(5)	(5)	(5)
Hawaii [4]	64	5,700	89.65	(5)	(5)	(5)	(5)
Idaho	110	8,700	76.05	−1.7	−.4	−6.6	+1.4
Illinois [4]	1,900	147,000	75.90	−.5	−1.0	−11.2	−2.6
Indiana	1,600	99,500	64.20	−2.9	−3.0	−5.8	−5.8
Iowa	1,000	97,100	92.85	0	−.4	−1.7	−2.0
Kansas [4]	410	36,800	89.30	−1.4	−1.1	−8.6	+1.7
Kentucky [4]	2,500	175,000	70.25	(6)	(7)	+1.0	+7.8
Louisiana	2,500	192,000	75.70	−.2	−.4	−4.7	−7.5
Maine [4]	230	17,200	75.60	0	+1.8	−12.3	−10.2
Maryland [4]	340	25,200	73.75	0	+.9	−5.3	+4.6
Massachusetts	2,200	251,000	112.75	+.4	−3.6	−.6	−17.8
Michigan [8]	1,500	117,000					
Minnesota	840	61,800	73.15	−1.3	−3.3	−12.5	−12.2
Mississippi	2,400	113,000	46.00	−.2	−.1	−2.5	−2.2
Missouri [2]	4,100	324,000	80.00	−.8	−.8	−4.7	−4.7
Montana	190	14,400	76.30	−2.1	−2.1	−15.6	−10.4
Nebraska [4]	460	29,900	64.60	−.6	+1.9	−13.0	−5.5
Nevada [9]	160	15,200	95.10				
New Hampshire	240	25,600	104.70	+.8	−1.7	+.8	+11.6
New Jersey	900	77,900	86.85	+1.4	+4.1	+.9	+8.4
New Mexico [4]	350	25,900	73.25	+1.4	+1.6	+1.1	+2.6
New York [4]	3,100	310,000	100.50	−.5	−1.0	+1.7	+15.5
North Carolina	4,600	338,000	72.85	−.3	+1.5	−3.2	+6.1
North Dakota [4]	80	6,900	86.20	(5)	(5)	(5)	(5)
Ohio	3,000	231,000	77.15	−.4	+.1	−2.7	+1.6
Oklahoma [4]	1,500	162,000	105.45	+.1	−.2	−3.5	−1.3
Oregon	480	41,600	86.80	+.6	(7)	−1.2	−.3
Pennsylvania [3]	10,000	1,083,000	108.50	−.4	−.1	+9.3	+18.1
Puerto Rico [4]	1,100	10,100	8.80	−.2	−.5	−12.5	−11.1
Rhode Island [4]	110	8,200	74.90	+.9	+8.5	+3.8	−3.5
South Carolina	1,900	104,000	55.45	−.1	−.2	−.2	+2.8
South Dakota	110	9,000	80.15	+.9	+.5	+3.7	+24.
Tennesse	1,800	123,000	66.45	0	+.1	−9.6	+5.0
Texas	4,300	316,000	74.15	−.2	+.2	−4.0	+.2
Utah	140	9,100	63.45	0	−1.7	−11.2	−2.3
Vermont [4]	110	7,700	72.90	+2.9	+2.4	−13.1	+2.6
Virgin Islands	10	350	(5)	(5)	(5)	(5)	(5)
Virginia	1,100	77,200	69.95	+.3	(6)	−.2	+12.2
Washington	620	41,400	80.10	−2.1	+5.8	−11.5	−5.2
West Virginia	700	32,900	46.65	−1.4	−1.3	−7.5	−2.4
Wisconsin	720	45,900	72.65	−.5	+.3	−15.4	+17.5
Wyoming	52	3,800	72.45	(5)	(5)	(5)	(5)

[1] All data subject to revision.

[2] Data include recipients of payments made without Federal participation, and payments to these recipients as follows: California, $17,700 to 110 recipients and Missouri, $53,600 to 650 recipients.

[3] Does not include $572,000 to an estimated 7,700 recipients under State blind pension program in Pennsylvania administered under State law without Federal participation.

[4] Represents aid to the blind under program for aid to the aged, blind, or disabled, or for such aid and medical assistance for the aged.

[5] Average payment not computed on base of fewer than 50 recipients; percentage change on fewer than 100 recipients.

[6] Increase of less than 0.05 percent.

[7] Decrease of less than 0.05 percent.

[8] Estimated.

[9] Data for January; February data not reported.

TABLE 6.—*Aid to the permanently and totally disabled: Recipients and payments to recipients, by State, February 1967* [1]

[Excludes vendor payments for medical care and cases receiving only such payments]

State	Number of recipients	Payments to recipients		Percent change from—			
		Total amount	Average	January 1967		February 1966	
				Number	Amount	Number	Amount
Total	592,000	$44,670,000	$75.40	+0.4	+1.2	+5.8	+17.2
Alabama	15,100	685,000	45.25	+.2	+.3	+2.3	+2.3
Alaska [2]	330	25,100	75.70	+3.8	+4.4	+34.0	+42.3
Arizona	4,900	325,000	66.15	+.2	+.4	+18.8	+17.2
Arkansas [2]	10,800	694,000	64.50	+1.0	+1.0	+11.8	+88.9
California	99,800	11,317,000	113.35	+.9	+2.1	+20.3	+30.1
Colorado	6,800	439,000	64.40	+.8	+1.6	+5.1	+8.3
Connecticut	5,500	449,000	81.60	−1.4	−.8	−37.0	+10.6
Delaware	710	64,000	90.20	+1.6	+2.2	+40.9	+65.8
District of Columbia	3,700	319,000	86.05	+.6	+.6	+10.2	+25.8
Florida [2]	20,800	1,243,000	59.80	+1.0	+1.0	+14.0	+15.7
Georgia [2]	27,800	1,548,000	55.70	+.2	+.1	+.1	+.1
Guam	46	1,700	[3]	[3]	[3]	[3]	[3]
Hawaii [2]	1,300	138,000	104.65	+1.1	+.3	+25.1	+48.2
Idaho	2,500	174,000	69.05	−2.8	−.6	−20.6	+7.8
Illinois [2]	30,100	2,335,000	77.50	+.4	−.1	+3.1	+8.6
Indiana	2,100	95,700	46.55	+1.9	+1.8	+23.5	+11.4
Iowa	1,800	114,000	64.50	+2.8	+1.8	+23.9	−7.0
Kansas [2]	5,300	572,000	107.10	+.7	+1.9	+6.3	+17.9
Kentucky [2]	13,000	907,000	69.65	+.6	+.6	+9.3	+15.7
Louisiana	21,700	1,117,000	51.40	+.4	+.3	+9.0	+3.1
Maine [2]	2,300	171,000	74.55	+.5	+4.1	+.4	+6.3
Maryland [2]	9,400	683,000	73.00	+2.7	+3.3	+23.5	+28.1
Massachusetts	12,900	1,117,000	86.35	+.6	+.4	+2.8	+23.1
Michigan [4]	15,200	1,181,000					
Minnesota	6,700	472,000	70.55	+1.9	+1.5	+40.9	+44.7
Mississippi	21,000	950,000	45.20	[5]	[5]	+5.9	+4.8
Missouri	16,200	1,180,000	72.75	+.5	+.4	+4.4	+4.9
Montana	1,400	105,000	76.25	−1.6	+2.1	+15.0	+4.1
Nebraska [2]	3,100	186,000	6.20	+1.5	+3.9	+1.1	+18.5
New Hampshire	680	61,100	89.25	+.1	−.2	+4.4	+10.2
New Jersey	8,900	761,000	85.15	+.4	+3.9	+4.3	+15.1
New Mexico [2]	4,500	314,000	70.25	−.5	+.9	+10.2	+11.0
New York [2]	35,800	3,332,000	93.00	−.4	−.4	+9.1	+24.3
North Carolina	22,700	1,490,000	65.60	+.5	+3.3	+2.0	+8.3
North Dakota [2]	1,700	151,000	87.10	+.9	+7.6	+10.8	+20.7
Ohio	21,100	1,518,000	71.95	+.7	+.9	+7.6	+10.4
Oklahoma [2]	18,200	1,740,000	95.40	+1.9	+1.7	+17.3	+21.3
Oregon	5,200	392,000	75.10	+1.2	+1.2	−36.2	−6.4
Pennsylvania	23,300	1,768,000	75.90	+2.9	+1.6	+16.3	+22.5
Puerto Rico [2]	15,300	131,000	8.60	−5.5	−6.1	−24.2	−4.7
Rhode Island [2]	3,000	234,000	76.75	+1.0	+.2	+4.5	+4.4
South Carolina	9,300	446,000	48.05	+.2	+.2	+1.0	+7.3
South Dakota	1,300	80,300	63.45	+.7	+.6	+8.7	+16.2
Tennessee	15,600	1,015,000	65.05	+1.1	+1.3	+9.4	+28.8
Texas	11,100	673,000	60.70	+.3	+.3	+9.3	+12.7
Utah	3,400	209,000	61.55	[6]	+1.1	−30.0	+2.3
Vermont [2]	1,200	93,200	76.50	+.2	+.6	−9.5	+14.3
Virgin Islands	43	1,700	[3]	[3]	[3]	[3]	[3]
Virginia	6,900	431,000	62.80	+.7	+.9	+3.5	+7.9
Washington	9,600	641,000	66.70	−2.5	+5.4	−21.5	+12.8
West Virginia	5,900	257,000	43.35	+.6	+.8	+2.4	+5.0
Wisconsin	4,400	268,000	61.00	−.6	+1.1	−21.1	+18.3
Wyoming	780	56,000	71.55	+2.5	+3.9	+8.1	+10.5

[1] All data subject to revision.
[2] Represents aid to the permanently and totally disabled under program for aid to the aged, blind, or disabled, or for such aid and medical assistance for the aged.
[3] Average payment not computed on base of fewer than 50 recipients; percentage change on fewer than 100 recipients.
[4] Estimated.
[5] Increase of less than 0.05 percent.
[6] Decrease of less than 0.05 percent.

Aid to families with dependent children—Recipients and payments to recipients, by State, February 1967 [1]

[Excludes vendor payments for medical care and cases receiving only such payments]

State	Number of families	Number of recipients		Payments to recipients			Percent change from—			
		Total [2]	Children	Total amount	Average per—		January 1967		February 1966	
					Family	Recipient	Number of recipients	Amount	Number of recipients	Amount
Total [3]	1,160,000	4,817,000	3,630,000	$175,633,000	$151.45	$36.45	+1.5	+1.6	+7.4	+17.7
Alabama	17,200	71,400	57,000	907,000	52.70	12.70	+.2	+.3	+.7	+.4
Alaska	1,400	5,100	3,900	177,000	130.70	34.95	+1.4	+1.5	+7.1	+5.7
Arizona [3]	9,900	42,600	32,500	1,195,000	120.20	28.10	−.2	−.5	+4.9	+5.0
Arkansas	8,400	34,900	26,500	683,000	81.65	19.55	+2.0	+2.1	+10.6	+39.3
California [3]	182,000	745,000	546,000	32,635,000	179.75	43.80	+2.2	+.9	+17.5	+16.1
Colorado [3]	13,800	55,300	42,000	2,053,000	148.40	37.15	+4.3	+4.3	+19.5	+17.7
Connecticut [3]	13,200	52,700	39,500	2,598,000	196.25	49.35	+1.5	+2.8	+.1	+8.4
Delaware [3]	3,300	14,300	11,000	440,000	134.20	30.80	+2.9	+3.9	+7.8	+14.2
District of Columbia	4,900	23,100	18,700	878,000	177.75	38.05	+.7	+.9	+2.7	+17.9
Florida	35,300	139,000	111,000	2,126,000	60.15	15.25	+1.2	+1.2	+23.3	+22.9
Georgia	23,100	92,300	71,400	2,185,000	94.65	23.65	+1.6	+1.6	+14.0	+14.8
Guam	150	780	660	14,400	95.25	18.45	−.9	+16.1	−.9	+14.0
Hawaii [3]	4,000	17,300	12,800	717,000	180.30	41.40	+3.0	+2.0	+16.5	+23.4
Idaho	2,800	10,800	7,800	475,000	169.60	44.15	+2.7	+4.9	+7.6	+20.2
Illinois [3]	52,700	249,000	195,000	10,432,000	197.80	41.85	+.2	−1.4	−2.4	+2.5
Indiana	11,300	47,100	35,700	1,322,000	117.15	28.05	+.7	+2.4	+.9	+4.5
Iowa	11,000	43,400	31,800	1,874,000	170.25	43.20	−.5	+9.8	−2.3	+8.4
Kansas [3]	8,700	36,300	28,200	1,557,000	179.40	42.95	+1.5	+1.6	+1.0	+21.4
Kentucky	22,400	88,000	63,900	2,448,000	109.20	27.85	+2.8	+2.3	+8.5	+27.8
Louisiana	25,600	113,000	86,900	2,689,000	105.10	23.80	+.2	+.1	+4.8	+5.0
Maine	5,400	20,300	14,900	603,000	111.30	29.70	+1.0	+1.0	+5.5	+6.1
Maryland [1]	23,300	96,700	74,800	3,496,000	150.20	36.15	+.1	+.8	+5.4	+8.4

Massachusetts [3]	30,200	114,000	85,900	6,003,000	198.75	52.60	+2.4	+2.5	+12.3	+33.3
Michigan [3 4]	38,300	157,000	118,000	6,920,000						
Minnesota	14,800	54,700	42,500	2,620,000	176.75	47.90	+1.1	+2.0	+4.0	+7.0
Mississippi	21,500	89,000	71,800	828,000	38.45	9.30	+1.0	+1.3	+6.2	+15.3
Missouri	26,100	108,000	83,400	2,707,000	103.90	25.00	[5]	+.2	+1.2	+1.5
Montana	2,300	9,000	6,900	332,000	144.00	37.00	+3.3	+4.3	+11.7	+14.0
Nebraska [3]	5,100	20,400	15,700	594,000	117.50	29.10	+1.5	+1.8	+9.1	+10.1
Nevada	1,700	6,900	[4] 5,400	216,000	127.40	31.35	+4.6	+5.5	−25.8	+29.1
New Hampshire	1,300	5,400	4,000	219,000	168.10	40.85	+.4	+.7	+10.3	+10.3
New Jersey	31,100	125,000	95,200	6,744,000	216.90	54.00	+1.6	+6.5	+10.8	+21.9
New Mexico	8,100	33,400	25,400	1,009,000	124.35	30.25	+1.0	+1.9	+9.2	+11.5
New York [3]	160,000	660,000	485,000	34,963,000	218.65	53.00	+1.7	−.5	+16.0	+35.9
North Carolina	26,000	108,000	81,700	2,644,000	101.65	24.45	+.8	+1.3	−1.9	+2.1
North Dakota	2,200	8,700	6,600	396,000	181.90	45.30	+1.8	+1.5	+9.0	+21.8
Ohio [3]	46,200	195,000	147,000	6,452,000	139.65	33.10	+2.0	+2.0	+1.8	+10.0
Oklahoma [3]	21,600	84,900	63,800	2,956,000	136.95	34.80	+2.2	+2.2	+12.8	+21.9
Oregon [3]	9,900	39,800	28,300	1,581,000	160.00	39.65	+6.7	+7.0	+10.9	+17.0
Pennsylvania [3]	60,600	263,000	194,000	9,667,000	159.40	36.75	+1.0	+1.7	−2.4	+11.9
Puerto Rico	41,500	180,000	140,000	768,000	18.50	4.25	+.3	+.9	−5.1	−1.4
Rhode Island [3]	6,700	26,600	19,600	1,101,000	163.35	41.40	+1.5	+1.4	+9.7	+21.1
South Carolina	6,400	25,200	20,400	399,000	61.95	15.85	+.2	−.2	−7.9	−4.0
South Dakota	3,400	12,800	9,700	475,000	138.00	37.05	+.8	+.9	+7.0	+19.9
Tennessee	21,500	87,200	67,200	2,288,000	106.55	26.25	+1.4	+1.2	+5.6	+18.0
Texas	23,100	103,000	78,400	2,205,000	95.65	21.30	+.8	+.9	+7.3	+8.0
Utah [3]	5,900	23,900	17,300	850,000	143.40	35.55	+2.0	+2.1	+3.5	+11.1
Vermont	1,700	6,500	4,800	191,000	113.05	29.40	+2.2	+2.6	+15.5	+15.1
Virgin Islands	340	1,300	1,100	26,800	78.90	20.00	+.8	+.8	+9.4	+9.5
Virginia	12,200	52,300	40,400	1,480,000	121.20	28.30	+1.5	+1.6	+10.2	+28.0
Washington [3]	15,700	62,100	44,400	2,649,000	169.10	42.65	+3.3	+11.0	−2.1	+13.9
West Virginia [3]	21,100	98,800	70,200	2,362,000	111.90	23.90	−.2	−.1	−8.8	−8.3
Wisconsin [3]	12,700	51,500	39,200	2,320,000	182.30	45.10	+2.0	+3.4	+23.4	+24.6
Wyoming	1,200	4,400	3,400	162,000	137.65	36.55	+1.2	+1.3	+7.6	+8.1

[1] All data subject to revision.
[2] Includes as recipients the children and 1 or both parents or 1 caretaker relative other than a parent in families in which the requirements of such adults were considered in determining the amount of assistance.
[3] Includes data on unemployed-parent segment; see table 8.
[4] Estimated.
[5] Decrease of less than 0.05 percent.

General assistance.—Recipients and payments to recipients, by State, February 1967 [1]

[Excludes vendor payments for medical care and cases receiving only such payments]

State	Number of—		Payments to recipients			Percent change from—			
						January 1967		February 1966	
	Cases	Recipients	Total amount	Average per—					
				Case	Recipient	Number of recipients	Amount	Number of recipients	Amount
Total [2]	312,000	692,000	$25,092,000	$80.50	$36.25	+1.2	+1.4	−2.3	−14.0
Alabama	86	86	1,100	12.90	12.90	(3)	(3)	(3)	(3)
Alaska	260	820	16,800	65.05	20.50	+18.9	+52.2	−12.1	+5.2
Arizona	2,100	5,500	109,000	52.60	19.70	+2.0	−2.9	−16.8	−13.6
Arkansas	330	1,300	4,900	14.80	3.85	−21.8	−22.8	−15.9	−13.1
California	27,300	44,300	2,043,000	74.70	46.05	−1.2	+1.6	+16.9	+57.2
Colorado	1,600	5,900	64,600	41.55	11.00	+13.8	−1.4	−10.7	−21.9
Connecticut	[4] 4,500	[4] 13,300	[4] 372,000	81.70	28.00	+7.7	+12.7	+5.8	+22.3
Delaware	1,500	2,800	80,400	54.05	28.75	+1.3	+2.4	+10.2	−.3
District of Columbia	1,000	1,100	87,500	87.55	81.15	+1.8	+1.0	+17.3	+34.1
Florida [5]	8,000	(3)	243,000						
Georgia	2,200	5,800	81,900	37.45	14.20	−5.3	+3.5	−11.2	+11.5
Guam	26	32	1,000	(3)	(3)	(3)	(3)	(3)	(3)
Hawaii	1,200	2,000	113,000	92.75	56.15	+4.3	+5.2	+30.1	+19.4
Illinois	21,000	50,500	1,881,000	89.45	37.20	+4.6	+4.4	−1.6	+.1
Iowa [5]	3,600	9,300	167,000						
Kansas	2,600	6,100	222,000	85.75	36.05	−1.6	−1.3	−20.6	+2.8
Louisiana	5,900	6,400	296,000	50.60	46.05	−1.8	−1.8	−20.3	−22.2
Maine	2,400	8,000	113,000	46.90	14.00	+2.5	+8.2	−20.5	−24.7
Maryland	8,500	9,800	678,000	79.50	69.45	−2.6	−2.4	−.3	+1.6
Massachusetts	7,800	16,200	687,000	88.10	42.40	+2.5	+1.3	+3.7	+32.1
Michigan [7]	15,400	52,800	1,526,000	98.75	28.95				

Minnesota	6,500	20,800	571,000	87.35	27.50	−.3	−.1	−19.4	−18.9
Mississippi	1,200	1,500	25,600	20.80	16.75	+2.1	+8.6	+14.4	+33.5
Missouri	9,600	12,500	651,000	67.75	51.90	+1.7	+1.0	−4.7	−1.0
Montana	1,400	4,000	76,200	55.70	19.25	−1.6	−4.7	−22.7	−20.1
Nevada	380	1,000	17,900	47.40	17.90	−2.5	−19.9	+15.1	−28.5
New Hampshire	810	2,800	59,200	73.15	21.25	−1.7	−3.8	−1.0	+13.0
New Jersey [8]	11,600	38,400	1,479,000	127.45	38.50	+2.5	−1.8	+7.7	+17.5
New Mexico	330	730	15,300	46.10	21.05	−11.8	+6.7	+30.8	+27.6
New York [9]	62,400	138,000	6,935,000	111.20	50.35	+1.8	+.4	+19.9	+45.0
North Carolina	1,800	5,700	49,400	27.00	8.60	+2.8	+.8	−23.7	−9.0
North Dakota	480	2,000	29,700	62.45	14.55	+22.1	+24.7	−26.3	−27.2
Ohio	23,300	69,200	2,117,000	90.65	30.60	+1.3	+.9	−18.0	+19.0
Oklahoma	5,800	(6)	76,600	13.10			−8.7		−10.8
Oregon	4,300	(6)	232,000	53.60			−6.1		−16.1
Pennsylvania	28,500	35,900	2,148,000	75.35	59.80	−.2	+.5	−8.4	−3.4
Puerto Rico	890	890	7,700	8.70	8.70	−10.9	−12.8	−.2	+3.0
Rhode Island	3,200	8,300	209,000	65.85	25.35	+1.3	+2.6	+14.2	+24.0
South Carolina	1,200	1,400	37,300	29.90	26.60	−.8	−1.6	+.1	+3.1
South Dakota	440	1,500	16,700	37.65	11.15	+22.4	+26.8	−23.7	−24.9
Tennessee	1,800	3,000	54,200	29.70	18.20	+4.5	−3.0	−30.1	+11.6
Texas [10]	8,500	(6)	309,000						
Utah	790	970	52,400	66.35	53.90	−6.7	−4.6	+1.9	+7.9
Vermont [10]	1,000	(6)	33,000						
Virgin Islands	180	190	6,800	38.15	36.15	−1.0	+1.0	−11.7	−11.5
Virginia	3,200	8,500	175,000	54.00	20.55	+18.1	+9.9	−1.7	+9.6
Washington	8,500	14,800	683,000	80.45	36.15	−5.4	+4.2	+20.9	+24.7
West Virginia	2,000	3,700	77,600	39.30	21.15	−2.2	+3.7	+31.0	+34.1
Wisconsin	4,600	13,700	365,000	79.85	26.75	+1.0	+3.3	−33.1	−35.7
Wyoming	510	1,900	42,100	82.80	21.95	+11.2	+18.9	−14.8	−15.3

[1] All data subject to revision.
[2] Partly estimated; does not represent sum of State figures because totals exclude for New Jersey an estimated number of cases and persons receiving only medical care, hospitalization, and/or burial and paymnets for such services; recipient count also includes an estimate for States not reporting such data. Excludes Idaho, Indiana, Kentucky, and Nebraska; data not available.
[3] Average payment not computed on base of fewer than 50 recipients; percentage change on fewer than 100 recipients.
[4] About 16 percent of this total is estimated.
[5] Partly estimated.
[6] Data not available.
[7] Data for December; January or February data not reported.
[8] Includes an unknown number of cases and persons receiving only medical care, hospitalization, and/or burial and payments for such services.
[9] Included an unknown number of cases and persons receiving only medical care.
[10] Estimated on basis of reports from sample or local jurisdictions.

COUNTIES AND DISTRICT MONTHLY AVERAGE APDT PAYMENTS

Senator BYRD. How does the District compare with adjacent counties as to average monthly APDT payments? Per person and per case.

Miss THOMPSON. As of December 1966, $73.28 per person; $76.50 per case.

Senator BYRD. Again, are you saying that each case on the average involves only one person?

Miss THOMPSON. Most of the time, yes.

Senator BYRD. All right.

Miss THOMPSON. For Montgomery County it was $70.35 per person, and $70.35 per case. For Prince George's County, $68.38 per person, $68.38 per case. Arlington County, $129.52 per person, $129.52 per case. Alexandria, $102.46 per person, $102.46 per case.

Senator BYRD. What is the amount in the District of Columbia as of today? Per person and per case.

Miss THOMPSON. As of April 1967, it was $82.87 per person.

Senator BYRD. And per case?

Miss THOMPSON. $86.32 per case.

COMPARISON OF DISTRICT GPA PAYMENTS WITH ADJACENT COUNTIES

Senator BYRD. How does the District of Columbia compare with adjacent counties as to average monthly general public assistance grants per person and per case?

Miss THOMPSON. Again, as of December 1966, the District of Columbia, per person was $73.14; per case, $78.34. Montgomery County, $81.81 per person, $81.81 per case. Prince George's County, $75.81 per person, $75.81 per case. Arlington County, $82.63 per person, $82.63 per case. Alexandria, $57.08 per person, $57.08 per case.

Senator BYRD. How much is it as of today in the District of Columbia?

Miss THOMPSON. $81.11 per person.

Senator BYRD. How much per case?

Miss THOMPSON. $87.62 per case.

Senator BYRD. Why are two different figures shown, one for the individual and one for the case, in the District of Columbia, whereas in each of the adjacent counties the same amount is shown per individual and per case?

Miss THOMPSON. I would assume that in Montgomery, Prince Georges, Arlington, and Alexandria it is just one person in the case. Mr. Donald Gray is here. Mr. Gray, can you explain why there is a difference in our figure?

Mr. GRAY. For April 1967, in the District of Columbia, the average GPA per case was $87.62, and per person was $81.11. The GPA, Mr. Chairman, is almost impossible to compare because it is not administered statewide throughout the Nation. And generally it is locally administered mainly in the usual areas, although in some towns and townships—and the purpose for which it is given varies greatly locality by locality.

In some spots it is given to unemployed and employed both, which is not done in the District—it is only given to individuals who are unable to work in the District. Also in some areas it is given to AFDC applicants pending disposition of their AFDC application. So it is almost impossible to compare.

Senator BYRD. All right. Once again—what are the final average payments per individual and per case as of the latest date under the GPA program?

Miss THOMPSON. For the District of Columbia?

Senator BYRD. Yes, ma'am.

Miss THOMPSON. Mr. Gray, you had the figures broken down per person and per case.

Senator BYRD. I have his figures. I was wondering how we reconciled those with yours.

Miss THOMPSON. Mine is $87.62.

Mr. GRAY. That is the case figure.

Senator BYRD. And it is $81.11 per individual?

Miss THOMPSON. Yes.

1966 OPERATING COSTS

Senator BYRD. What were the total operating costs for your Department in fiscal year 1966, Federal and local?

Miss THOMPSON. $27,867,057. That is Federal and local, minus payments.

Senator BYRD. Exclusive of welfare payments? And no capital outlay.

Miss THOMPSON. That is correct.

Senator BYRD. Of that amount, how much was local?

Miss THOMPSON. $21,872,482.

Senator BYRD. What percent of the total operating costs, therefore, does the District appropriation involve?

Miss THOMPSON. Approximately 25 percent. We can furnish the exact amount.

Senator BYRD. I figure that at about 78 percent. The total was $27.9 million of which $21.8 million was District money.

Miss THOMPSON. About 79 percent.

1966 WELFARE PAYMENTS

Senator BYRD. Now, to repeat—the total welfare payments in fiscal year 1966, both Federal and local moneys included, amounted to $14,604,747, of which $5,533,568 were in local money; is that correct?

Miss THOMPSON. That is correct.

Senator BYRD. Are we talking about payments to the five categories—AFDC, APTD, OAA, AB, and GPA?

Miss THOMPSON. That is correct.

Senator BYRD. This would make the total, then, for operating expenses and welfare payments in fiscal year 1966 what amount?

Miss THOMPSON. Including private grants it would be $42,513,620.

Senator BYRD. All right. And the total local would be how much?

Miss THOMPSON. $27,406,050.

Senator BYRD. What you are saying is, then, that it takes $2 for operating expenses for every $1 that gets to the recipient?

Miss THOMPSON. Well, you are drawing a comparison that doesn't really show how we use our money. For example, if you are considering—I mean the $2—then you are not including the service portions of the program which include child welfare, the institutional programs. They are represented in operating expenses and there is no direct money given to the recipient. Now, if you wanted to make a com-

parison as to what the administrative costs are for each dollar that goes to the recipient, we would have to break out the public assistance administrative costs. You are lumping everything altogether, which includes child welfare, and the institutional programs.

Senator BYRD. Yes; I know.

How much was appropriated for operating costs exclusive of grants in fiscal year 1967?

Miss THOMPSON. $25,705,200.

Senator BYRD. Now, would you repeat that, please.

Miss THOMPSON. $25,705,200.

Senator BYRD. For operating costs, as against $21,872,000, expended the year before?

Miss THOMPSON. That is correct.

Senator BYRD. And as against $6,061,300 for welfare payments?

Miss THOMPSON. That is correct.

FUNDS REQUESTED

Senator BYRD. How much is requested for operating expenses in fiscal year 1968?

Miss THOMPSON. $31,592,830.

Senator BYRD. $31,592,830, which represents the operating expenses.

Miss THOMPSON. For 1968, $8,673,670 represents the money payments; $40,266,500 represents the total request.

Senator BYRD. All in local moneys?

Miss THOMPSON. All in local moneys.

Senator BYRD. Now, how much do you anticipate in addition thereto from Federal sources? Both for operating expenses and welfare payments?

Miss THOMPSON. For 1968, is $20,141,620.

Senator BYRD. Making a total of $60,408,120?

Miss THOMPSON. You are right, $60,408,120.

Senator BYRD. Yes. This includes—this is both Federal and local moneys, and we are talking about operating expenses and welfare payments.

Miss THOMPSON. That is correct.

Senator BYRD. What was the total for fiscal year 1966, Federal and local? For both operating expenses and welfare payments?

Miss THOMPSON. $42,471,804.

Senator BYRD. So what we have is an increase of about $18 million in 2 years, overall; is that right—$42.4 million as against $60.4 million?

Miss THOMPSON. That is right.

FOOD STAMP BONUS

Senator BYRD. This does not include food stamps bonus?

Miss THOMPSON. No, it does not.

Senator BYRD. Can you give us any figures on the amounts involved in the food stamp bonus?

Miss THOMPSON. For April 1967, it was $106,664 totally—$64,307 for PAD recipients who participated.

CAPITAL OUTLAY

Senator BYRD. In addition to the $60,408,120, is there anything in the budget for capital outlay?

Miss THOMPSON. Yes. $3,604,800.

Senator BYRD. Was there anything spent in fiscal year 1966 for capital outlay?

Miss THOMPSON. We would have to supply that for the record. We do not have the 1966 capital outlay figures.

Senator BYRD. All right.

(The information follows:)

$4,679,400 has been obligated for fiscal year 1966 approved capital outlay projects.

WELFARE PAYMENTS IN FISCAL YEAR 1967

Senator BYRD. The Congress appropriated $6,061,300, I believe you indicated, for welfare payments in fiscal year 1967?

Miss THOMPSON. That is correct.

Senator BYRD. For the District of Columbia. How much Federal money would that draw down?

Miss THOMPSON. $8,943,800.

Senator BYRD. Making a total of how much?

Miss THOMPSON. $15,005,100.

WELFARE PAYMENTS FOR FISCAL YEAR 1968

Senator BYRD. The request for fiscal year 1968 is in the amount of $8,673,670?

Miss THOMPSON. That is correct.

Senator BYRD. How much Federal money will this match?

Miss THOMPSON. $10,658,740.

Senator BYRD. This would make a total of how much?

Miss THOMPSON. $19,332,410.

Senator BYRD. For welfare payments?

Miss THOMPSON. That is right.

PERCENT OF WELFARE DOLLAR TO RECIPIENT

Senator BYRD. What percent of the welfare dollar goes to the recipient? I am talking about services and payments. Can you tell us?

Miss THOMPSON. No, sir.

Senator BYRD. Can you supply this for the record?

Miss THOMPSON. We will try to develop it.

PERCENT OF WELFARE DOLLAR FOR ADMINISTRATION

Senator BYRD. What percent goes for administration?

Miss THOMPSON. We can tell you that—we can supply that for the record.

Senator BYRD. Supply that please so that we can include it in this record.

Miss THOMPSON. Yes, sir.

(The information follows:)

Direct grant payments and related costs—Estimates, fiscal year 1967

[In percent]

	Administration [1]	PA services	OIC costs	Subtotal	Direct grant	Total
OAA:						
Local	10.5	13.1	11.9	35.5	64.5	100
Federal	5.0	10.2	5.5	20.7	79.3	100
Total	6.7	11.1	7.5	25.3	74.7	100
AFDC:						
Local	5.2	10.6	5.9	21.7	78.3	100
Federal	3.4	15.6	3.7	22.7	77.3	100
Total	4.1	13.7	4.6	22.4	77.6	100
AB:						
Local	6.5	7.5	7.3	21.3	78.7	100
Federal	4.5	9.0	4.9	18.4	81.6	100
Total	5.2	8.4	5.9	19.5	80.5	100
APTD:						
Local	6.7	9.1	7.6	23.4	76.6	100
Federal	4.8	9.3	5.3	19.4	80.6	100
Total	5.5	9.3	6.2	21.0	79.0	100
GPA:						
Local	11.4	17.5	12.9	41.8	58.2	100
Federal						
Total	11.4	17.5	12.9	41.8	58.2	100
Total:						
Local	7.1	11.8	8.0	26.9	73.1	100
Federal	3.9	13.5	4.3	21.7	78.3	100
Total	5.3	12.7	5.9	23.9	76.1	100

[1] Includes cost of preparing payroll, file maintenance, data processing, and general administration.

DISTRIBUTION OF WELFARE DOLLAR

Senator BYRD. Do you know how these figures would compare nationwide? Could you give us this information?

Miss THOMPSON. I don't believe so. I don't remember seeing any table that would give you that information.

Senator BYRD. Would not HEW have this information?

Miss THOMPSON. We will see if they do.

Senator BYRD. As to what percent of the welfare dollar goes for administration, and what percent goes to the recipient in welfare payments, and what percent in services? The last category might be difficult. But the other two should be——

Miss THOMPSON. In administration— yes, we will see if we can get those. You are talking about administration for the PA program?

Senator BYRD. I am talking about overall administration for the five conventional categories. Perhaps you can give it for each category.

Miss THOMPSON. That would be more difficult.

NUMBER OF CHILDREN ON AFDC

Senator BYRD. How many District of Columbia children per 1,000 population were on a AFDC as of the last date for which you have these data?

Miss THOMPSON. For the District of Columbia, 1966, with a population of the District of Columbia being 808,000, 6.8 percent of the District of Columbia population was served by DPW, and 3.7 represented the public assistance group I do not have it for AFDC.

Senator BYRD. Last year the Department was able to provide this information. It was 67 children per 1,000, in December of 1965.

Miss THOMPSON. You are correct, it is running about the same.

Senator BYRD. About the same. How much is it?

Miss THOMPSON. Sixty-seven as to December 1965.

Senator BYRD. Still 67 per 1,000?

Miss THOMPSON. That is right. That is the latest information that we have.

Senator BYRD. And nationwide it was what?

Miss THOMPSON. About 47.

Senator BYRD. See if you can bring these statistics up to date for the record; can you do that?

Miss THOMPSON. Well, this is the latest bulletin as far as we know. We will call and see if there is a later one.

Senator BYRD. We had this bulletin a year ago. The hearings were not held in June last year but in October, I believe.

Miss THOMAS. These represent December 1965 statistics.

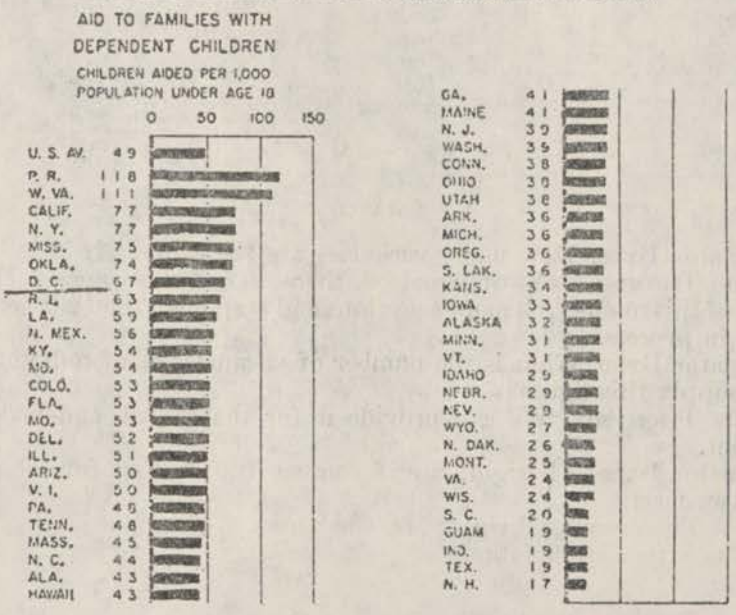
Senator BYRD. Yes. So you might be able to get December 1966 figures by now.

Miss THOMPSON. We will try.

(The information follows:)

PROPORTION OF POPULATION RECEIVING PUBLIC ASSISTANCE MONEY PAYMENTS (RECIPIENT RATES) IN THE UNITED STATES, DECEMBER 1965 1/

(EXCLUDES RECIPIENTS RECEIVING ONLY VENDOR PAYMENTS FOR MEDICAL CARE.
CAUTION SHOULD BE USED IN MAKING COMPARISONS WITH EARLIER RATES BECAUSE OF REVISIONS IN POPULATION ESTIMATES ON WHICH RATES ARE BASED)



Senator BYRD. The District of Columbia, I believe, ranked sixth at that time, with West Virginia, New York, California, Mississippi, and perhaps Puerto Rico ahead of the District of Columbia.

Miss THOMPSON. That is correct.

Senator BYRD. You might see if you can ascertain the rank now. Or at least as of December 1966.

The District of Columbia ranked seventh as of December 1966 in AFDC, fourth in December 1965.

AUTHORIZED POSITIONS

Senator BYRD. How many positions do you have in the Department overall?

Miss THOMPSON. 3,197.

Senator BYRD. How many did the House allow over and above this figure?

Miss THOMPSON. 478, represents the House allowance.

Senator BYRD. What percent of the positions are held by Negroes?

Miss THOMPSON. As of March 15, 1967, 74.1 percent.

Senator BYRD. What percent of the social workers are Negroes?

Miss THOMPSON. We will have to furnish that. We do not have it broken out that way.

Senator BYRD. All right. Supply that, please, for inclusion in the record.

(The information follows:)

Social worker racial characteristics as of June 6, 1967

	Percent	
	White	Nonwhite
Public assistance	31.5	68.5
Child welfare	44.8	55.2
District of Columbia welfare institutions	30.0	70.0
Children's center	60.0	40.0
Total	36.6	63.4

VACANCIES

Senator BYRD. How many vacancies are there overall?

Miss THOMPSON. As of April 30, there were 494 vacancies. However, of this number, 83 name selections had been made, and 299 actions were in process.

Senator BYRD. What is the number of vacancies as of today? Can you supply this figure?

Miss THOMPSON. We can provide it for the record, and make it current.

Senator BYRD. All right. See if you can supply that for the next time we meet.

Miss THOMPSON. All right, Mr. Chairman.

(The information follows:)

Fiscal year 1967 authorized positions and vacancies

	Authorized positions, fiscal year 1967	Vacancies as of June 2, 1967		
		Total	New positions authorized, fiscal year 1967	Positions authorized prior fiscal years
Office of the Director	17	1		1
Planning, finance, and management services:				
Personnel	20	1		1
Program planning and research	10	2		2
Data Systems Division	16			
Administrative Division	10			
Control of eligibility determination	17	4		4
Total	73	7		7
Family and children services:				
Providing PA services	376	49	21	28
Job placement and training	13	2		2
Food stamp certification	20	4		4
Providing CW services	240	45	18	27
Elementary school free lunch	8			
Day care	4			
Landlord and tenant	4	1		1
Administrative services	166	42	15	27
Total	831	143	54	89
District of Columbia welfare institutions:				
Central administration	10	2		2
District of Columbia Village	378	54		54
Receiving home for children	78	19	11	8
Junior Village	443	59		59
Municipal lodging house	4			
Administrative services	140	14	3	11
Camille B. Hayes Training Center	22	4		4
Total	1,075	152	14	138
Children's center:				
Central administration	93	26	15	11
District Training School	464	83	23	60
Cedar Knoll School	225	31	5	26
Maple Glen School	95	17	5	12
Administrative services	145	10	1	9
Total	1,022	167	49	118
Office of Investigations and Collections	179	21	10	11
Total, Department of Public Welfare	3,197	491	127	364

INCREASE IN NUMBER OF POSITIONS

Senator BYRD. Also provide a table showing the increase in the number of positions for your Department over the last 7 years. Break them down to indicate the number of social workers—the increase in the number of social workers, the increase in the number of clerical personnel, the increase in the number of investigators and others.

Miss THOMPSON. Yes, sir.

(The information follows:)

New positions authorized, 1961–67

	Social workers	Clerical	Investigations	Other	Total increase
1961	25	13		86	124
1962	10	6		57	73
1963	29	67	77	132	305
1964	46	44		249	339
1965	16	27		54	97
1966	47	27		66	140
1967	71	55		129	255
Total	244	239	77	773	1,333

1967 VACANCIES AMONG NEW POSITIONS

Senator BYRD. How many additional positions were authorized for fiscal year 1967?

Miss THOMPSON. 255.

Senator BYRD. 255?

Miss THOMPSON. Yes, sir.

Senator BYRD. How many vacancies are there among the 255 positions authorized for fiscal year 1967?

Miss THOMPSON. 138.

Senator BYRD. Indicate where these are, if you will, please?

Miss THOMPSON. I can read them down for you.

Senator BYRD. All right.

Miss THOMPSON. Twenty-nine in public assistance services; 18 in child welfare; 15 in administrative services under family and child services; 11 in the receiving home for children; four in administrative services at District of Columbia welfare institutions; 15 under central administration, children's center; 25 at the District Training School, children's center; five at Cedar Knoll, children's center; five at Maple Glen, children's center; one under administrative services, children's center; 10 at the Office of Investigations and Collections.

Senator BYRD. How many investigators are you authorized, Mr. Galvin?

Mr. GALVIN. Seventy-seven, sir.

Senator BYRD. How many vacancies do you have?

Mr. GALVIN. As of the end of May, three.

FEDERALLY FUNDED POSITIONS

Senator BYRD. How many of the 3,197 positions presently authorized are federally financed?

Miss THOMPSON. None of these are federally financed. Some of them are funded through matching funds.

Senator BYRD. How many positions in addition to the 3,197 do you have which would be federally financed?

Miss THOMPSON. 365.

Senator BYRD. Are these federally financed positions all filled?

Miss THOMPSON. There are 308 of the 365 filled with 57 vacancies, as of April 30, 1967.

Senator BYRD. Indicate where these 365 positions are distributed throughout your Department.

Miss THOMPSON. I can furnish it for the record.

Senator BYRD. All right; let us have it now for the record.

(The information follows:)

Authorized federally funded positions, fiscal year 1967—Status as of Apr. 30, 1967

	Authorized	Filled	Vacant
OAA:			
Office of the Director	2	1	1
Program planning and research	2	2	
Field Administrative Branch, Family and Children Services	2	1	1
District of Columbia Village	43	36	7
Office of Investigations and Collections	2	1	1
Subtotal	51	41	10
MAA:			
Office of the Director	2	2	
Personnel	2	2	
Program planning and research	3	3	
Data Systems Division	7	7	
Providing public assistance services	35	31	4
Field Administrative Branch, Family and Children Services	10	9	1
District of Columbia Village	30	20	10
Office of Investigations and Collections	4	2	2
Subtotal	93	76	17
Bootstrap:			
Office of the Director	11	10	1
Personnel	3	3	
Data Systems Division	4	4	
Subtotal	18	17	1
Older Americans Act: Office of the Director	2	1	1
Headstart: Junior Village	7	5	2
Children's Bureau:			
Providing child welfare services	15	14	1
Day care	2	1	1
Subtotal	17	15	2
Family emergency services: Providing child welfare services	[1] 18	11	7
Youth group homes	28	25	3
Title V	129	115	14
NIMH-(DTS)	2	2	
Total, Department of Public Welfare	365	308	57

[1] Reduced to 13 authorized positions in order to transfer savings to contingency funds.

PERSONNEL TURNOVER

Senator BYRD. What is the percent of personnel turnover in your Department?

Miss THOMPSON. We will have to develop it for the record to give it precisely. It runs around 14 percent.

Senator BYRD. All right. Indicate within that data the percent of personnel turnover among your social workers.

Miss THOMPSON. Yes, sir.

(The information follows:)

The percentage of personnel turnover in the Department for the five month period January-May 1967, was 17%. The turnover among the social workers for the same period was 12.4%.

RECRUITMENT PROBLEMS

Senator BYRD. Do you have any recruitment problems that are out of the ordinary?

Miss THOMPSON. We have the same recruitment problems that any social agency has at the present time. There are certain scarce categories to staff, such as social workers, psychologists, male counselors, nursing assistants, registered nurses. They represent our most critical groups.

NUMBER OF SOCIAL WORKER POSITIONS

Senator BYRD. How many social worker positions are there in your Department? That is, within the 3,197 authorized—not including any additional ones which may have been inserted by the House.

Miss THOMPSON. There are a total of 522, but these include supervisors as well as workers.

Senator BYRD. Supervisors are also social workers, aren't they?

Miss THOMPSON. They have a social worker background. This includes all of the people in the Department with a social worker background.

Senator BYRD. How many vacancies are there among the 522 positions?

Miss THOMPSON. Ninety-one.

Senator BYRD. How do you account for one out of five social worker positions being vacant?

Miss THOMPSON. The scarcity of social workers throughout the country, caused primarily by all of the new programs requiring social workers. We have not enough trained people.

Senator BYRD. Are there any additional social worker positions in the bill as allowed by the House?

Miss THOMPSON. Yes, sir.

Senator BYRD. How many?

Miss THOMPSON. Mr. Chairman, they are scattered throughout our budget. We could supply that for the record.

Senator BYRD. All right.

(The information follows:)

Included in the total House allowance of 478 positions were sixty-one Social Workers and twelve Social Worker Supervisors.

Senator BYRD. Of the 650 additional positions requested for 1968, how many relate to social worker positions?

Miss THOMPSON. That is scattered throughout the budget, too, Mr. Chairman. We would have to furnish that for the record, sir.

Senator BYRD. All right.

(The information follows:)

Of the total of 650 positions requested for fiscal year 1968, sixty-seven positions were for Social Workers and twelve were for Social Worker Supervisors.

SUMMER EMPLOYEES

Senator BYRD. Do you have additional help for the summertime?

Miss THOMPSON. Yes, we do.

Senator BYRD. Could you tell us how this is financed?

Miss THOMPSON. Out of lapsed money.

REGULATIONS PROPOSED IN HANDBOOK TRANSMITTAL NO. 77

Senator BYRD. Mr. Galvin, have the regulations proposed in Handbook Transmittal No. 77, dated March 18, 1966, been clarified, amended, or superseded in any way?

Mr. GALVIN. There has been one clarification. I think this came out about 2 months ago. They have not been superseded in any manner whatsoever.

Senator BYRD. What was the nature of the clarification?

Mr. GALVIN. This was a result of a clarification that you and the District requested on the meanings and interpretations in certain of the phases within the release.

Senator BYRD. Supply information indicating the details of the clarification.

Mr. GALVIN. Yes, sir.

(The information follows:)

HANDBOOK RELEASE 108, JUNE 1, 1967

(DC–DPW–PAD—HANDBOOK HPA–3)

OFFICE OF INVESTIGATIONS AND COLLECTIONS

Subject Classification: Office of Investigations and Collections Investigative Programs and Operations.

CONTENTS

I. Functions
II. Investigation programs descriptions
III. Selection and referral for investigation
IV. Investigative procedures
V. Standards of conduct

I. FUNCTIONS

The Office of Investigations and Collections is directly responsible to the Director of the Department of Public Welfare.

The investigative program of the Office of Investigations and Collections is established as a factfinding service of the Department to establish that the true facts in a case as are pertinent to eligibility for payments being made or services rendered.

II. INVESTIGATION PROGRAMS DESCRIPTIONS

The Office of Investigations and Collections administers an investigative program consisting of the following components:

A. Investigations—Intake Review

The Intake Review Section of the Office of Investigations and Collections (OIC) assumes full responsibility for the Intake Review phase of the program by initiating an examination of all applications which have been recently approved by the Public Assistance Division in such assistance categories as are determined within the objectives of the Department. The AFDC and GPA categories are currently the only categories subject to Intake Review. A thorough field investigation is made of such approved applications for which investigative staff is available. By investigating approved applications shortly after their approval, this Section insures the validy of the information furnished by the recipient and minimizes the loss of appropriated funds to persons not entitled to assistance payments. The Section contributes to the efficient and economical administration of the Welfare Program and to the discovery of overpayments in assistance payments authorized.

B. Investigations—Audit Review

The Audit Review Section assumes the full responsibility for the Audit Review phase of the Investigations and Collections Program by initiating a thorough field investigation of the Aid to Families of Dependent Children (AFDC) cases for cases still receiving assistance at time of OIC selection in the January 1, 1963 caseload and in the caseload subsequent to January 1, 1963 and Aid to the Permanently and Totally Disabled (APTD) cases in the July 1, 1963 caseload to determine the validity of the eligibility of each recipient.

The Section contributes to the efficient and economical administration of the Welfare Program and to the discovery of overpayments in assistance payments authorized.

C. Investigations—Complaint Review

The Complaint Review Section of the Office of Investigations and Collections (OIC) assumes full responsibility for initiating an investigation to determine eligibility information upon the request of the Public Assistance Social Staff when the Social Worker cannot obtain the required eligibility information from the client nor is able to obtain the information through his own efforts.

The Public Assistance Social Staff will refer all questionable eligibility situations to the Office of Investigations and Collections when such questionable eligibility exists during the Social Workers' initial investigation of applications to determine eligibility.

The Complaint Review Section will also initiate an investigation upon request of the Public Assistance Staff of those active recipients of the Department who are believed to be in violation of the rules and regultions of the Department in areas pertinent to their eligibility to receive assistance payments.

Such other complaints as are made to the Department from any source where there is substantially plausible pertinent information indicating violation of rules and regulations of the Department on the part of any public assistance recipient and fraud referrals shall be investigated as directed by the Investigations and Collections Officer.

The Complaint Review Section is also responsible for obtaining criminal and traffic records requested by PAD, CWD in Washington, D.C. and surrounding counties in Maryland and Virginia.

D. Investigations—Locations Review

The Locations Review Section investigates all cases referred to it for location of individuals as are of interest to the Department of Public Welfare.

III. SELECTION AND REFERRAL FOR INVESTIGATION

The PAD case record contains all of the basic and background information on any case selected for OIC review or submitted for investigation. All PAD case records are made available to OIC staff directly involved in the review or investigation, as required.

A. Intake Review

All newly approved applications of Public Assistance in the categories within the objectives of this review shall be reported to the Office of Investigations and Collections.

OIC requests of PAD, the PAD case record of such approved applications, and will assign an OIC number to each case received. All OIC numbered cases are reviewed and scheduled by the OIC Evaluator and Analyzer and forwarded to the investigation sections for full field investigations with the following exceptions:

1. Cases closed by PAD prior to OIC review and scheduling.
2. Cases where the OIC evaluators, through desk review case record examination only, question the total eligibility of the recipient for assistance, returns the case record to PAD and PAD closes the case. (If the case continues on assistance, it is returned to OIC for review and possible full field investigation.)
3. Cases selected for Quality Control. If the recipient continues on assistance after the Quality Control is complete, the case is returned to OIC for review and possible full field investigation.
4. Cases where the recipient lives too far outside the Washintgon metropolitan area.
5. AFDC cases where the recipient is undergoing training at the Hayes Training Center and lives at the Center.
6. Cases not in the purview of the Intake Review examination; e.g., in a category not being investigated in the Intake Review (OA, AB, APTD).
7. Cases where the recipient is a former patient of St. Elizabeths Hospital (GE), living in a nursing home (GH), incompetent (GI), or is very seriously mentally disturbed.
8. Cases which could not be investigated due to insufficient investigative personnel.

B. Audit Review

Cases still on assistance when selected for OIC review which were in the AFDC caseload prior to January 1, 1963, the AFDC caseload subsequent to January 1, 1963 and the APTD caseload as of July 1, 1963 are the bases from which Audit Review cases for investigation under the Audit Review program are selected.

When a PAD case subject to Audit Review has been requested and received, it is assigned an OIC number. All OIC numbered cases are reviewed and scheduled by the OIC Evaluator and Analyzer and forwarded to the investigation section for full field investigation, except for those exceptions listed in paragraphs one through six above in the Intake Review.

C. Complaint Review

Requests from the PAD Social Staff for additional information or a request for clarification or verification of information pertinent to a client's case which requires investigative service, are to be submitted to the Office of Investigations and Collections on PAD Form 182 in triplicate.

Requests from the Public Assistance Division will be forwarded through the PAD Program Analyst.

Situations in all of the assistance programs may be referred to OIC for additional information, clarification or verification. Some reasons for referrals are listed in the PAD Handbook for the guidance of the workers.

Requests from within the Department from other than the Public Assistance Division are also to use the PA 182 form or a memorandum.

The request from PAD will identify the eligibility factor involved. A brief statement will list the reason why in the particular case being referred it is believed a situation may exist that would affect eligibility, amount of payment, or why the case requires investigation.

Also included will be a statement of the specific information or verification desired by the person making the request.

D. Locations Review

Referrals from the Public Assistance Division Social Staff pertinent to a PAD active case or application will be made on Form PW–PA 181 in triplicate, providing as much as possible of the personal data on the missing person as required to complete the form. Each missing person shall be requested on a separate request form.

Upon location or determination that a location cannot be made, a report will be submitted by OIC to the Social Staff by use of PW–RC 162 or 163 and PW–RC 164, if applicable.

No interim reports are submitted.

Referrals from other offices and divisions of the Department are submitted on PW–RC 127, in triplicate including out of town inquiries received by PAD. OIC replies to out of town inquiries requested by PAD will be made thru PAD; any other such replies will be made directly to the requesting agency.

Replies to other divisions of the Department will be made to the requesting division.

No interim reports are submitted.

IV. INVESTIGATIVE PROCEDURES

The investigator will make an investigation of each case so as to adequately determine the true state of affairs as is pertinent to eligibility requirements or to clarify the situations under investigation. All investigations will be made so as not to violate the privacy or personal dignity of the person being investigated.

The following rules will be observed:

1. Visits by investigators to the home of applicant, recipients or to the residence of collateral sources shall be conducted only between the hours of 8:00 AM and 10:00 PM on weekdays, and between 8:00 AM and 12:00 noon on Sundays. Home visits by investigators between the hours of 10:00 PM and 8:00 AM are strictly forbidden.

2. Each case under investigation is scrutinized carefully prior to the home visit to ascertain if mental problems exist, the family composition, the amount of space occupied, etc. Investigators do not enter the homes with preconceived ideas of what exists in the home, rather each investigation is an objective study for the Department of Public Welfare.

3. The purposes of home visits are primarily to establish and/or verify family composition, household composition, living arrangements and conditions.

4. No inspection of premises will be made if the recipient does not live on the premises.

5. On all home visits to the home of the recipient or to the home of other persons being contacted, the investigator assigned the case must be accompanied by another investigator. Whenever the recipient is contacted in person outside of the Office of Investigations and Collections, this contact may be made only when accompanied by another investigator.

Any exception to these requirements regardless of the reason for contacting the recipient, visiting the home of the recipient or other person being contacted must be immediately reported to the Office of the Investigations and Collections Officer in writing.

6. No home visits are made on National Holidays or Religious Holidays.

7. Home visits are kept at a minimum. Three home visits are considered fully adequate in any investigation; however, an additional home visit due to unusual circumstances, such as change of residence, transfer of investigator, or a request from the Social Worker, may be made, if approved in advance by the immediate supervisor.

8. The investigator when making inquiries in the home is only to ask questions which are pertinent to the investigation.

Complaints received by any OIC personnel about investigators or members of OIC or employees of the Department must be forwarded in writing to the Office of the Investigations and Collections Officer.

V. STANDARDS OF CONDUCT

In keeping with the stated mission of the investigative function to establish and report the true state of affairs regarding any case being investigated, such as eligibility factors of the Public Assistance case, the investigative staff shall be guided by the following precepts:

1. The investigative staff of the Office of Investigations and Collections will refrain from advising recipients or rendering other assistance normally given by the Social Worker.

2. Suggestions as to eligibility, ineligibility, continuance or termination of the Public Assistance payment are areas in which the OIC investigators are specifically reminded to withhold their comments.

3. Investigators and supervisors do not investigate friends, acquaintances or relatives. Investigators cannot hire or contract recipients to perform any services for them.

4. Investigators will not disperse gifts regardless of how small in value to recipients or children of recipients. Such gifts, however well intentioned, are often resented or objected to by clients who may be reluctant to voice their objections.

5. Investigators do not have arrest power or subpoena power. They do not carry side arms or concealed weapons.

6. Investigators must at all time use propriety, common sense and good judgment in interviewing recipients or others. They must treat the people whom they contact with the human dignity to which all people are entitled.

7. Prior to entering a home, investigators must identify themselves by giving their name and agency and show their identification card. They must request permission to enter the home and are not permitted to enter any home without the expressed approval of the occupant. They must be admitted by an adult.

8. Investigators will not enter any recipient's home when no one is in the home, when only minor children are in the home, whenever no other adult member of the household is home.

9. When admission to the home is refused by the recipient, the investigator shall leave immediately. If admission is refused on a subsequent visit, a report is made of the situation to the social worker with the request that the social worker advise OIC regarding future action. The investigation is suspended pending a reply.

10. If requested to leave after initially authorized entry, the investigators will do so immediately.

11. Investigators will immediately excuse themselves and leave the home if the recipient or any person being interviewed appears to be under the influence of alcohol.

12. When in the home, investigators will conduct themselves in a courteous manner. Investigators will not request any services of the recipient that would impose an obligation on the recipient to comply which is not directly related to and pertinent to the investigation.

13. Questions asked in the home are applicable to the eligibility factors pertaining to the Department of Public Welfare and the Public Assistance Division regulations.

14. In situations where the investigators have identified themselves and have been granted permission to enter the home, but the recipient refuses to cooperate with the investigation, the investigator shall leave immediately. If this occurs on a subsequent visit, a report is submitted to the social worker outlining the circumstances. The investigation is suspended until a reply is received from the social worker.

15. When considered appropriate to check the living arrangements, the investigator will request permission of the recipient to make such a check and will request that an adult member of the household accompany him while viewing the premises. During such a survey, investigators will not enter any room where any female is sleeping, or in which there is a sick person, and particularly will not enter any bedroom where girls are sleeping without the expressed permission of the recipient and accompanied by the recipient.

16. Investigators will not open closets or bureau drawers, or handle personal items during such a tour of the premises. They request the client to open the closet door. They will not look under beds unless there is obviously someone hidden there who refuses to come out and this is the only way the person hiding may be identified.

17. Nothing will be removed from the home by the investigators without the permission of the recipient.

18. At any time a recipient threatens, assaults, attempts to assault or otherwise creates an incident with the investigators during a home visit, the investigators will immediately excuse themselves and leave the home. A written report will be immediately submitted to the Investigations and Collections Officer.

19. Investigators will at all times be neatly groomed and at the time of making any contact will be attired in a coat and tie.

20. Investigators will refrain from smoking during any visit to the recipient's home or the home of any other person being contacted.

21. Investigators will not request voluntary withdrawal statements from assistance by recipients and will accept them only after advising the recipient what the voluntary withdrawal means.

DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE,
REGION III,
Charlottesville, Va., April 25, 1967.

Miss WINIFRED G. THOMPSON,
Director of Public Welfare,
Washington, D.C.

DEAR MISS THOMPSON: As requested in your letter of April 20, 1967, an extension until June 1, 1967 for the submission of plan material on policies and procedures for the Office of Investigations and Collections is granted. It is important that we have this material in fulfillment of the requirements of Handbook Transmittal No. 77 by this date at the latest. As you are aware, plan approval is necessary prior to release of grants for the quarter beginning July 1, 1967, the effective date of the requirements.

Sincerely yours,

GEORGE NARENSKY,
Regional Representative,
Bureau of Family Services.

OFFICE OF INVESTIGATIONS AND COLLECTIONS,
May 31, 1967.

MRS. RUTH N. EDWARDS,
Policy and Procedures Specialist, PAD.
STATE PLAN MATERIAL,
Office of Investigations and Collections.

Submitted herewith for forwarding to HEW Regional Representative is State Plan material in compliance with HEW Handbook Transmittal No. 77 covering the policies and procedures of the investigative program of the Office of Investigations and Collections.

WILLIAM R. GALVIN,
Investigations and Collections Officer.

APRIL 20, 1967.

Mr. GEORGE NARENSKY,
Regional Representative, Bureau of Family Services, Department of Health, Education, and Welfare, Region III, Charlottesville, Va.

DEAR MR. NARENSKY: This is to acknowledge your letter of April 3, 1967 regarding submission by this agency of pertinent policies and procedures of this Department's investigative activities as State Plan material in compliance with Handbook Transmittal No. 77.

This Department requests an extension until June 1, 1967 for the submission of our investigative part of the implementation of Handbook Transmittal No. 77 because of prior commitments and pressure of the workload, particularly in relation to Congressional Hearings on the Department's 1968 budget request. As had been previously mentioned, very little of our investigative material had previously been included in our State Plan and, until our meeting on March 1, 1967, the Department had no indication that such would be required.

Your favorable consideration shall be appreciated.

Sincerely yours,

WINIFRED G. THOMPSON
Miss Winifred G. Thompson, *Director.*

D.C. DEPARTMENT OF PUBLIC WELFARE,
April 11, 1967.

Memorandum to: William R. Galvin, Investigations and Collections Officer.
From: Winifred G. Thompson, Director.
Subject: Request from Region III, HEW, for description of policies and procedures of the investigative branch.

Through communication with Region III pertaining to the State Plan material that is required by April 13, the question was raised on several occasions as to whether or not OIC investigators were to be included in the State Plan. The question was also raised whether Handbook Transmittal No. 77 applied to investigators.

I am attaching for your information a copy of a letter, dated April 3, 1967, which settles once and for all that OIC investigators are part of the State Plan, and that the Bureau of Family Services will need a description of the policies and procedures of the Investigative Branch in the same way that they would need descriptive statements of the operations of any other pertinent component of the agency in order for them to evaluate if the District State Plan provisions conform with Federal requirements and whether practices are in conformance with the Plan provision.

A reply is requested within the next week or ten days. Will you give this a high priority. It seems to me the answer should include a statement of the reviews and the types of reviews being made by OIC, plus the policies and procedures issued to investigators. If you have any questions after reading the letter from Mr. Narensky, please call my office and set up a time for an early appointment in order to prepare the reply within the target date.

WINIFRED G. THOMPSON
Miss Winifred G. Thompson, *Director.*

DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE,
WELFARE ADMINISTRATION,
REGION III,
Charlottesville, Va., April 3, 1967.

Miss WINIFRED G. THOMPSON,
Director, Department of Public Welfare,
Washington, D.C.

DEAR MISS THOMPSON: This will acknowledge receipt on March 30 of your letter of March 22 in which you raise question about submittal of the policies and procedures of the Investigation Branch as part of the State plan in compliance with the requirements in Handbook Transmittal No. 77.

You will recall that we discussed this during our visit to your agency on March 1, at which time we explained quite extensively the reasons why it would be necessary for us to have this material. We pointed out that the work of the Investigation Branch, in virtually all of its aspects, has a direct bearing on determination of eligibility, continuation of assistance, findings of fraud, verification of resources, etc., etc., and thus has a significant effect on the character of the administration of the public assistance programs. We also illustrated its significance to the plan of operation by comparison with other elements that comprise public assistance administration in the District of Columbia.

If your question implies that the activity of the Investigation Branch is not a part of or is not necessary for the "proper and efficient administration" of the public assistance programs and therefore does not come within the scope of the plan submittal requirements of the Social Security Act and the Handbook then, as we pointed out in the meeting, a number of questions arise including the propriety of federal financial participation in the cost of this activity. We, of course, think the contrary is true and that the activity of this branch is an integral part of the plan of operation of the public assistance programs.

Handbook Transmittal No. 77 refines and emphasizes the inclusion of a number of features of public assistance administration which, in the light of experience, are deemed to be necessary to carry out the requirements of the statue in a proper and efficient manner. From time to time as national experience and program needs dictate, plan requirements have been clarified or added in fulfillment of this statutory obligation. You are aware of course of numerous examples where this has occurred in recent years, including, by way of illustration, the plan requirement relating to simplified methods of determining need which was also a subject of discussion during our meetiing of March 1. Thus, the fact that these materials had not previously been included in the State plan is not really pertinent. In essence, we would need a description of policies and procedures of the Investigation Branch in the same way that we would need descriptive statements of the operations of any other pertinent component of the agency in order that we may evaluate whether the State's plan provisions conform with Federal requirements and whether practice is in compliance with the plan provisions.

It is unfortunate that there has been so long a delay in the agency's providing the materials needed to comply with Handbook Transmittal No. 77. The transmittal was issued on March 18, 1966, and calls for the submittal of appropriate materials by April 1, 1967. We are, of course, aware of the questions raised in the letters of Senator Byrd and Mr. Brewer. The responses to these inquiries and the discussion of the material at our meeting of March 1, we felt, cleared the way for the submittal of the necessary materials well before the deadline date. It is apparent from our meeting that materials on the activities of the Investigation Branch are readily available and can be prepared by submittal without undue effort. You will recall that Mr. Galvin, Chief of the Office of Investigations and Collections, intimated that he would have no difficulty in securing or preparing the transmittal of the materials required.

We trust that you can give the matter a high priority so that we may receive the materials within the next week or 10 days.

Sincerely yours,

GEORGE NARENSKY,
Regional Representative,
Bureau of Family Services.

MARCH 22, 1967.

Mr. GEORGE NARENSKY,
Regional Representative, Department of Health, Education and Welfare, Region III, Charlottesville, Va.

DEAR MR. NARENSKY: We have carefully reviewed Handbook Transmittal No. 77 and would appreciate clarification on the following points:

The Transmittal relates to methods of determination of eligibility which in our approved State Plan is the function of the Public Assistance Division. The Office of Investigations and Collections is directly responsible to the Director.

Does Handbook Transmittal No. 77 require that the policies and procedures of the Investigation Branch of the Office of Investigations and Collections, which is a fact finding organization, be included in our State Plan?

If it is required that the policies and procedures of the Office of Investigations and Collections be included in our State Plan, why has it not been required prior to this time?

We would appreciate your consideration of this matter.

Sincerely yours,

WINIFRED G. THOMPSON,
Miss Winifred G. Thompson, *Director.*

DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE,
March 21, 1967.

From: George Narensky, family services representative, Charlottesville regional office.

Subject: Methods for determination of eligibility—Handbook IV–2200—Follow-up re: Handbook Transmittal No. 77.

We wish to call your attention to Handbook Transmittal No. 77 of March 18, 1966, which specified that "All State agencies are required to submit plan material" to the regional office no later than April 1, 1967, to comply with the requirements specified in Handbook Part IV–2200–2230.

We hope States will submit rewritten material to meet all the requirements in HB IV–2220 rather than submit only amendments and identify sections of the approved plans that seem to them to meet other requirements.

Your attention is called to the fact that, although "determination of eligibility" constitutes a unit of work, not all pertinent plan material is necessarily included in such a section of a State plan (or manual). For example, plan material on agency structure, staffing, and policies governing refunds and collections may also be consistent with or be in conflict with H.T. No. 77. Where they conflict those other plan materials will also have to be revised and they should be submitted with the other plan material required by H.T. No. 77 in time for approval prior to the date when the Federal funds for the July 1967 quarter would be released.

Miss Winifred Thompson, D.C.
Mr. C. Leslie Dawson, Ky.
Mr. Raleigh C. Hobson, Md.
Mr. Grady R. Galloway, N.C. CB
Mr. Clifton M. Craig, N.C. BPW
Mr. Macon M. Barryman, V.I.
Dr. Mario R. Garcia-Palmieri, P.R.
Mr. William T. Coppage, Va. CVH
Mr. Otis L. Brown, Va. DW&I
Mr. L. L. Vincent, W. Va.

FEBRUARY 20, 1967.

MR. GEORGE NARENSKY,
Regional Representative, Department of Health, Education, and Welfare, Region III, Charlottesville, Va.

DEAR MR. NARENSKY: The purpose of this letter is to confirm the meeting with you and members of your staff on February 24, 1967, at 10:30 A.M. We will have members of the Department's staff available who can discuss simplified methods for determining needs.

On February 16, 1967, a letter was forwarded to you commenting on Handbook Transmittal No. 77—Methods for Determination of Eligibility. We raised some questions in this letter which you may be ready to answer by February 24th. If so, this topic can be added to the agenda. We will be meeting in our Conference Room at 499 Pennsylvania Avenue, N.W. I look forward to seeing you at that time.

Sincerely yours,

WINIFRED G. THOMPSON
Miss Winifred G. Thompson, *Director*

GOVERNMENT OF THE DISTRICT OF COLUMBIA,
DEPARTMENT OF PUBLIC WELFARE,
Washington, D.C., February 16, 1967.

MR. GEORGE NARENSKY,
Regional Representative, Bureau of Family Services, Department of Health, Education, and Welfare, Charlottesville, Va.

DEAR MR. NARENSKY: We have carefully reviewed the letter from Secretary Gardner to Senator Robert Byrd and from Mr. Fred H. Steininger to Mr. Donald Brewer concerning Handbook Transmittal No. 77.

The first five requirements for State plans as stated in the Federal Handbook of Public Assistance Administration, IV—2200, (item 6 is not applicable to the District of Columbia) reflect current policy as stated in our plan material with one exception. We have not had sufficient staff to notify recipients when the amount of the assistance payment has been changed.

It would, therefore, be helpful if you would identify specific areas of our plan material which you consider as not being in conformity with the new requirements.

Sincerely yours,

WINIFRED G. THOMPSON,
Miss Winifred G. Thompson, *Director.*

DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE,
WELFARE ADMINISTRATION,
REGION III,
Charlottesville, Va., February 13, 1967.

Miss WINIFRED G. THOMPSON,
Director of Public Welfare,
Washington, D.C.

DEAR MISS THOMPSON: This is to inquire about the possibility of meeting with you on February 24, 1966 at 10:30 a.m. for a discussion of (1) simplified methods for determining needs (Handbook Transmittal No. 76) and (2) methods for determination of eligibility (Handbook Transmittal No. 77). I would appreciate your letting me know if this is a convenient date and time for us to meet. I plan for Mr. Guy and Mr. Digby from my staff to accompany me.

Sincerely yours,

GEORGE NARENSKY,
Regional Representative,
Bureau of Family Services.

DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE,
February 15, 1967.

From: George Narensky, family services representative, Charlottesville regional office

Subject: Handbook Transmittal No. 77—Interpretations—Methods for Determination of Eligibility.

The Handbook policies enunciated in Transmittal No. 77 took into account a long recognized need for updating methods for determination of eligibility in public assistance programs under the Social Security Act. As you will recall, this Handbook transmittal advised that plan amendments implementing the

new Federal requirements concerning methods of eligibility determination will be expected in the Regional Office on or before April 1, 1967. It is our expectation that by now your plan has already been examined in the light of the new policies and needed revisions are in the process of being developed.

In the belief that having access to the policy interpretations, set forth in an exchange of recent correspondence, might be of assistance to you in preparation of the needed amendments, we are sending at this time copies of the two letters:

1. The Secretary's reply of December 21, 1966, to Senator Robert C. Byrd about questions he raised regarding the policy. The letter takes cognizance of both the related materials the Senator had inserted in the Congressional Record of October 21, 1966, and the statement on page 66 in the Senate Appropriations Committee Report of September 22, 1966.

2. Mr. Steininger's letter, dated December 21, 1966, replying to questions submitted by Mr. Donald Brewer, Director of the Direct of Columbia Department of Public Welfare.

If we may be of assistance to you in any way in meeting the target date of April 1, 1967, for submittal of the required amendments, kindly let us know.

Miss Winifred G. Thompson, DC
Mr. C. Leslie Dawson, KY
Mr. Raleigh C. Hobson, MD
Mr. Grady R. Galloway, NC
Mr. Clifton Craig, NC
Dr. Mario R. Garcia-Palmieri, PR
Mr. Macon M. Berryman, VI
Mr. Otis L. Brown, VA
Mr. William T. Coppage, VA
Mr. L. L. Vincent, WVA
cc: Mrs. Aida G. Pagan, PR

DECEMBER 21, 1966.

Hon. ROBERT C. BYRD,
U.S. Senate,
Washington, D.C.

DEAR SENATOR BYRD: This is in reply to your letter of June 30, 1966, regarding Public Assistance Handbook Transmittal No. 77 dated March 18, 1966. I had delayed responding to your letter until I could thoroughly review the Handbook Transmittal. I have also reviewed the materials you included in the *Congressional Record* of October 21, 1966. I would like to make some general comments before discussing the specific suggestions in your letter.

Like other Handbook material, the statement about methods for determination of eligibility in public assistance programs under the Social Security Act is applicable nationwide and has been written accordingly. Of necessity, it sets forth general principles which each State must apply. It is directed to all of the 54 jurisdictions with approved public assistance plans; to the programs for the aged, the blind and the disabled, as well as the program for needy families with children; and to both the money payment and medical care aspects of all these programs.

Methods for the determination of eligibility similar to those contained in Handbook Transmittal No. 77 are already in use in many States. In the great majority of public assistance cases in this country, eligibility is determined and redetermined on the basis of information furnished by, or obtained with the consent of, the applicant or recipient. Reliance on the individual to give information about himself—even when disadvantageous—is a very familiar method of doing our public business, and without it the public assistance programs—as well as the Federal, State and local tax programs, among others—could not operate. The process of determining eligibility is the first step in a relationship between agency employees and applicants whereby help may be given to employable adults toward achieving self-support, to children, toward strengthening family life and breaking the poverty cycle, and to the severely disabled and aged individuals, toward self-care and the ability to function independently.

Safeguards Against Improper Payments.—The policy transmitted by Handbook Transmittal No. 77 must be read in relation to other policies. As an example, there is a policy (in Handbook II–6000) setting up the system for Quality Control under which procedures for review of case actions have proved to be an effective means of testing and improving methods of determining eligibility. For instance, comparable nationwide data regarding the Quality Control sample of the 1963 AFDC eligibility review and the AFDC Quality Control findings for fiscal year 1965 showed a drop in percentage of ineligibility from 4.3 to 2.5 percent.

There is also a separate policy on fraud (Handbook IV–2600, issued first in December, 1961). As indicated by the cross-reference in IV–2230, item 5a to the Handbook material on fraud, *no change is intended in the existing Federal or State policies regarding fraud and fraud investigations.* Every jurisdiction has well-established procedures for dealing with fraud, and it has been found that only a very small percentage of individuals receive assistance fraudulently. No method of determining eligibility can insure against all cases of fraud or incorrect determination of eligibility. The goal of this Department is to keep the percentage at its most minimal levels and at the same time to have programs that will best help the overwhelming majority of eligible individuals.

Several developments in recent years contribute to improvement of the process of determining eligibility for public assistance. Under the Public Welfare Amendments of 1962 and implementing policies, the caseloads of social workers and the number of case workers per supervisor has been reduced in many States, making possible more thorough and helpful attention to each case. Qualifications of staff have been raised and staff development activities have been expanded.

Handbook Transmittal No. 77 does not imply that a person is entitled to public assistance if he is not eligible. Anyone who applies has a responsibility to furnish or give access to the information necessary for determining his eligibility, both initially and on a continuing basis. I fully recognize the responsibility of this Department, working in cooperation with the State agences, to guard against the furnishing of assistance to ineligible individuals. Handbook Transmittal No. 77 rests on the premise that these responsibilities can be discharged successfully, with applicants for assistance being treated as we would wish to be treated. At the same time, the policy makes ample provision for taking the steps necessary to assure that program expenditures are in accordance with Federal and State law.

I shall respond here to the specific five points raised in your letter of June 30:

(1) *That verification of conditions of eligibility to the point necessary be permitted.*

Under Handbook IV–2220, item 3, the State plan must—"Provide that each decision that an applicant for or recipient of assistance or other services is eligible or ineligible will be supported by information in the case record that shows either that all eligibility requirements of the State plan are met or that one or more such requirements is not met."

The interpretive statement in IV–2230, item 3, explains that each decision must be based on facts—statements about eligibility requirements that have been substantiated by observation, or written records, or other appropriate means—and must be reflected in case records that will provide a valid basis for accounting for expenditures of public funds.

The provision in IV–2220, item 5c, on verification of eligibility must be read in this context. The worker is expected to obtain such information, verification, or other documentary evidence as is needed to determine eligibility. In a large percentage of cases, this can be done on the basis of information provided by the individual along with papers he has in his possession or can obtain, supplemented by public records as needed, or through the use of collateral sources whom the individual is willing to have contacted. IV–2230, item 5a, seeks to make clear that public records may be consulted without requesting or receiving the individual's consent. Records of a public agency would be considered public records.

The individual making a determination of eligibility must be completely satisfied that the conditions of eligibility under the State plan are met.—IV–2230, item 5c, provides for exceptions to the general practice of reliance on the individual as the primary source of information. Agency actions may be contrary to the practices set forth in the first three paragraphs of IV–2230, item 5c, if such actions are taken only in specific situations where there is a special need to use other procedures.

(2) *That the restriction "outside of working hours" be removed or at least clarified to permit home visits to continue as at present.*

(3) *That continued inspections in the home, for example, in rooms, closets, etc., to seek clues to possible deception be allowed with permission of the client.*

It is stated in IV–2230, item 1, that States must especially guard against violations in such areas as entering a home by force, or without permission or under false pretenses, making home visits outside of working hours, and particularly making such visits during sleeping hours, and searching in the home, for example, in rooms, closets, drawers, or papers, to seek clues to possible deception. We are dealing here with very complex and sensitive legal issues affect-

ing intensely personal rights. It is true that some of the methods in question involve consent of the householders while others do not but the simple presence or absence of words of permission does not dispose of all the issues, either as a matter of law or as a matter of propriety. Courts have frequently refused to give effect to consent where surrounding circumstances indicate that choice was not free, and one cannot close one's eyes to the heavy economic pressures inherent in public assistance investigations. The Handbook suggests a test of reasonableness; it cannot and does not purport to answer all the questions, but rather places responsibility on the State agencies to be alert in avoiding violation of legal rights or of common decencies. Less than this we think incompatible with our own responsibility for proper administration. While the Handbook does not attempt to define exactly the practices which constitute violations and those which do not, entering a home by force, or without permission, or under false pretenses, or making visits during night-time sleeping hours would not be acceptable.

With respect to visits, it is anticipated that most visits to individuals will be made during usual hours when the business of the agency or community is normally conducted. This need not preclude visits at other hours, such as early evening hours when people are still generally moving about in the neighborhood, if the need of the individual requires such a contact in relation to services of the agency, or if the agency cannot otherwise see the applicant or recipient. Visits to verify eligibility, even during early evening hours, and inspections, albeit with the permission of the client, must be limited to situations where there is reason for suspicion of ineligibility, on the basis of a complaint or other specific evidence clearly set forth in the case record.

(4) *That the provisions against "blanket" consent be withdrawn, and that the agency be permitted to make collateral visits and contacts without special consent for each and every visit and contact.*

(5) *That reliance on the individual as a primary source of information concerning eligibilty not be mandatory.*

The provisions regarding consent to outside contacts are directed toward clear recognition of the rights and obligations of the agency and the rights and obligations of the applicant for or recipient of public assistance. Discussion with the client about contacts the worker thinks of making is economical of agency time and effort. It often results in the client providing or obtaining the necessary information or verification. The process also helps interpret to applicants and recipients the requirements for eligibility and how they can be established. This enables them to assume the responsibility they have for informing the agency, between its regular periodic determination of eligibility, about changes in their situation that may affect their eligibility.

Requiring specific consent for outside contacts also makes it clear that an applicant for or recipient of public assistance retains the right to make decisions that affect him. Contacts with outside sources may result in unnecessary disclosures of information about the client that will cause him harm or injustice or embarrassment. Hence, the individual should be consulted on the outside source to be contacted when he cannot provide needed information and it is not available from public records. The consent may be given for specific persons, agencies, or places or in general, for a class such as employers, banks, etc., and he may give or withhold consent for such outside contacts, but IV–2230, item 5a (p. 5), calls attention specifically to the responsibilities of the applicant or recipient, and makes very clear that in certain situations, "If the individual is unwilling to have the agency seek verifying information, the agency may not be able to determine eligibility and thus have no recourse but to deny or terminate assistance."

As already discussed, IV–2230, item 5c (p. 7), provides for exceptions to the general practice of reliance on the individual as the primary source of information, and allows the use of other procedures in specific situations where there is special need to use them. The examples given on page 5, second full paragraph, second sentence, of your letter relating to checking on complaints might well be such special situations.

With your letter of July 1, 1966, you forwarded a number of questions submitted by Mr. Donald D. Brewer, Director, District of Columbia Department of Public Welfare. I am enclosing a copy of the reply of Mr. Fred H. Steininger, Director of the Bureau of Family Services, to Mr. Brewer.

In replying to your letter I have also read the statement on page 66 in the Senate Appropriations Committee Report of September 22, 1966, on the Department's Appropriations. I am keenly aware of the importance of State and local

welfare agencies making sure that ineligible persons do not receive public assistance. Handbook Transmittal No. 77 seeks to achieve this purpose in ways that will also promote the dignity and self-esteem of those who are eligible. Each jurisdiction will, of course, consider and apply the new Handbook policies in the light of its own situation. The staff of the Bureau of Family Services will work closely with the States, upon request, to help those that need to make any changes to submit plan material that will meet the Handbook requirements and will be responsive to conditions in the particular State and to other policies under the State's programs. You may be sure that we will see to it that Handbook Transmittal No. 77 is administered in accordance with the clarifications outlined in this letter.

Sincerely,

——— ———, *Secretary.*

DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE,
WELFARE ADMINISTRATION,
BUREAU OF FAMILY SERVICES,
Washington, D.C., December 21, 1966.

MR. DONALD D. BREWER,
Director, Department of Public Welfare,
Washington, D.C.

DEAR MR. BREWER: When Senator Robert Byrd of West Virginia wrote us concerning Public Assistance Handbook Transmittal No. 77, he transmitted some questions which you had submitted concerning the effect of the transmittal on the District of Columbia programs. We are enclosing a copy of our reply to Senator Byrd since the general discussion is also responsive to some of the specific questions you raised. We are also responding to your specific questions as follows:

1. *Question.* "Section 2220—Subparagraph 1 requires that the State plan include policies and procedures that 'will not result in practices that violate the individual's privacy or personal dignity, or harass him, or violate his constitutional rights.'

"The determination of constitutional rights in any given situation is, of course, finally determined by court interpretation. No Federal definition is given of harassment. What specifically is considered harassment in terms of Federal policy? Presumably, it is up to the State to further define this. Is this correct? To some individuals, repeated questions and requirements by the Social Worker to produce documents or other proof of eligibility could be considered harassment. On the other hand, it is recognized that unnecessary inquiries, both of the recipient and collateral sources, and embarrassment to the recipient would normally be considered harassment. For example, the Office of Investigations and Collections regulation states that more than three visits to a recipient is unauthorized, unless approval is received from the supervisor. The intent of this regulation is to precluded unnecessary, repetitive visits."

Answer. While the Handbook does not attempt to define exactly the practices and situations which constitute violations, and those which do not, States are expected to examine current policies in the light of the overall objectives set forth in the Methods for Determination of Eligibility issuance. What is expected is a test of reasonableness. What might be considered perfectly appropriate inquiry by some people would be considered harassment by others. We would agree that unnecessary inquiries, both of the recipient and collateral sources, and embarrassment to the recipient would normally be considered harassment; redetermination of eligibility would not.

2. *Question.* "Section 2220—subparagraph 5. This subparagraph emphasizes the fact that applicants and recipients will be relied upon as the primary source of information and states: (See Item c) 'Verification of conditions of eligibility will be limited to what is reasonably necessary to assure that expenditures under the program will be legal.'

"'Reasonably necessary' is not further defined. Presumably, it is up to the State to make such determination. Are further guidelines intended?"

Answer. The words "reasonably necessary" refer particularly to the procedures under the plan which may be used to verify conditions of eligibility—the kind of procedure, the circumstances under which used, etc.

In applying these procedures, workers will need to exercise a certain amount of judgment. The individual making a determination of eligibility must, however, be satisfied that the conditions of eligibility under the State plan are met. It is

expected that the applicant and recipient will be the primary source of information for making such determination and that routine verification of all statements will not be necessary. Attention is called to IV–2220, item 3, in which it is stated that the State plan must

"Provide that each decision that an applicant for or recipient of assistance or other services is eligible or ineligible will be supported by information in the case record that shows either that all eligibility requirements of the State plan are met or that one or more such requirements is not met."

3. *Question.* "Section 2230—Subparagraph 1. This again reiterates prohibition against violation of privacy. This is more specific in terms of illustration, but the illustration which states 'making home visits outside of working hours' again leaves questions as to how working hours are to be interpreted. For example, caseworkers may visit after 5:15 p.m. and sometimes on Saturdays in order to see members of the family not otherwise available. Sometimes, also, overtime is authorized as it was recently in our attempt to reach all recipients eligible for Medicare. What is the interpretation of regular working hours? The Office of Investigations and Collections is authorized to visit between 8:00 a.m. and 10:00 p.m. Would this be in violation?"

Answer. With respect to visits, it is expected that most visits to individuals will be made during usual hours when office business is normally conducted. This need not preclude visits at other hours, such as early evening hours when people are still in the streets, when the need of the individual requires such a contact in relation to services of the agency, or when the agency cannot otherwise see the applicant or recipient. Visits to verify eligibility even during early evening hours, and inspections albeit with the permission of the client, must be limited to situations where there is reason for suspicion of ineligibility, on the basis of a complaint or other specific evidence set forth in the case record.

4. *Question.* "Section 2230—Subparagraph 5a. This again emphasizes reliance on applicants and recipients as the primary source of information 'supplemented if necessary by information from public records.'

"Definition of 'public records' is not illustrated. Are School Attendance Reports public records? Are records of the U.S. Employment Service showing whether or not a recipient has been contacting that office to seek employment, public records? Are court records relating to non-support included in this category? These are not public records in the context that any individual in the community has access to them."

Answer. Records of any public agency to which the Welfare Department has access would be considered public records within the context of Sec. 2230, item 5a. Specifically, records of the U.S. Employment Service and court records relating to non-support would be such public records.

5. *Question.* "Section 2230—Subparagraph 5c. This subparagraph states that the agency 'should' take no steps in the exploration of eligibility to which the applicant does not agree, including contact with collateral sources. It further states that the agency 'should not' rely on a blanket consent for outside contacts, but should obtain specific consent for each contact, whether with social agencies, doctors, hospitals, and similar resources, or with relatives or other individuals.

"This would indicate that each aspect of eligibility which requires verification from collateral sources, both at the time of application and at any point eligibility is to be reviewed, would require specific consent. Presumably, if interpreted literally, this would mean separate consent for each phase of eligibility required to substantiate eligibility as required under *Section 2230, Subparagraph 3*, which states: 'eligibility or ineligibility will be adequately supported by facts—statements about eligibility requirements that have been substantiated by observation, or written records, *or other appropriate means.*'

"It is assumed that this would be required at any time the case is reviewed—either through regular review, audit review as conducted by the Office of Investigations and Collections, or review required through the Federal Quality Control program. Furthermore, the question arises in terms of handling complaints received. It is important that agency procedure prohibit arbitrary actions on complaints. Therefore, substantiation of the complaint is required. Complaints of certain types would be difficult, or impossible, to substantiate if the client's specific permission were required. How is this to be interpreted?"

Answer. Under Department policies, the guidelines laid down are intended to cover the vast majority of the cases. This is true regardless of the phase of eligibility being explored. Item 2230, 5c, specifically recognizes and allows for exceptional situations in which there is special need to use other than usual procedures. For example, situations involving certain types of complaints would

be exceptional. In such exceptional situations, the case record must indicate the procedures followed and the reasons justifying their use. The specific procedures followed must be consistent with IV–2200, item 1, and IV–2230, item 1.

6. *Question.* "Section 2230—Subparagraph 5d. This Subparagraph requires notification to the recipient of the amount of assistance authorized both at initial determination and if redetermination results in a change in the amount of assistance as well as any assistance denied.

"Some redeterminations are based on information provided by the recipient and this is shared with the recipient at that time. Since the amount of clerical work is one of the great concerns that face us—does such a change in assistance still require written notification?"

Answer. We can readily appreciate concern over the volume of clerical work. Nevertheless, written notification is required in all cases. Such notification becomes part of the records of the recipient and the agency, and protects both against misunderstanding and other limitations of verbal communication. As indicated in Section 2230, item 5d, the written notice also provides a basis for the individual to express dissatisfaction with the agency action. Written notification of change in benefits is common practice in other programs of government which provie benefits to private individuals and is generally in effect in State welfare programs.

We hope that this letter and the letter to Senator Byrd will be sufficiently clarifying for you with respect to Federal policy as it is implemented in the District of Columbia. As usual, the regional representative of the Bureau of Family Services will be available to assist you and your staff in preparing any appropriate revisions to the District of Columbia plans which may be necessary. Please feel free to call on Mr. Narensky for any additional interpretation or assistance.

Sincerely,

FRED H. STEININGER, *Director.*

[From 1967 Senate Hearings transcript, p. 373]

DEPARTMENT OF PUBLIC WELFARE,
OFFICE OF INVESTIGATIONS AND COLLECTIONS,
October 4, 1966.

Memorandum for the record.

Subject: Department of Health, Education and Welfare Handbook, Transmittal No. 77 "Methods for Determination of Eligibility," dated March 18, 1965.

This Transmittal supersedes Federal handbook IV–2200–2241 dated July 31 and becomes effective July 1, 1967. The State plan amendments implementing these requirements for each program must be submitted to regional offices by each State no later than April 1, 1967, as State plan approval will be necessary prior to release of the grants for the quarter beginning July 1, 1967, the effective date of the requirements. The Transmittal Letter indicates that the material is limited to conformity—to requirements for State plans and the interpretation of these requirements. The Transmittal Letter further indicates the material differs from the current handbook material primarily as follows:

1. It imposes a requirement that the State plan contain policies and procedures for determination of eligibility that are consistent with the objectives of the program and the constitutional and statutory rights of applicants and recipients and that do not violate these rights or the individual's privacy or personal dignity, or harass the individual.

2. *IV–2220, item 4a* clearly establishes a time limit of 30 days for promptness in acting on information about changes that may affect a recipient's eligibility.

3. *IV–2220, item 5a and 5c* make mandatory a practice now recommended in IV 2241—relying on the individual as the primary source of information, and limiting the verification of conditions of eligibility to those "reasonably necessary to assure that expenditures under the program will be legal.

4. *IV–2230, item 5c* contains new specific rules about obtaining the individual's consent for outside contacts and the way the agency makes such contacts."

In addition to the differences mentioned in the Transmittal Letter there are many others in the sections on requirements and the interpretation of requirements, such as:

"Section 2220. Subparagraph 1 requires that a State plan include policies and procedures for determination of eligibility for assistance that "will not result in practices that violate the individual's privacy or personal dignity, or harass him, or violate his constitutional rights."

"Section 2230. Subparagraph 1 prohibiting a State plan containing policies and procedures for determination of eligibility that will result in violation of privacy or personal dignity, that constitute harassment, or that violate constitutional rights, requires careful and continuing attention to practices and procedures that may result in violations of these rights and principles. By way of illustration, States must especially guard against violations in such areas as entering a home by force, or without permission, or under false pretenses, making home visits outside of working hours, and particularly making such visits during sleeping hours; and searching in the home, for example, in rooms, closets, drawers, or papers, to seek clues to possible deception.

"Section 2230. Subparagraph 4 requires that a State plan provide that redetermination of eligibility will be made periodically—at periods no longer than every 3 months in AFDC–UP, every 6 months in other AFDC cases, and every 18 months in the other programs—it is recognized that the situations of families with children are apt to change more frequently than those of recipients of the other categories. The time periods specified are the maximum periods that a State plan may provide for between periodic redetermination of eligibility. This requirement in no way affects the right of the recipient to receive assistance regularly as long as he remains eligible. Hence, failure of the agency to make a periodic redetermination cannot be used as a basis for withholding assistance.

"Section 2230. Subparagraph 5a states that reliance on applicants and recipients as the primary source of information will enable the agency to determine initial or continuing eligibility in a large percentage of cases on the basis of information provided by the individual supplemented if necessary by information from public records. Such reliance on the individual includes placing responsibility on recipients for notifying the agency, on the basis of instructions that may affect the amount of assistance to which they are entitled or may terminate their eligibility.

"When available information is inconclusive, reliance on the applicant or recipient as the primary source of information requires the agency to explain to the individual, in writing if necessary, (1) what questions remain and how he can resolve or help to resolve them and/or what actions the agency can take to resolve them, and (2) the necessity for resolving the questions if eligibility is to be established or continued. If the individual is reluctant or unwilling to help resolve the question or permit the agency to do so, the agency is responsible for considering carefully with him his reasons—both to prevent him from deciding unnecessarily or unwisely to withdraw from the program when he is eligible, and to discharge the agency's responsibility for evaluating whether facts had previously been presented correctly. (See IV–2600 re Fraud.)

"If the individual is unwilling to have the agency seek verifying information, the agency may not be able to determine eligibility and thus have no recourse but to deny or terminate assistance. In such instance, the individual should be told that he has the right to re-apply at any time.

"Section 2230. Subparagraph 5b requires that a State plan include interviews with applicants and recipients in each determination of eligibility and requires a personal interview, preferably in the individual's home, unless that is impractical or would delay case action. If difficulties of transportation or other causes preclude a personal interview, contact by telephone or correspondence may be substituted. If the physical or mental condition of the applicant or recipient makes any type of direct contact with him impractical, the requirement may be met by a personal interview or other contact with someone who can act responsibly for him. In the case of initial determination of eligibility, however, a personal interview with the applicant is required as soon as possible.

"Section 2230. Subparagraph 5c states that reliance on the applicant (and public records) as primary source of information will ordinarily make it unnecessary to consult other sources of information. The agency should take no steps in the exploration of eligibility to which the applicant does not agree, including contact with collateral sources. When information is sought from collateral sources, there should be clear interpretation of what information is desired, why it is needed, and how it will be used. Agencies should not rely on a "blanket" consent for outside contact, but should obtain specific consent for each

contact, whether with social agencies, doctors, hospitals, and similar resources, or with relatives or other individuals.

"The consent should cover the purpose of the contact as well as the individual or agency to be consulted.

"Section 2230. Subparagraph 5e states that agency actions contrary to the foregoing practices will be inconsistent with requirement IV–2220, item 5c, unless limited to specific situations where there is special need to use other procedures. If other procedures are followed in a specific situation, the case record must specify the reasons why they were needed, and the specific procedures followed, which must be consistent with IV–2220, item 1, and IV–2230, item 1."

The material in the guidelines requires considerable interpretation and clarification as to what it actually means since portions are vague, ambiguous, poorly combined and subject to various possible interpretation. It could result, if interpreted literally, either in a complete give-away program without controls or in a completely restricted program depending on the attitude of the worker or agency toward the welfare program.

It must be emphasized that mandatory reliance on the recipient as the primary source of information about their eligibility has been officially questioned by the General Accounting Office (CAO) in their 1962 investigation of the Aid to Families of Dependent Children category of public assistance in Washington, D. C. They stated in two separate reports that as a result of their investigations they had determined "The investigation definitely disclosed that reliance cannot be placed on the AFDC mothers to reveal the actual conditions or circumstances which have a bearing on the recipients' eligibility for financial assistance."

In the Senate Appropriations Subcommitte Hearings for the 1963 budget for the District of Columbia, Mr. Schloz, Public Assistance Division Chief, concurred with the GAO findings. He stated that the information furnished by the applicants and recipients is not reliable.

Yet, the Handbook in 2230 subparagraph 5a and 5c quoted above suggests the almost complete acceptance of the recipient as a dependable source and states that ordinarily it is unnecessary to consult other sources of information. Investigation to determine the actual facts about eligibility by either social workers or investigators would thus be eliminated. The resultant fraud and waste of public funds would be considerable since we have found in many cases that applicants and recipients conceal their employment, do not discuss bank accounts and claim their employed husband has deserted when actually he is still living in the home.

This subparagraph also states that the agency "should" take no steps in the exploration of eligibility to which the applicant does not agree, including contact with collateral sources. It further states that the agency "should not" rely on a blanket consent for outside contacts, but should obtain specific consent for each contact, whether with social agencies, doctors, hospitals, and similar resources, or with relatives or other individuals.

This would indicate that each aspect of eligibility which requires verification from collateral sources, both at the time of application and at any point eligibility is to be reviewed, would require specific consent. Presumably, if interpreted literally, this would mean separate consent for each phase of eligibility required to substantiate eligibility as required under *Section 2230.—Subparagraph 3*, which states: "eligibility or ineligibility will be adequately supported by facts—statements about eligibility requirements that have been substantiated by observation, or written records, *or other appropriate means*."

It is assumed that this would be required at any time the case is reviewed—either through regular review by a case worker, an audit review conducted by investigators, or a review required through the Federal Quality Control program. Furthermore, the question arises in terms of handling complaints received. It is important that agency procedure prohibit arbitrary actions on complaints. Therefore, substantiation of the complaint is required. Complaints of certain types would be difficult, or impossible, to substantiate if the client's specific permission were required. How is this to be interpreted?

Specific consent from the applicant or recipient for each contact rather than blanket consent for all contacts used to check on the reliability of the information furnished by the applicant or recipient or reported by other sources would result in a considerable waste of time and effort. An example of the fallacy of this requirement is shown when a worker receives a report that the recipient is employed on a part-time basis. The worker asks the recipient who denies it. What recourse does the worker have? The worker can't prove the recipients in

employed. The worker may obtain permission from the recipient to investigate if the recipient is employed but all that is necessary to fool the worker is for the recipient to temporarily stop working. Without the specific consent requirement a check could have been made and employment information secured.

Specific consent could require numerous trips to the recipient's home or by the recipient to the worker's office merely to check on one item, such as rental arrangements.

What is the real objection to blanket consent?

What objection can a recipient have to giving blanket consent? What source of information pertinent to a recipient or appicant's eligibility could really be a cause for embarassment to the recipient merely because of verification of facts, unless of course the facts supplied by the recipient to the social worker were no facts at all?

Why should a public agency charged with the responsibility of properly handling and disbursing public funds impose on itself limitations regarding verification of the information on which it is acting whose common accepted business practice conducts such investigations without even "blanket" consent much less specific consent.

Subparagraph 5a emphasizes reliance on applicants and recipients as primary source of information "supplemented if necessary by Information from public records."

Definition of "public records" is not illustrated. Are School Attendance Reports public records? Are records of U.S. Employment Service, showing whether or not a recipient has been contacting that office to seek employment, public records? Are court records relating to non-support included in this category? Are real estate records considered public records? These are not public records in the context that any individual in the community has access to them.

There are few documents on hand in Welfare to use as a basis for the claims of the applicants or recipients. Investigations into their claims with collateral sources on factors affecting eligibility are therefore essential to assure that public funds are used wisely and correctly. Other agencies have readily available checks on the information furnished them. Internal Revenue can check the tax form submitted against statements furnished on interest paid by banks, stock dividends, interest on bonds, interest paid on loans, etc. Even then Internal Revenue annually checks over 300,000 tax forms submitted on which there is no suspicion. The Veterans Administration has numerous prior records on any veteran who submits a claim and, of course, everyone is aware that Social Security has complete prior records of social security paid for any of their claimants.

It is only Welfare that has no or few documented prior records on which to base their eligibility decisions. Investigation therefore is a necessity. In spite of this fact, the Handbook appears to be authorizing granting of financial assistance without checks. How many financial institutions would remain solvent if they handled their lending facilities in the same manner?

Section 2220—Subparagraph 1 requires that the State plan include policies and procedures that "will not result in practices that violate the individual's privacy or personal dignity, or harass him, or violate his constitutional rights."

The determination of constitutional rights in any given situation is, of course, finally determined by court interpretation. No Federal definition is given of harassment. What specifically is considered harassment in terms of Federal policy? Presumably, it is up to the State to further define this. Is this correct?

To some individuals any question directed to themselves or to their neighbors or associates is considered harassment, whether the question is directed by a social worker or an investigator. Some recipients and applicants consider *any* home visit, *any* request to produce additional information as harassment.

It is generally recognized and accepted that harassment is to trouble or torment with repeated unnecessary questions, or repeated unnecessary home visits, or repeated unnecessary requirements to produce documents or other "proof". There is no question that harassment under its recognized definition should not be condoned.

Section 2236—Subparagraph 1 reiterates prohibition against violations of privacy and gives specific illustrations "States must especially guard against violations in such areas as entering a home by force, or without permission, or under false pretenses, making home visits outside working hours, and particularly making such visits during sleeping hours; and searching in the home, for example, in rooms, closets, drawers, or papers, to seek clues to possible deception."

This is a poorly designed paragraph. It combines acts which are necessary, such as "making home visits outside of working hours", with acts which no welfare department would permit, such as "entering a home by force".

The prohibition on "making home visits outside working hours" leaves questions as to how working hours are to be interpreted. For example, caseworkers may visit after 5:15 PM and sometimes on Saturdays to see members of the family not otherwise available. Sometimes, also, overtime is authorized as it was recently in Washington, D.C., in our attempt to reach all recipients eligible for Medicare. What is the interpretation of regular working hours? The Office of Investigations and Collections is authorized to visit between 8:00 AM and 10:00 PM. Would this be in violation?

Whose sleeping hours are meant—the workers' or the clients'? The living habits of people vary considerably. Many sleep late in the morning and others go to sleep early in the evening. Some sleep for a few hours in the afternoon. Would the restriction to home visits be limited to 10:00 AM to 2:00 PM?

What is wrong with inspecting the client's home, examining the closet or looking into the rooms with the permission of the client?

It is a fact that many missing employed husbands and fathers have been found hiding in closets and secreted under the beds. The GAO investigation reports are replete with similar instances of duplicity on the part of the recipients.

Section 2220, subparagraph 5c, limits the verification of conditions of eligibility to what is "reasonable necessary" to assure that expenditures under the program will be legal.

Reasonable is a very vague term when related to the legality of expenditures of public funds. What will be considered as reasonable? Is a ten per cent conviction of the necessity to issue funds sufficient to qualify as reasonable, or must it take sixty or seventy per cent? Do the guidelines open the doors for the fast, convincing talker, the smooth operator, the attractive mother? Will the quiet person, the unattractive mother suffer under these conditions? It must be obvious, if the states are to administer a program of welfare properly and be held accountable for the expenditures made under the program, then verification of conditions of eligibility must be to the point *necessary*. Any imprecise term, such as "reasonably necessary", could result in turning the welfare program into a give-away program in which evidence of entitlement or need would not be required.

It is felt that the requirement that assistance payments not be suspended needs further clarification. The intent appears to be to prohibit arbitrary suspensions not based on facts. However, some suspensions are based on inability to locate the recipient.

The above are some of the terminology and questions which require clarification as long as the states are to operate a "needs" program under specific laws and regulations, and are required to document eligibility. Unless these points are resolved, it seems that the states are placed in a difficult position with respect to conformity which, after all, is the stated purpose of the Handbook Transmittal.

Welfare administrations must always wear two hats. They are required to assure that the eligible needy—children or adults, deserted, disabled or aged—receive the assistance to which they are entitled. They must also assure the public that public funds are not being wasted on the dishonest, the cheaters, the ineligibles.

Attached is a copy of Handbook Transmittal No. 77.

WILLIAM R. GALVIN,
Investigations and Collections Officer.

DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE,
WELFARE ADMINISTRATION,
BUREAU OF FAMILY SERVICES,
Washington D.C., March 18, 1966.

HANDBOOK TRANSMITTAL NO. 77

To State agencies administering approved public assistance plans.
From: Fred H. Steininger, Director.
Subject: Methods for Determination of Eligibility—Handbook IV–2200.
Material transmitted.—IV–2200–2230 (Effective 7/1/67).
Material superseded.—IV–2200–2241, dated 7/31/63 (Effective 7/1/67).

BACKGROUND AND EXPLANATION

The enclosed statement has been developed in response to a long recognized need for a comprehensive statement about methods for determination of eligibility

in public assistance programs under the Social Security Act. This is a crucial area of administration, both for achieving the objectives of the programs and for maximum efficiency in administration.

This material is limited to conformity—to requirements for State plans and the interpretation of those requirements. It differs from current Handbook material primarily as follows:

1. It imposes a requirement that the State plan contain policies and procedures for determination of eligibility that are consistent with the objectives of the program and the constitutional and statutory rights of applicants and recipients and that do not violate those rights or the individual's privacy or personal dignity, or harass the individual.

2. It deletes material now in IV–2232 on Federal financial participation. This subject is treated in IV–5514.

3. *IV–2220, item 4a* clearly establishes a time limit of 30 days for promptness in acting on information about changes that may affect a recipient's eligibility.

4. *IV–2220, item 5a and 5c* make mandatory a practice now recommended in IV–2241—relying on the individual as the primary source of information; and limiting the verification of conditions of eligibility to those "reasonably necessary to assure that expenditures under the program will be legal."

5. *IV–2230, item 5c* contains new specific content about obtaining the individual's consent for outside contacts and the way the agency makes such contacts.

SUBMITTAL OF PLAN MATERIAL

All State agencies are required to submit plan material to comply with the enclosed material.

Plan amendments implementing these requirements for each program should be submitted to the appropriate regional office as early as possible, but not later than April 1, 1967, as plan approval will be necessary prior to release of the grants for the quarter beginning July 1, 1967, the effective date of the requirements. Preferably, plan material covering the six plan requirements should be submitted as a unit, as an integral part of the State plan. However, if the State agency, upon review of its current approved plan provisions on determination of eligibility, believes that any of them fully meet one or more of the six plan requirements in the enclosed material, such plan material may be cited in respect to the identified specific plan requirement(s) in IV–2200. This is important so that there is mutual understanding of the identity and content of the plan provisions governing practice under the approved plan with respect to "Methods for Determination of Eligibility."

EFFECT ON OTHER POLICIES

To the extent that other current policies in the Handbook may be inconsistent with the enclosed Handbook statement, when it becomes effective the latter will govern.

INSTRUCTIONS FOR HANDBOOK MAINTENANCE

1. In Part IV, at the top of pages 2200 through 2241–p.4, dated 7/31/63, put the notation "Remove this page on 7/1/67" with pen-and-ink.

2. In Part IV, insert the enclosed pages immediately following page 2241-p.4, dated 7/31/63.

3. Make appropriate notation on the Form, Record of Receipt of Handbook Transmittals.

PART IV.—ELIGIBILITY, ASSISTANCE, AND SERVICES

2000–2999, Methods for Determination of Eligibility, March 18, 1966

2200. Methods for Determination of Eligibility

2210. Provisions of the Act

Sections 2(a), 402(a), 1002(a), 1402(a), and 1602(a) specify that:

"A State plan . . . must . . . (5) provide such methods of administration . . . as are found by the Secretary to be necessary for the proper and efficient operation of the plan;"

Sections 2(a)(10)(B), 2(a)(11)(D), and 1602(a)(13) specify that a State plan under Title I or XVI must:

"include reasonable standards, consistent with the objectives of this title, for determining eligibility for and the extent of" aid or assistance under the plan.

2220. Requirements for State Plans

Effective July 1, 1967, a State plan under titles I, IV, X, XIV, and XVI must:

1. Include policies and procedures for determination of eligibility for assistance or other services that are consistent with the objectives of the program, and that respect the rights of individuals under the United States Constitution, the Social Security Act, title VI of the Civil Rights Act of 1964 (see Supplement C), and all other relevant provisions of Federal and State laws, and that will not result in practices that violate the individual's privacy or personal dignity, or harass him, or violate his constitutional rights.

2. Provide that (a) each person who wishes to do so will be given on opportunity to apply without delay for public assistance and other services, (b) prompt action will be taken on each application, and (c) assistance will be given promptly and will continue regularly to all eligible persons until they are found to be ineligibe, so long as assistance is being provided under the specific category.

3. Provide that each decision that an applicant for or recipient of assistance or other services is eligible or ineligible will be supported by information in the case record that shows either that all eligibility requirements of the State plan are met or that one or more such requirements is not met.

4. Provide that eligibility will be redetermined in each case where an individual has been determined to be eligible:

a. Through prompt action within a specified time period—no longer than 30 days—after the agency has information which indicates that changes in a recipient's circumstances may affect the amount of assistance to which he is entitled or may make him ineligible.

b. Through regular periodic redetermination at specified intervals, of eligibility factors subject to change—intervals no longer than 3 months in AFDC–UP, 6 months in other AFDC cases, and 12 months in the other categories.

5. Provide that in the process of determination of initial and continuing eligibility:

a. Applicants and recipients will be relied upon as the primary source of information about their eligibility, after an adequate interpretation of the agency's requirements, and the agency will help them provide needed information, or, if they are unable to do so, because of physical or mental or other difficulties, the agency will obtain the necessary information for them.

b. Each determination of eligibility will include at least one interview with the applicant or recipient, or, if direct contact with him is impractical or would delay case action, with someone acting responsibly for him. Where a declaration form or similar procedure is used, the interview may take place within a reasonable time after determination of eligibility.

c. Verification of conditions of eligibility will be limited to what is reasonably necessary to assure that expenditures under the program will be legal.

d. Applicants and recipients will be notified in writing that assistance has been authorized in a stated amount or that it has been denied or terminated for a specified reason.

6. Include a description of the methods by which the State agency will be kept currently informed about local agencies' adherence to the State's plan provisions concerning the above requirements and to the State agency's procedural requirements for methods for determination of eligibility. (See II–4200 re State-wide operation.)

2230. Interpretation of Requirements

The above requirements for State plans are considered essential for proper and efficient operation of public assistance programs under the Social Security Act. They reflect the basic principles about the rights and responsibilities of individuals and of governmental agencies in our democracy. They are necessary in order that these rights shall be protected in the determination of eligibility. They are also necessary to achieve the broad objectives of the programs for individuals and families and for society. Public assistance programs based on these requirements will inspire public confidence so that those who are eligible will make appropriate use of the programs and those who do not need them will

respect both the agency and those who avail themselves of the agency's assistance and other services.

The following explains the import of the corresponding items in IV-2220.

1. The requirement that a State plan contain policies and procedures for determination of eligibility that are consistent with program objectives and that respect legal rights of individuals and do not violate the individual's privacy or personal dignity, or harass him or violate his constitutional rights, necessitates the testing of each pertinent policy and procedure against those positive and negative criteria. If the program is locally administered with State supervision, the State agency must see that supplementary locally developed procedures are consistent with this requirement.

The prohibition against a State plan containing policies and procedures for determination of eligibility that will result in violation of privacy or personal dignity, that constitute harassment, or that violate constitutional rights, requires careful and continuing attention to practices and procedures that may result in violations of these rights and principles. By way of illustration, States must especially guard against violations in such areas as entering a home by force, or without permission, or under false pretenses, making home visits outside of working hours, and particularly making such visits during sleeping hours; and searching in the home, for example, in rooms, closets, drawers, or papers, to seek clues to possible deception.

2. The general requirement about the application process requires the State agency to take those actions that are necessary to facilitate the exercise of the right to apply for assistance and other services, for the application process is the first step in determination of eligibility. Such actions include: making arrangements to accept applications without delay, informing applicants about the eligibility requirements and their rights and obligations under the program, and acting promptly on applications. This is a general requirement. Detailed requirements covering the application process are contained in IV-2300.

3. The requirement that the plan provide that decisions on eligibility or ineligibility will be adequately supported and recorded requires that each decision be based on facts—statements about eligibility requirements that have been substantiated by observation, or written records, or other appropriate means.

This requirement should result in the maintenance of case records that will provide a valid basis for accounting for expenditures of public funds, and that will assure the availability of needed information if the applicant or recipient appeals to the State agency for a fair hearing.

4. The requirement that a State plan provide that redetermination of eligibility will be made promptly—at least within 30 days after the agency has available information which suggests the need for redetermination—and at regular intervals no longer than the specified maximum periods, is designed to contribute to efficient administration. This applies when the agency obtains the information during a regular redetermination of eligibility or when providing social services, or when the recipient or another person or agency reports changes in the recipient's situation.

In requiring that a State plan provide that redeterminations of eligibility will be made periodically—at periods no longer than every 3 months in AFDC-UP, every 6 months in other AFDC cases, and every 12 months in the other programs—it is recognized that the situations of families with children are apt to change more frequently than those of recipients of the other categories. The time periods specified are the maximum periods that a State plan may provide for between periodic redetermination of eligibility. This requirement in no way affects the right of the recipient to receive assistance regularly so long as he remains eligible. Hence, failure of the agency to make a periodic redetermination cannot be used as a basis for withholding assistance.

5. The detailed procedural requirements for State plan provisions on methods for determination of eligibility are based on recognition of the rights and obligations of applicants and recipient to be responsible participants in the process and the fact that the objectives of the program can only be achieved through an agency-client relationship based on mutual respect.

a. The requirement that a plan provide that applicants and recipients will be relied upon as the primary source of information regarding

their initial and continued claim for assistance does not relieve the agency of the responsibility to recognize the differing capacities of applicants and recipients to discharge their responsibilities to the agency. Some can provide or obtain needed information after the agency explains what information is needed; others will need specific directions to sources of information; others may want, or have to rely on, the agency to obtain the information for them.

If the individual is unable to participate in the determination of eligibility, because of such circumstances as physical or mental disability, inability to speak English, or other difficulties, the agency is obliged to take measures to provide him the assistance and services for which he is eligible.

Reliance on applicants and recipients as the primary source of information will enable the agency to determine initial or continuing eligibility in a large percentage of cases on the basis of information provided by the individual, supplemented if necessary by information from public records. Such reliance on the individual includes placing responsibility on recipients for notifying the agency, on the basis of instructions understood by them, about changes in their situations that may affect the amount of assistance to which they are entitled or may terminate their eligibility.

When available information is inconclusive, reliance on the applicant or recipient as the primary source of information requires the agency to explain to the individual, in writing if necessary, (1) what questions remain and how he can resolve or help to resolve them and/or what actions the agency can take to resolve them, and (2) the necessity for resolving the questions if eligibility is to be established or continued. If the individual is reluctant or unwilling to help resolve the question or permit the agency to do so, the agency is responsible for considering carefully with him his reasons—both to prevent him from deciding unnecessarily or unwisely to withdraw from the program when he is eligible, and to discharge the agency's responsibility for evaluating whether facts had previously been presented correctly. (See IV-2600 **re Fraud.)**

If the individual is unwilling to have the agency seek verifying information, the agency may not be able to determine eligibility and thus have no recourse but to deny or terminate assistance. In such instance, the individual should be told that he has the right to re-apply at any time.

b. The plan requirement of an interview with applicants and recipients in each determination of eligibility requires a personal interview preferably in the individual's home, unless this is impractical or would delay case action. If difficulties of transportation or other causes preclude a personal interview, contact by telephone or correspondence may be substituted. If the physical or mental condition of the applicant or recipient makes any type of direct contact with him impractical, the requirement may be met by a personal interview or other contact with someone who can act responsibly for him. In the case of initial determinations of eligibility, however, a personal interview with the applicant is required as soon as possible.

In States where eligibility is determined either initially or on redetermination on the basis of declaration forms or similar procedure, the interview should take place as soon as possible, and in any event within 90 days.

c. Reliance on the applicant (and public records) as the primary source of information will ordinarily make it unnecessary to consult other sources of information. The agency should take no steps in the exploration of eligibility to which the applicant does not agree, including contact with collateral sources. When information is sought from collateral sources, there should be clear interpretation of what information is desired, why it is needed, and how it will be used. Agencies should not rely on a "blanket" consent for outside contacts, but should obtain specific consent for each contact, whether with social agencies, doctors, hospitals, and similar resources, or with relatives or other individuals.

The consent should cover the purpose of the contact as well as the individual or agency to be consulted.

If the agency has to assume responsibility for the entire process of determination of eligibility or for parts of it, because of the individual's inability to participate in establishing his eligibility, the same care must be taken in selecting sources to be contacted as would be taken if he were participating.

Agency actions contrary to the foregoing practices will be inconsistent with requirement IV–2220, item 5c, unless limited to specific situations where there is special need to use other procedures. If other procedures are followed in a specific situation, the case record must specify the reasons why they were needed, and the specific procedures followed, which must be consistent with IV–2220, item 1, and IV–2230, item 1.

d. The requirement that applicants and recipients be notified in writing that assistance has been authorized in a stated amount requires such notification both at the initial determination of eligibility and each redetermination that results in a change in the amount of assistance to which the individual is entitled. When assistance is denied to an applicant and when a recipient's assistance is terminated, the written notice to him must contain the reason why he has been determined to be ineligible. The written notice will provide a basis for the individual to express dissatisfaction with the agency action. (See IV–6000 re Hearings.)

6. The State plan must provide reporting and other administrative and supervisory methods for obtaining information about whether local agencies carry out the State plan provisions and meet Federal requirements in determination of eligibility, thus enabling the State agency to identify problem areas and take corrective action. (See II–4200, item 3, re State-wide operation.)

[Remove this page on July 1, 1967]

PART IV—ELIGIBILITY, ASSISTANCE, AND SERVICES

2000–2999—Eligibility, July 31, 1963

2200. Determination of Eligibility

2220. Interpretation

In making grants-in-aid from Federal funds to States for programs of public assistance, there must be assurance with respect to recipients of assistance that eligibility exists. The minimum requirements which follow, relating to the determination of eligibility, are conidered to be essential to proper and efficient operation of the State plan, and are therefore made mandatory upon the States. They provide some assurance, both to the State agency and to the Bureau, that the provision of initial and continuing assistance to recipients is based on eligibility.

The Social Security Act imposes an obligation to determine whether in the administration of the State plan any prohibited eligibility requirement has been imposed or there is failure to comply substantially with the Act in providing methods of administration necessary to proper and efficient operation of the plan. Proper and efficient operation of the plan is judged not only by the provisions of the plan relating to the determination of eligibility but also by the administration of those provisions in making decisions concerning eligibility. Continued or repeated failure to administer the State plan in substantial conformity with requirements relating to determination of eligibility is considered to be a violation of the Social Security Act and, as such, is subject to the sanction provided for in sections 4, 404, 1004, 1404, and 1604 of the Act.

2230. Requirements

2231. Requirements for State Plans

State plans shall:

1. Provide for a determination of initial eligibility with respect to each recipient of assistance. To implement this provision the plan shall:

a. Identify the conditions of eligibility;

ADHERENCE TO REGULATIONS

Senator BYRD. Are the regulations being adhered to in the District, and if so, what has been the effect upon your work, Mr. Galvin?

Mr. GALVIN. These regulations go into effect on July 1. Some of them have been adopted already. We are not absolutely clear—at least I am not absolutely sure of the extent to which we will have to request permission from recipients to make collateral visits. If we have to do this in every instance of collateral visits, it will increase the cost of our operation at least a hundred percent.

SUBCOMMITTEE RECESS

Senator BYRD. The subcommittee stands adjourned subject to call of the Chair.

(Whereupon, at 11:50 a.m., Monday, June 5, 1967, the subcommittee was recessed, to reconvene subject to call of the Chair.)

DISTRICT OF COLUMBIA APPROPRIATIONS FOR FISCAL YEAR 1968

FRIDAY, JUNE 9, 1967

U.S. SENATE,
SUBCOMMITTEE OF THE COMMITTEE ON APPROPRIATIONS
Washington, D.C.

The subcommittee met at 11 a.m., in room S–126, the Capitol, Hon. Robert C. Byrd (chairman) presiding.

Present: Senator Byrd.

DISTRICT OF COLUMBIA

DEPARTMENT OF PUBLIC WELFARE

OFFICE OF THE DIRECTOR

STATEMENT OF MISS WINIFRED G. THOMPSON, DIRECTOR, DEPARTMENT OF PUBLIC WELFARE; ACCOMPANIED BY ALBERT P. RUSSO, DEPUTY DIRECTOR FOR FAMILY AND CHILDREN SERVICES; A. R. ROSIN, CONTROLLER; WILLIAM GALVIN, CHIEF OF OFFICE OF INVESTIGATIONS AND COLLECTIONS; AND MRS. JULIANNA K. CHAMBERS, BUDGET OFFICER

HOUSE ALLOWANCE AND BUDGET REQUEST

Senator BYRD. The subcommittee will be in order.

The first activity is Office of the Director. The House allowed $9,813 of the $29,950 increased request over the 1968 base of $206,206. No funds were allowed for the three additional positions requested, namely one GS–13 public information specialist, one GS–5 secretary, and one GS–12 special assistant to the Deputy Director. What are the justifications supporting the need for these positions?

Miss THOMPSON. The Deputy Director of Family and Children's Services supervises eight major program areas, including public assistance, medical assistance to the aging, child welfare, day care, food stamp certification, elementary free lunch, landlord-tenant consultant, the Work Training and Opportunity Center. This workload is so great that the Deputy Director does need an assistant to help him, principally with the fair hearings and as a liaison with the voluntary agencies as well as to share the supervision of these major program areas.

Senator BYRD. I believe you have addressed yourself only to one item.

Miss THOMPSON. That is right. We were asking for a secretary to go with this position as a support position. The public information specialist will be responsible for disseminating information on welfare programs. There seems to be a lack of knowledge of welfare programs,

for example, such as where recipients can work and earn up to a certain amount and not have their grant jeopardized. He would also be the contact person with the press and news media.

NEED FOR PUBLIC INFORMATION SPECIALIST

Senator BYRD. Why do you need somebody like that?

Miss THOMPSON. To be in contact with the press and news media?

Senator BYRD. Yes.

Miss THOMPSON. It takes a tremendous amount of the Director's time and the top administrative officers' time. The press is interested in welfare programs, the community is interested in welfare programs, and it takes time to furnish the information they are asking, and also to correct wrong information.

Senator BYRD. Wouldn't he really be a public relations man for the Department?

Miss THOMPSON. To a certain extent he would have some public relations responsibilities, yes.

Senator BYRD. Why does the Department need a public relations man?

Miss THOMPSON. Well, the Department does have some very positive programs. The Department does serve a useful purpose in the community. The Department does help people work themselves off the welfare rolls into independence. The Department does help many children who succeed, but it seems that the information that is critical and derogatory gets much more publicity than does the good programs. This would be an attempt to change the image of welfare as far as the community is concerned, and also to help interpret the programs.

Senator BYRD. When you say it would help the Department change its image, what kind of an image does it now have?

Miss THOMPSON. Principally, that we are not really interested in helping people, that we are cold and impersonal and indifferent and negative. That we find as many ways as we can to put obstacles in the path of helping people reach independence rather than assist them. That our programs have many restraints.

Senator BYRD. Aren't they expected to have restrictions?

NEED FOR CLARIFICATION TO PUBLIC

Miss THOMPSON. Yes, but I think that there are many false restrictions. I mean the public information is that there are many more restrictions than actually exist, many more limitations than exist.

Senator BYRD. So why is it necessary that this be clarified? What is your objective? Is it your objective to see that you have a good image with the community, or is it your objective to deal with the people who are in need and deal efficiently and effectively and wisely with them? It would seem to me that this would present the good image to the community, and that you wouldn't need a public relations man to get this across.

Miss THOMPSON. I think you do, Mr. Chairman. This is our reason for being, to help needy people, to help people get a start, to help them work their way toward independence, but I think there is a great deal of wrong information as to what we actually do, how we help

people, what programs are available, how to apply for these programs. The misinformation frequently gets in the way, so that it is hard for us to help people understand that we are concerned too, that our whole reason for being is to help people.

Senator BYRD. Do other departments have such a position?

Miss THOMPSON. Well, the Police Department certainly has a real problem. So does the Health Department in interpreting its program.

Senator BYRD. You don't have problems like the Police Department.

Miss THOMPSON. No; but the Police Department has the same type of problem in trying to interpret its programs, that they are trying to help people, rather than trying to injure or mistreat or hurt people. I think they too have some positive programs that they are trying to interpret to the public.

PROBLEM IN OTHER DEPARTMENTS

Senator BYRD. What about the other departments?

Miss THOMPSON. The public schools certainly have a problem.

Senator BYRD. What about other departments? Do they all have public relations people, all the District of Columbia departments?

Miss THOMPSON. Well, I think there is less criticism possibly of the Recreation Department, although there is some.

But as to how many of these other departments have public information officers, I can't answer that specifically.

Senator BYRD. Is anyone presently filling this position?

BOOTSTRAP PROGRAM

Miss THOMPSON. Yes, we have a position funded through our bootstrap program.

Senator BYRD. Why do you need these moneys then?

Miss THOMPSON. Because Bootstrap is a demonstration project. The money is available year by year. But it would not be available for longer than 3 years.

Senator BYRD. How long has it been in operation?

Miss THOMPSON. A little over a year, about a year and a half.

Senator BYRD. So you have another year and a half.

Miss THOMPSON. If they fund it each year. We must request that it be funded each year.

Senator BYRD. Let's see if they won't re-fund it.

Now let's go to the next position Inasmuch as we are going to see if the Federal sources won't fund the public information specialist the next year, provided you can show a need for it, how about the secretary? Do you presently have someone doing this work?

Miss THOMPSON. A secretary to the public information officer?

SECRETARY TO ASSISTANT TO DEPUTY FOR FAMILY AND CHILDREN'S SERVICES

Senator BYRD. Well, I don't know. You are asking for a GS-5 secretary.

Miss THOMPSON. No, the secretary in the budget is to go with the Assistant to the Deputy for Family and Children's Services, so if we get this position or if this position is funded we would need a secretary to go with the position.

Senator BYRD. With which position?

Miss THOMPSON. With the position of Assistant to the Deputy for Family and Children's Services.

Senator BYRD. Is that the Special Assistant to the Deputy Director?

Miss THOMPSON. That is correct.

Senator BYRD. Now do you have someone who is presently doing this work?

Miss THOMPSON. No, we do not have this position.

Senator BYRD. There is no one presently filling this position of special assistant?

Miss THOMPSON. Special assistant to the Deputy Director. I am sorry, we do have that. That is also funded through Bootstrap. We have the position.

Senator BYRD. All right.

Miss THOMPSON. We are using him now as a fair hearing officer.

Senator BYRD. You are using him now as a fair hearing officer?

Miss THOMPSON. That is correct.

Senator BYRD. And your GS–5 secretary would be assigned to him?

Miss THOMPSON. Yes.

Senator BYRD. Or to the public information specialist?

Miss THOMPSON. Actually, it would be assigned to the assistant. He was to work with both of them, but if we take it out of the budget entirely, then it means neither position has any secretarial help, so that regardless—I mean if either position is funded in the budget, we would need a secretary.

Senator BYRD. I see. Well, now, you have someone presently doing the work of the public information specialist and the special assistant to the Deputy Director, don't you?

Miss THOMPSON. Yes, sir.

Senator BYRD. What about the secretarial work?

Miss THOMPSON. They are all three Bootstrap positions.

Senator BYRD. So they are presently being funded.

Miss THOMPSON. That is correct.

Senator BYRD. And this is a 3-year program?

Miss THOMPSON. It can be if they approve it each year. It has to be approved year by year, but could not extend past the 3 years.

Senator BYRD. This is under the Department of HEW, isn't it?

Miss THOMPSON. Yes, sir; and if you demonstrate the success of the position, that it is useful, then you are not guaranteed that it will be funded for 3 years.

Senator BYRD. All right, let's let them fund all three of these positions. They have done it for a year and a half, you say.

Miss THOMPSON. About a year and a half; yes, sir.

OPERATION BOOTSTRAP

Senator BYRD. All right, let's let them fund them again if the positions can be justified. What is Operation Bootstrap?

Miss THOMPSON. This is a Federal program that permits increasing the staff in the Director's office, in areas where generally it is hard to fund positions, to demonstrate the value of a public information officer, for a fair hearing officer, for training staff.

Senator BYRD. Mr. Rosin, tell us more about Operation Bootstrap.

Mr. ROSIN. Bootstrap under title 1115, I believe, of HEW's program, to emphasize it further as Miss Thompson said, it is to lend assistance to get the public assistance program more effective in direction, and thereby get better results. That is the way I understand the program.

Senator BYRD. Better results in what respect?

Mr. ROSIN. Managementwise.

Senator BYRD. Managementwise.

Mr. ROSIN. Yes.

Senator BYRD. What better results can you cite to date?

CONTRIBUTIONS TO BETTER MANAGEMENT

Mr. ROSIN. Well, certainly we have had assistance on one of these jobs in helping us in the fair hearings, the hearings appeals, and so forth, which is Mr. Russo's area, which has been a problem.

Senator BYRD. Whose area is that?

Mr. ROSIN. The Deputy Director for Family and Children's Services.

Senator BYRD. Who is that?

Mr. ROSIN. Mr. Russo.

Senator BYRD. Mr. Russo.

Mr. ROSIN. That is right. He is here now.

Senator BYRD. Yes, I know him.

Mr. ROSIN. And we have also used the position in this program in the directive management area of the management staff. This is in connection with getting out overall interpretations of our policies and the methods of how we want some of these programs executed and the followthrough thereon.

REWRITING OF POLICIES AND REGULATIONS

It has been a tremendous job to implement this system which was developed with the help of the Archives people of GSA on a loan basis a few years back, when they were helping us with the management survey effort. I think this program is well on the road to implementation as far as getting all these directives out. We are rewriting all of our policies that were formerly in regulations of the Department to bring them up to date.

Senator BYRD. You are rewriting all your policies and regulations, bringing them up to date?

Mr. ROSIN. That is right.

Senator BYRD. And who is doing that?

Mr. ROSIN. This is being done in my management shop through the directives management area with the assistance of all the people in the Department program.

Senator BYRD. Who is supervising this rewriting of policies and regulations?

Mr. ROSIN. This is being supervised by my management officer.

Senator BYRD. Who is he?

Mr. ROSIN. Mr. Charles Scott, whom I brought to the department last fall.

Senator BYRD. Is he here?

Mr. ROSIN. He is not here today.

Senator BYRD. Why isn't he here?

Mr. ROSIN. We didn't feel that it would be necessary to have him here today.

Senator BYRD. Suppose you get him. Are there any other people you may want to call on, Miss Thompson, today?

Miss THOMPSON. Well, it depends. If you want to ask questions about training, three of the positions are in our training division, three are in personnel.

REQUEST FOR PRESENCE OF OTHER PERSONNEL

Senator BYRD. I should think you would want any of your personnel who might be helpful to you in answering questions. I don't particularly care for the approach—"we will supply for the record"—because this eliminates any possibility of further questioning on a given subject, which might be stimulated by the answers to the questions asked in the first place.

Now you have indicated that there are persons who are presently filling these positions. At what grade are these individuals who are presently in the positions?

Miss THOMPSON. Most of them are grades 12, 13's, and secretaries.

Senator BYRD. You say most of them. We are only talking about three. There is one GS–13 public information——

Miss THOMPSON. I thought you were talking about all of the Bootstrap positions. I am sorry.

GRADES OF POSITIONS REQUESTED

Senator BYRD. No, ma'am. I am talking about the three that are being requested.

Miss THOMPSON. A GS–13 public information specialist, a GS–13 special assistant to the Deputy Director, and a GS–5 secretary.

Senator BYRD. Now regarding the public information specialist, would his functions include selling the desired new welfare programs to the public and the Congress?

CLARIFICATION OF MISINFORMATION

Miss THOMPSON. No, it would have nothing to do with that part of it. It would be clarifying misinformation. For example, if Congressmen get misinformation, principally through letters from individuals, we would be helping to clarify some of this misinformation. For example, if we received many letters on the same subject, then obviously there is misinformation contributing to the inquiries. It might be in the community, or the private agencies, or even in our own Department.

There is some misunderstanding. For example, the 13-percent increase was misunderstood. We released material on this to clarify, so that it reduced the number of letters that we had been getting. Clarifying information was furnished to UPO neighborhood offices, to private agencies, to the homes of the aged. We sent a release to Congress when we received letters from certain Congressmen who were getting letters from recipients. Clarifying this type of policy is part of public information. But we don't actually sell the programs.

LETTERS FROM CONGRESSMEN

Senator BYRD. Do you get many letters from Members of Congress?
Miss THOMPSON. Yes, we do.
Senator BYRD. Do you get many from me?
Miss THOMPSON. No, sir.
Senator BYRD. When you say you get many from Members of Congress, what do you mean by "many"?
Miss THOMPSON. We answer 10 letters a week, at least 10 letters a week.
Senator BYRD. 10 a week, from 535 Members of Congress.
Miss THOMPSON. Well, they go to other individuals in the Department, but my office handles about 10 a week. It varies. Sometimes if you have a new program or if something has happened, you may have more than that. But I would say throughout the year it would average about 10 letters a week.
Senator BYRD. You have had no difficulty in handling those thus far, have you?
Miss THOMPSON. No, except, the time involved. It takes time to get the facts.

POSITIONS DISALLOWED BY THE HOUSE

Senator BYRD. I believe you indicated that you have a special assistant to the Deputy Director now.
Miss THOMPSON. That is right.
Senator BYRD. Who is he?
Miss THOMPSON. Dr. Kavanaugh.
Senator BYRD. Is he here?
Miss THOMPSON. No, he is not.
Senator BYRD. Did the House allow these positions?
Miss THOMPSON. No, they did not.

SUPPORT OF SPECIAL ASSISTANT

Senator BYRD. How long has the special assistant been employed?
Miss THOMPSON. It is about a year. Mr. Russo, do you know the exact date?
Mr. RUSSO. Yes, I would say about 10 months, Mr. Chairman.
Senator BYRD. What results can you point to as a result of the special assistant's presence over the past 10 months, Mr. Russo?
Mr. RUSSO. Yes, sir, I must say, Mr. Chairman, that the special assistant has made it possible for me, in the light of these expansive programs that we have in the area of family and children's services, to provide the kind of executive leadership and support to our program operating chiefs which I feel to be so crucial.
The special assistant to me is given specific assignments relating to specific program areas.
Senator BYRD. Such as what?
Mr. RUSSO. Just to cite one example, I had the special assistant working with the chief of the Child Welfare Division, and this is just an example, I can cite many others, developing a survey of the reasons why children remain at Junior Village, to determine whether or not there is a need to expand within the Department of Public Welfare programs that will provide alternative placements for these

children, enabling them to be removed from Junior Village and put in a different kind of placement.

Another example that I could give you, sir——

Senator BYRD. Let's talk more about that one.

Mr. RUSSO. Yes, sir.

Senator BYRD. Go over that again.

STUDIES OF WHY CHILDREN REMAIN AT JUNIOR VILLAGE

Mr. RUSSO. One specific assignment that the special assistant to me took on was to undertake a rather exhaustive survey with the Chief of the Child Welfare Division in establishing the reasons why children remain at Junior Village, particularly those children, sir, who have been there for over a year.

Senator BYRD. May I interrupt you at that point?

Mr. RUSSO. Yes, sir.

Senator BYRD. Haven't we had these studies before?

Mr. RUSSO. Yes, sir; we have.

Senator BYRD. Then why do we have to have another one?

Mr. RUSSO. Well, I feel that this is a critical matter that needs to be studied continuously, a matter that needs the constant attention of the Department.

Senator BYRD. Now may I interrupt you there?

Mr. RUSSO. Yes, sir.

Senator BYRD. Do you know what I think? I think we ought to get these children out of Junior Village, instead of conducting studies as to why they remain there.

Mr. RUSSO. Yes, sir; you have.

Senator BYRD. And I have been trying to help you get them out.

Mr. RUSSO. Yes, sir, you have.

Senator BYRD. For quite a number of years, and I want to still help you. So let's direct our thoughts toward getting them away from there.

And I assume you will have some programs here, won't you, Miss Thompson, which will be designed to get more of them out?

Miss THOMPSON. Yes, that is correct.

Senator BYRD. All right, fine. I just can't see why we have to continue with studies to determine the reasons why the children stay there. Now how many studies have there been of this particular subject, Mr. Russo?

Mr. RUSSO. Yes, sir. In the three and a half years that I have been in this position, Mr. Chairman, to my knowledge we have had two comparable studies made.

NUMBER OF STUDIES

Senator BYRD. Mr. Rosin, have we had any in addition thereto?

Mr. ROSIN. We have not, Senator.

Senator BYRD. You have not? There have been none prior to Mr. Russo's tenure of office?

Mr. ROSIN. No, I thought you meant subsequent.

Senator BYRD. Subsequent? He just said they had had two during his tenure of office, and he is still in office. How could we have any subsequent thereto?

Mr. ROSIN. I am sorry.

Senator BYRD. All right, how many have we had prior to that?

Mr. ROSIN. I will have to check the record on it.

Miss THOMPSON. Mr. Chairman, we had the big study, "What Price Dependency."

Senator BYRD. Yes.

Miss THOMPSON. That was a very comprehensive study.

Senator BYRD. Yes.

Miss THOMPSON. That was the time consuming, expensive study made with help from the Health and Welfare Council.

The other two were studies that were made within the Department, with staff help. But let me say this. That after we opened our five new programs, the population of Junior Village went down dramatically. It went down from about 912 to just below 500 for about a week. Then the population began going up again.

We wanted to know why we had been able to reduce the population in a relatively short period of time this much, and why the population began going up, and why couldn't we continue to reduce the population. This was the reason for the study, not too comprehensive.

CHILD WELFARE STAFF VACANCIES

Senator BYRD. How many vacancies do you have on your Child Welfare staff?

Miss THOMPSON. Yesterday it was 51.

Senator BYRD. Are these the people who help find foster homes, and thus get the children out of Junior Village?

Miss THOMPSON. This figure represents all of Child Welfare. A few of them would be assigned to foster home placement. I don't have the exact figures.

Senator BYRD. Why shouldn't we devote our efforts toward filling these vacancies and get people who can do the job of getting the children out of Junior Village, instead of conducting additional surveys, piling them on top of previous surveys, to find out why the population is growing again?

Miss THOMPSON. Mr. Chairman, may I finish?

Senator BYRD. Yes, ma'am.

CHILDREN WHO WON'T ACCEPT FOSTER HOMES

Miss THOMPSON. We found the three principal reasons why children remain at Junior Village. They represent the older adolescents who won't accept foster homes, who have been in foster homes, didn't like it, couldn't adjust. They are being helped toward independent living. These youngsters we are getting into training programs. Some of them are working on jobs. They are accumulating some money. The next step is for them to move toward living independently.

Senator BYRD. All right. Now how many are doing this?

Miss THOMPSON. Less than 20, from about 15 to 20 of them.

Senator BYRD. And how many are there in the group who will not accept foster homes?

Miss THOMPSON. Most of those, in fact, all of those.

Senator BYRD. Any above that?

Miss THOMPSON. No.

Senator BYRD. How long have you had the 20 in this special program of training?

Miss THOMPSON. Well, they have been in Junior Village for a long period of time.

Senator BYRD. I know, but you have a training program now, because you have determined that they don't want foster homes.

Miss THOMPSON. Well, part of the training is at Junior Village, but we have gotten them into training programs outside of Junior Village, and on jobs outside of Junior Village, where they are being supervised on jobs, but living at Junior Village.

Senator BYRD. So you have 20 over there who don't want to leave Junior Village?

Miss THOMPSON. They want to leave Junior Village. They do not want to go to foster homes. They have no homes of their own to live in.

Senator BYRD. Have they lived in foster homes before?

Miss THOMPSON. Yes, when they were younger, and they couldn't adjust in foster homes.

Senator BYRD. How can you be sure that they wouldn't adjust now?

Miss THOMPSON. Well, when it is discussed with them—they are asked if they want to live in a foster home?—they reject the idea of a foster home.

Senator BYRD. Do they know what a foster home is?

Miss THOMPSON. Yes. Most of them have had experience in foster homes.

Senator BYRD. All right. Now excuse me for interrupting. Go ahead with your other two.

LARGE FAMILY GROUPS

Miss THOMPSON. The second group are the large family groups. It is very difficult to find foster homes who can take large family groups of five children or over.

Senator BYRD. May I interrupt you right there?

Miss THOMPSON. Yes, sir.

Senator BYRD. What about the parents or relatives?

Miss THOMPSON. These again are families where the parents or relatives cannot take the children at the present time.

Senator BYRD. How many of such family groups do you have?

Miss THOMPSON. I didn't bring the study with me. Do you remember how many?

Mr. RUSSO. I don't have those statistics.

PLAN FOR CHILDREN REJECTING FOSTER HOMES

Senator BYRD. Don't you think that with some intensified aggressive, determined effort, foster homes can be found for these children? Have we tried hard enough?

Miss THOMPSON. What we are doing now, Mr. Chairman, are two things. We have just changed the function of a small private institution that can now take 30 children. We have put family groups in this facility.

We have a group of private individuals that belong to a church organization—FLOC—that are opening homes, group homes for five

of the older children. We have five girls living in that home at the present time.

They are interested in opening other homes. In fact, we are meeting with them regularly, selecting both boys and girls that can go into these group homes. So the answer for this group is group homes rather than foster homes.

Senator BYRD. All right, why don't we get them out of Junior Village then?

Miss THOMPSON. We have requested in this year's budget 15 additional group homes, and some of these group homes will be used for this older group of youngsters to get them out of Junior Village, and for children in family groups.

EMOTIONALLY DISTURBED CHILDREN

Now a third group of children are those who are emotionally disturbed, who have a history of difficult behavior, who cannot adjust in school. These are children that foster homes cannot handle.

We, jointly with the Health Department are just ready to open a special facility for these disturbed children. We took a building at Junior Village—Johnson Cottage—took the staff appropriated for this building and with help from the Health Department which is putting in the clinical staff we will have a program for 40 boys to start with.

These are disturbed youngsters, and if their behavior levels out at a later date we can place them. At the present time they are children that cannot be managed in private institutions on in foster homes. These are the programs that we are developing in order to continue reducing the population at Junior Village.

Senator BYRD. Yes. Now in the three groups, how many children would be involved in these three groups?

Miss THOMPSON. We have around 600 children—around 200.

Senator BYRD. All right, then why do we have to have a survey to determine why the other 400 stay there? Why can't we intensify our efforts and get the other 400 out?

Miss THOMPSON. We are trying to.

Senator BYRD. How hard are you trying though?

Miss THOMPSON. Well, the other 400 are the children that come and go. They aren't the ones who stay for long periods of time.

Senator BYRD. Yes.

Miss THOMPSON. They are the children who come in during an emergency and go back home again. We are working concentratedly with their families and with foster homes to take those children.

Senator BYRD. We are going to get into the Junior Village situation again a little further.

FINDINGS OF THE SURVEY

All right, Mr. Russo, would you continue now. You spoke about the exhaustive survey. Were the findings compiled in report form?

Mr. RUSSO. Yes, sir, they were.

Senator BYRD. And what did you do with the report?

SPECIAL ASSISTANT'S ASSIGNMENTS

Mr. RUSSO. The report was thoroughly shared, Mr. Chairman, with the Child Welfare Division Chief. As you know, the majority of the children who are at Junior Village are the responsibility of our Child Welfare Division. Following the completion of the survey, Dr. Kavanaugh, who is my special assistant, and I, met with Mrs. Smith, our Child Welfare Division Chief, and with appropriate key staff in child welfare, with Miss Collins, the Chief of the Protective Services Section in Child Welfare whose staff has the responsibility for most of the children at Junior Village. We met with the Chief of the Foster Home Care Section, and they also have responsibility for some of the children at Junior Village.

We thoroughly discussed the findings of the survey, and we indicated in very clear and unmistakable language that we need to constantly and to unceasingly exert every effort in taking full advantage of existing resources within the Department in placing children, enabling our removing them from Junior Village and in placing them in resources that are currently available to the Department, and we need to constantly bend our efforts in developing new placements such as those that have been described by the Director toward the same objective, removing children from Junior Village.

I believe, sir, that the survey was well worth the effort, and I hope I did not give the impression, sir, that we simply did a survey. There was purpose and meaning to the survey, and we did take positive followup action with respect to the findings of the survey.

Senator BYRD. All right, that was just one of the examples.

Mr. RUSSO. Yes, sir.

Senator BYRD. You said you had others.

NEW PROGRAMS ESTABLISHED

Mr. RUSSO. Yes, sir. As you know, in October of 1965, to give another example, with the approval of the Congress and the Board of Commissioners, we established five new programs.

One of these new programs was the emergency family shelter, which provides temporary shelter for families with children that are homeless and destitute, largely as a result of eviction.

We also have a very successful program in the Department of Public Welfare, our Public Welfare Training Center, which provides residential and nonresidential training.

Senator BYRD. How does all this fit in with the Special Assistant?

Mr. RUSSO. Yes, sir.

Senator BYRD. That is what we are talking about.

Mr. RUSSO. Another example of an assignment that was given to the Special Assistant, that he worked on with excellent results, was the establishment of procedures involving the family shelter and the Public Welfare Training Center. These procedures involve making every attempt, with every AFDC mother and her children who are admitted into the Department's family shelter, in an attempt to determine whether or not the mother is feasible for residential training at the Public Welfare Training Center.

In order to discharge this assignment, Dr. Kavanaugh, the Special Assistant, met with the administrative staff in Public Assistance.

which has jurisdiction over the emergency family shelter, met with administrative staff at the Public Welfare Training Center, and established firm cooperative procedures between these two Department agencies.

As a result of these procedures, every AFDC mother who is homeless and destitute, is admitted into the shelter, is thoroughly interrogated, and a determination is made as to whether or not she is feasible for residential training, and if she is, she is transferred from the Department's emergency family shelter to the Public Welfare Training Center for residential training. This is another example, sir.

QUESTION OF ENROLLEES AT TRAINING CENTER

Senator BYRD. All right. As a result of this, has there been any increase in the number of enrollees at the Public Welfare Training Center?

Mr. RUSSO. These new procedures were established relatively recently. Since they have been established, we have had two AFDC mothers who were admitted with their children into the family shelter and who were transferred to the Public Welfare Training Center for residential training, and I am confident that as we gain experience with these new procedures, more mothers who are admitted into the family shelter will be transferred for residental training at the Public Welfare Training Center.

Senator BYRD. Are you equally confident that their transfer to the Public Welfare Training Center resulted directly from your having a special assistant?

Mr. RUSSO. I am absolutely certain, sir, that without the special assistant, I simply would not have had the time to personally devote to the establishment of these procedures.

SPECIAL ASSISTANTS ON DIRECTOR'S STAFF

Senator BYRD. How many special assistants do you have on the staff of the Office of the Director?

Miss THOMPSON. We have one for volunteers. We have one for the aging. We have one for training. We have one—the Licensing Officer, and we have our Public Information Officer.

Senator BYRD. And are all these funded under Operation Bootstrap?

Miss THOMPSON. No; only one.

Senator BYRD. Which of them are funded otherwise?

Miss THOMPSON. The Aging is under MAA, but Training, Volunteers, and Licensing are funded through our regular budget channels.

Senator BYRD. Why do you need them in the Office of the Director? Could they not be at the program level?

Miss THOMPSON. They work throughout the whole Department.

Senator BYRD. Should they not be at the program level? Why do they have to be in your office?

Miss THOMPSON. Well, the licensing function cannot be delegated anywhere except at the Director's level. The specialist for volunteers works with all of the divisions in the Department—the agencies and the institutions. She provides direction for all volunteer activities.

Now, she does not actually conduct the volunteer program in any of the institutions and agencies; she works with the person who is assigned this responsibility, but she gives overall direction.

The same thing is true of staff training. We have training staffs in the agencies and institutions who have major responsibility for training. In fact, it is written into the job description of every administrative person. But the specialist for training develops the overall training programs and gives guidance, so there is training going on through out the Department, and not just in one or two areas.

FAIR HEARINGS

Senator BYRD. Earlier you indicated that the special assistant to the Deputy Director acted also as a fair-hearing officer; is that correct?

Miss THOMPSON. He assists with the fair hearings; yes. We have a lawyer a position funded by Bootstrap—who actually conducts most of the fair hearings, but there has to be some administrative supervision, because sometimes the hearing gets into administrative policies that the attorney cannot always answer.

Senator BYRD. How many fair-hearing officers do you now have?

Miss THOMPSON. We have one attorney, and between Dr. Kavanaugh and Mr. Russo they offer the administrative support. So, actually, one attorney is handling fair hearings.

Senator BYRD. Do you have any alternate fair-hearing officers other than Mr. Russo and Dr. Kavanaugh?

Miss THOMPSON. Occasionally we assign—if we have a heavy load—Mr. Schwartz from District of Columbia Village, but only one person is assigned this responsibility full time.

Senator BYRD. Are you asking for an increase in this group also?

Miss THOMPSON. No, sir.

Senator BYRD. How many fair-hearing officers have you had on the average each year from fiscal year 1962 through 1967?

Miss THOMPSON. Well, until this position was funded through Bootstrap, Mr. Russo conducted the fair hearings.

Senator BYRD. Mr. Russo did not conduct them back in 1962 because he was not in the Department. Were you?

Mr. RUSSO. No, sir.

Miss THOMPSON. No, the Deputy Director, or Mr. Gray at Public Assistance, heard some of them. We did not have so many requests for fair hearings back then as we have at the present time.

Senator BYRD. Why do you have more requests now?

Miss THOMPSON. The neighborhood legal attorneys are requesting more fair hearings; at least they are encouraging recipients to request more fair hearings.

Senator BYRD. And the neighborhood legal attorneys are paid by whom?

Miss THOMPSON. UPO.

Senator BYRD. By UPO?

Miss THOMPSON. Yes, sir.

Senator BYRD. So the neighborhood legal attorneys paid by UPO stimulate requests for fair hearings?

Miss THOMPSON. Yes, sir.

Senator BYRD. Is that right?

Miss THOMPSON. And the number of requests for fair hearings has increased considerably.

Senator BYRD. As a result thereoff?

Miss THOMPSON. Yes, sir.

Senator BYRD. Have you had any difficulty with neighborhood legal services?

Miss THOMPSON. No difficulty, but they are questioning constantly policies and procedures and regulations under which we operate. This becomes the basis for many of the fair hearings.

Senator BYRD. What business do they have questioning the policies and regulations of the Welfare Department?

Miss THOMPSON. They make it their business, Mr. Chairman.

Senator BYRD. I would ask them what their business is.

Miss THOMPSON. Under the regulations any recipient who requests a fair hearing has a right to a fair hearing.

Senator BYRD. Absolutely, but they are going beyond this and questioning your policies and regulations.

Miss THOMPSON. They are the representatives of the recipients so we get into the fair hearing because the recipient requested it, and then the recipient has the neighborhood legal attorneys as their representative, and this is where the policies are questioned.

POLICIES QUESTIONED

Senator BYRD. And what policies are questioned?

Miss THOMPSON. Residency policies.

Senator BYRD. Substitute parent policies?

Miss THOMPSON. The substitute parent policies, whether investigators should be allowed in homes without a search warrant, contingency items, some of our decisions on resources. These form the bases for most of the fair hearings.

Senator BYRD. You say fair hearings have increased. Could you be specific?

Miss THOMPSON. I think Mr. Russo could be more specific.

Senator BYRD. Yes, Mr. Russo.

Mr. RUSSO. Yes, Mr. Chairman. Within the past year and a half, we have seen a rather dramatic increase in the number of fair hearings. At the present time we are averaging four fair hearings a week. Each fair hearing may run anywhere from 2 to 3 hours. The fair hearing officer needs approximately anywhere from 3 to 4 hours to prepare his report which he submits to the Director for the Director's decision. So on each fair hearing we have approximately, oh, say between 5 and 8 hours of work on the part of the fair hearing officer.

It is not at all uncommon—let me put it this way, sir—it is extraordinary today to conduct—for the Department hearing officer to conduct a hearing without having an attorney, usually from Neighborhood Legal Services, representing the recipient or the appellant.

Prior to the advent of Neighborhood Legal Services, the reverse was true. That is to say, it was extraordinary to have an attorney at a fair hearing representing the appellant.

Senator BYRD. It was extraordinary to have what, an attorney?

NEIGHBORHOOD LEGAL SERVICE

Mr. Russo. It was extraordinary to have an attorney present prior to the advent of Neighborhood Legal Services. Indeed there are some fair hearings where we have as many as three attorneys from Neighborhood Legal Services representing one appellant.

Senator Byrd. And this is funded by UPO.

Mr. Russo. It is funded out of Economic Opportunity Act moneys administered through the United Planning Organization, yes, sir.

Senator Byrd. So you have an average of about four per week now?

Mr. Russo. Yes, sir.

Senator Byrd. And this has been true, as I understand you, over the past year and a half.

Mr. Russo. The past year and a half, yes, sir.

Senator Byrd. Now, what was the average per week 3 or 4 years ago?

Mr. Russo. When I first arrived here in December of 1963 and assumed the responsibility as fair hearing officer for the Department, relieving Mr. Brewer and Mr. Schwartz of that responsibility. I would say that we received an average of one fair hearing a week. There were a number of weeks where we did not have any requests at all.

Senator Byrd. So they have increased about 3 or 4 times.

Mr. Russo. At least 300 percent.

Senator Byrd. Four times as many.

Mr. Russo. Yes, sir.

CHANGES IN COMPLEXION OF HEARINGS

Senator Byrd. Have there been any changes in the complexity of the fair hearings otherwise?

Mr. Russo. I must say, Mr. Chairman, that the complexion of the fair hearing has changed quite, again, dramatically, because of the presence of the attorneys representing the appellant. This is one of the reasons why, when the Department had an opportunity to take advantage of the section 1115 Bootstrap demonstration project, the Director included a fair hearing officer who would be responsible to me, who would need to be an attorney.

The fair hearing process still remains an informal administrative review. It is not a legal procedure, even though the attorneys representing the appellants sometime confuse themselves as to where they are, and act as if they were before a court of law.

With the fair hearing officer being an attorney, being skilled in the fair hearing process, he is able to effectively manage the fair hearing process and to assure that it remains what it was intended to be—that is to say, an informal administrative review under the Federal Administrative Procedures Act. Due process of law applies.

Senator Byrd. Did I understand you to say that the person who has been acting as the assistant has this legal background?

Mr. Russo. Yes, sir.

Senator Byrd. And you have found that to be helpful?

Mr. Russo. Exceedingly so.

Senator Byrd. Well now, as a result of the growing complexity of the hearings and the additional work involved, which runs from about 5 to 8 hours I believe you said, in connection with one case, and the increasing number of cases, do you detect any tendency on the part of

the Department to just go ahead and leave the person on the rolls rather than go through all this expense and effort and trouble and time?

Mr. Russo. Absolutely not, Mr. Chairman. I might say, and I think this is related to your question, that on the average in one out of every three fair hearing requests, the appellant is upheld—that is to say——

Senator Byrd. One out of three.

Mr. Russo. Two out of three the agency action is upheld.

Senator Byrd. How does this compare with the agency action of, let us say, 3 or 4 years ago?

Mr. Russo. I would say it has not changed much.

Senator Byrd. It has not changed.

Mr. Russo. No, sir. Of course with the presence of the attorneys, this does place the agency representatives who are present at the fair hearings under new pressure, and in order to cope with this situation, our fair hearing officer spends a considerable amount of time, when time is available to him, working with our agency staff, our case-workers, their supervisors, and even with agency staff within the Department's Office of Investigations and Collections, who are present at fair hearings, to support the staff in procedures relating to the fair hearing process.

The fair hearing officer spends quite a bit of time with department staff in giving them support, guidance, and assistance as to how to effectively prepare for a fair hearing.

Senator Byrd. Mr. Galvin, I will ask you a question about this. Mr. Russo referred to the Office of Investigations and Collections. What has been your experience in these hearings recently?

Increase in Complexity of Fair Hearings

Mr. Galvin. The complexity of them has increased tremendously in the last year and a half. We have had to give our investigators instructions on appearances at fair hearings and require them to be completely specific in all details on any investigative items such as a visit to the home, that everything is included in their report, that these reports be written up immediately, because the questions now are so technical and so detailed that without this they could not properly answer and support whatever they have put into their report. This has caused quite a bit of work.

Also in the interrogation that is going on, there is always a dispute about the veracity of the person testifying. A lawyer would normally do this but it has reached the point that hearings that used to last an hour to bring out the facts in the case are now as much as 4 and 5 hours. This has naturally increased our cost of operation quite a bit in the hearings we are involved in.

We have had Mr. Gadsden give us a 2-hour orientation on presentation of testimony at the fair hearing, so that the full staff would be oriented on this. There have been new procedures adopted in preparing the hearings, which involve our administrative staff, so insure the hearing summary is as complete and as accurate as possible.

I think the Neighborhood Legal Service is going just a bit too far in what they are doing. It would appear that they are trying to find some example in some case that can later be presented to a court

in an affort to overthrow the decisions or the regulations of the Department. They have taken several cases to court to date.

OBJECTS TO SOME NEIGHBORHOOD LEGAL SERVICES

Senator BYRD. In other words, you find no fault in their efforts to support the particular recipient in the fair hearings procedures and see that that recipient gets a fair shake. But what you do object to is their apparent efforts, to bring about a change in the policies and regulations of the Department.

Mr. GALVIN. That plus the different type of—I will not say all attorneys necessarily—but the different type of approach used by the Neighborhood Legal Service attorneys as a rule, and other attorneys that have represented clients. There has been, through the years of course, clients represented by attorneys. What they were trying to do was to determine what the facts were in the case and whether or not the client has been rightfully or wrongfully cut off of assistance, and to arrive at the true situation.

Now, it appears to me that the Neighborhood Legal Service—and I am talking really about some attorneys, not the whole group, because a number of them are not like this—use just about any method, which is legal to use, to cause additional administrative time and effort. It would appear that the purpose is to increase the cost and aggravation so much that it would be better for the PAD and OIC staff just to let people stay on and not go out and investigate rather than to go through this constant difficulty week after week after week.

Senator BYRD. Do you agree to that, Miss Thompson?

Miss THOMPSON. They are splitting hairs, and it takes hours to split hairs, and even then they do not always accept the Department's position and the facts as we present them.

Not only that, if we rule in their favor they immediately want to go back and review every case where a similar ruling was made.

We have not agreed to this, but there is getting to be increasingly more pressure to review old cases.

ROBINSON CASE

It would mean review of many, many cases, which would be time consuming. This is exactly what is happening in one of the cases that is in the U.S. district court at the present time. The attorneys have asked us for our records on cases going back 5, 6, and 7 years where a similar ruling on the substitute parent rule was made. This review requires a tremendous amount of staff time more than we are budgeted for at the present time to do all this detail work.

Senator BYRD. What case do you have reference to?

Miss THOMPSON. This is the *Robinson* case challenging the substitute parent rule. The attorneys wanted to know how many cases had been closed during the last 6 years?

Mr. RUSSO. Since 1955.

Senator BYRD. They can find that from our hearings, can they not?

Miss THOMPSON. Yes, but they asked us to supply the information.

Senator BYRD. As a matter of fact, they can find it in the Congressional Record.

Miss. THOMPSON. But we were requested to go back and give them the detailed information on each of the cases that were closed on the basis of the substitute parent rule. We questioned whether we should have to furnish this detailed material, but the judge agreed that we should.

Senator BYRD. Which judge was this?

Miss THOMPSON. Mr. Russo?

Mr. RUSSO. It is in the U.S. district court.

Miss THOMPSON. What judge?

Mr. GALVIN. I do not know the name of the judge.

Mr. RUSSO. I do not know the name of the judge.

Mr. GALVIN. It has not come to trial. These are motions that are being presented.

Senator BYRD. I guess he wants to settle it once and for all. It seems to be a recurring question.

Miss THOMPSON. I hope he does, and I hope it is a clear-cut decision.

Senator BYRD. Mr. Galvin, do you find that this also constitutes a drain on the time of your investigators?

Mr. GALVIN. Yes.

Senator BYRD. Let me ask this question: Do you have to assign more investigators to a particular surveillance case, just to make sure that you have all your ends tied up and the facts clear and your record complete?

INCREASE IN COST OF INVESTIGATIONS

Mr. GALVIN. That is right. Our cost of investigation I would say has gone up at least 25 percent in the last 2 years because of this type of activity. We have to be able to thoroughly document anything that we do. This requires more time for a home visit or a report. We use three investigators now, two who go in the home, and another one who does not. This is necessary now.

Senator BYRD. Are you requesting any staff in PAD or OIC, to help cope with this problem?

Miss THOMPSON. Not specifically, no, sir.

Senator BYRD. Why don't you?

Miss THOMPSON. This budget was made up long before this became the problem it is at the present time. This is something that is gaining momentum. It is becoming more of a problem. It will be reflected next year.

Senator BYRD. Yes, it will be reflected next year?

Miss THOMPSON. Yes, sir.

Senator BYRD. In what way?

MORE LEGAL ASSISTANCE NEEDED

Miss THOMPSON. We need another attorney to hold fair hearings, and to help staff prepare their material to answer these questions about policies, where they are being challenged from a legal standpoint.

Senator BYRD. You need someone other than this Special Assistant to the Director that you now have. Mr. Russo says that this man has a legal background. What you are asking for is an additional attorney.

Miss THOMPSON. No.

Senator BYRD. I don't mean what you are asking for, I mean you are suggesting what you may need.

Miss THOMPSON. Yes.

Senator BYRD. Is that correct?

Miss THOMPSON. That is correct. We need more legal help. More and more questions are being raised from a legal basis at the present time. We are not qualified as administrators to rule on them. There are some court decisions being made at the present time which are opening up new areas for questioning. For example, the Supreme Court decision on "treatment" for juveniles. This is unclear at the moment.

Senator BYRD. Let me interrupt you.

Miss THOMPSON. Yes, sir.

Senator BYRD. Let's talk about this one area problem.

Miss THOMPSON. All right.

Senator BYRD. You need an additional attorney to cope with these attorneys——

Miss THOMPSON. In public assistance.

Senator BYRD. Yes.

Miss THOMPSON. In the fair hearing.

Senator BYRD. In the fair hearing procedure.

Miss THOMPSON. That is correct.

Senator BYRD. Over and above the Assistant to the Director, is that right?

Miss THOMPSON. That is correct, yes sir.

Senator BYRD. That position is presently funded from Federal sources.

Miss THOMPSON. That is correct.

Senator BYRD. But you need an attorney to assist the Assistant Director. Now what does Mr. Galvin need to help him overcome the complexities of this time-consuming problem?

Miss THOMPSON. Well, I would have to ask Mr. Galvin.

Senator BYRD. Mr. Galvin, what do you need to cope with these "Philadelphia lawyers"?

Mr. GALVIN. Well, in addition to the drain on the investigators, and the collection agents, that will require additional staff to make up for it, there is a tremendous drain on my time due to the training that I have to give to the staff in the preparation and reading of the reports, both the investigative type of report and the hearing summary report.

DEFENSE OF POLICIES AND REGULATIONS

Senator BYRD. Let's give a little thought to whatever is needed, Miss Thompson, to cope with these additional forces on the other side. You can't be overwhelmed by pure numbers. Let's give some thought to that and let's talk about it again.

Miss THOMPSON. Do you mean during these hearings?

Senator BYRD. Yes, ma'am.

Miss THOMPSON. All right.

Senator BYRD. In other words, we are not going to give up without a fight. I have no objections to fair hearing procedures, but I think I understand your problem as all of you have described it today, you, Miss Thompson, Mr. Russo, and Mr. Galvin. It would appear we need to give this some attention. Let's talk about it again.

Miss THOMPSON. Fine, thank you.

Senator BYRD. Maybe we can find some way of assisting you. As far as I am concerned, I am not going to sit by and watch UPO attack your policies and regulations without your having adequate legal representation. I am going to see that you are defended, if I possibly can see to it, and so whatever it takes to meet this growing problem, I want to be a factor in helping you meet it. I just wish UPO came under the oversight function of this subcommittee.

(Off the record.)

REACTION OF WORKERS

Senator BYRD. Continuing with this same subject for a moment, in your opinion, are the workers being pressured or influenced by outside sources into not making the right decisions? For example, because some UPO lawyer will appeal their decision to close the case?

Miss THOMPSON. No, I don't think that has changed the workers' recommendations in any way. I think what it has done is slowed up the whole process, because just as Mr. Galvin pointed out, the investigators have to record their decisions more carefully, the case workers do, too. The basis on which they make a decision has to be documented in detail, so that if it becomes controversial, they will have the backup material they need to testify at these fair hearings. The social workers have to testify too.

Senator BYRD. How do the workers react to this? What have you heard them say? This has increased their work, hasn't it?

Miss THOMPSON. It certainly has.

Senator BYRD. Made it more difficult, hasn't it?

Miss THOMPSON. That is correct.

Senator BYRD. It probably has had some effect on their morale.

Miss THOMPSON. It has a great deal of effect on morale.

Senator BYRD. Now what have you heard them say? What reactions have there been? Is there a reduced efficiency? Do you think this may contribute to the turnover in the social worker positions?

Miss THOMPSON. The comments that I have heard workers make personally are that it is becoming increasingly more difficult to work for a public agency. There are not the satisfactions in working because you are under attack from so many different directions.

The increased workload is tremendous. It is sort of an aggravation—the feeling that every decision that you make may be questioned. It means that the job becomes real hard work. Many of them will say, "I don't think it is worth it. We can go to a private agency and get a job," or "There are other things that we can do that is a lot easier than working for a public agency." These are some of the comments that I have heard workers make.

REPORT OF FAIR HEARINGS

Senator BYRD. Is the hearing recorded, Mr. Russo?

Mr. RUSSO. Yes, sir. There is a reporter present at each hearing who takes a verbatim transcript of every word that is spoken.

Senator BYRD. Who pays the costs?

Mr. RUSSO. This is paid out of Public Assistance funds, subject to Federal matching.

Senator BYRD. What have been the costs each year for the past 5 years?

Mr. RUSSO. Sir, we don't have that information available, but we certainly can submit it to the record.

Senator BYRD. Very well. Indicate the costs in local moneys and the costs in Federal moneys if you will. Indicate also the number of hearings that you have had in each of the past 5 years.

(The information follows:)

Number and transcription costs of fair hearings, fiscal year 1963 through 10 months of fiscal year 1967

Fiscal year	Number of requests received	Number of hearings	Transcription costs		
			Local	Federal	Total
1963	146	55	$1,058	$453	$1,511
1964	80	44	1,109	476	1,585
1965	78	34	738	557	1,295
1966	87	39	1,060	868	1,928
1967 (10 months)	113	[1] 39	[2] 1,406	1,018	2,424

[1] During the 1st 10 months of fiscal year 1967 a total of 113 requests for fair hearings was received. However, during this period a total of 39 fair hearings was actually held. The difference between the number of fair hearings held and the number of requests for fair hearings received is explained by the fact that the issue was resolved during the administrative review, thus obviating the necessity for a fair hearing, or were withdrawn at the request of the recipient.

The administrative review process, which attempts to resolve the issues at hand prior to the fair hearing, entails a considerable amount of time and preparation on the part of the caseworker, her supervisor, the section chief (who usually presides over the administrative review), and the clerical staff.

As indicated by the above data, administrative costs relating to fair hearing transcriptions reached the highest peak in fiscal year 1967 (10 months) in the past 5 years. This is indicative of the fact that, with attorneys present representing the recipients, the fair hearings are lengthier and considerably more involved.

[2] Represents billings for 37 hearings as bills have not yet been received for 2 hearings.

FUNDING OF ADDITIONAL ATTORNEY

Senator BYRD. Miss Thompson, do you feel that you might be able to get a Federal grant to fund the additional attorney position?

Miss THOMPSON. We have 18 positions funded through Bootstrap. I don't think they would increase that. They have told us that we have more than our share of Bootstrap money.

Senator BYRD. If this subcommittee authorizes you to find an additional attorney position out of available moneys, can you do it?

Miss THOMPSON. Yes, sir.

Senator BYRD. Do you need more than one?

Mr. RUSSO. I would say no, sir. One would be I think——

Senator BYRD. You think one could hold these fellows' feet to the fire?

Mr. RUSSO. I feel that an additional attorney would enable the Department to effectively cope with this growing responsibility.

Miss THOMPSON. This would be with the understanding that we have the one attorney under Bootstrap, which would give us two totally.

Senator BYRD. Can you rearrange your Operation Bootstrap position so as to provide for an additional attorney? Do you have any vacancies at the present time in these Bootstrap positions that you might fill with an attorney?

Miss THOMPSON. In September we renew our grant request. We can make the request for an additional position. It would be safer, Mr.

Chairman, if you gave us the authority to use funds in the budget for another position.

Senator BYRD. Why don't you inquire about Operation Bootstrap first?

Miss THOMPSON. All right, we will do that.

Senator BYRD. See what your chances are there.

REQUEST FOR SECRETARY

Now on page 23–7 the request is for one GS secretary, one GS–5 secretary. On page 23–8 the request is for one GS clerk-steno. Is the secretary on page 7 the same as the clerk-stenographer on page 8?

Miss THOMPSON. Yes, sir.

Senator BYRD. There is a great deal of difference in the two, isn't there? What is the difference between a clerk-stenographer and a secretary?

Miss THOMPSON. Well, at one time there was a lot of difference because the secretary had to take shorthand, but that is no longer necessary.

Senator BYRD. Doesn't the secretary work with one individual, whereas a clerk-stenographer could be assigned to anybody in the shop?

Miss THOMPSON. Yes, I think you can make that difference.

Senator BYRD. Then why do your budget sheets show a variation between the two positions? If we are going to talk about oranges, let's talk about oranges and let's don't talk about apples. Who is responsible for these budget sheets that we get here?

Miss THOMPSON. All of us, Mr. Chairman.

NEED FOR MORE CAREFUL BUDGET PREPARATION

Senator BYRD. Now this may appear to be a minor thing, but there are other areas in which I find this in this budget. Mr. Rosin, what do you have to say about that?

Mr. ROSIN. It is a somewhat difficult problem.

Senator BYRD. Pardon?

Mr. ROSIN. I say it becomes a difficult problem. I guess we should have caught it and didn't. The budget preparation, of course, stems from throughout the entire organization, and with the difficulty we have had with some of the support positions, some of these errors do creep in. I think this is totally an error from my viewpoint.

Senator BYRD. What do you want to do, Miss Thompson, do you want to go on for a little while and then recess or do you want to recess now?

Miss THOMPSON. Whatever is most convenient for you, Mr. Chairman. We drank a glass of milk before we came up.

Senator BYRD. We will go a little while.

PLANNING FINANCE AND MANAGEMENT SERVICES

The next activity relates to planning finance and management services. The House allowed $52,308 of the $188,912 increase requested over the 1968 base of $530,507. No funds were provided for the 25 additional positions requested, namely, two in the office of budget officer, three in the Management Analysis Division, one in the Personnel Division, four in the program planning and research, 12 in

the Data Systems Division and three in the Administrative Division. Could we have a brief explanation on the need for the 25 additional positions.

Miss THOMPSON. This is in the controller's area. All of these positions relate to management in one form or another. The 25 positions were an attempt to strengthen all of the management areas so that we can do a more competent job in evaluating our programs, in management techniques, in our recordkeeping, in our research studies, in collecting information for reporting to HEW.

LACK OF SUPPORT POSITIONS

What has happened, as our programs have increased, and they have increased considerably during the past couple of years, our support positions have not kept pace. We have attempted in the last 3 or 4 years to increase our capability in data systems. We haven't had the staff to automate much of our reporting. If we could automate, we would speed up reporting and reduce the amount of hand counting and manpower that it takes to make the numerous reports we must make. This request was an attempt to improve the efficiency and effectiveness of the Department. The request spreads through all of the management, accounting, and budgeting functions, but all of them falling into the controller's area.

Senator BYRD. Do they all come under you, Mr. Rosin?

Mr. ROSIN. This entire area, Mr. Chairman, is one that has been fraught with difficulty. I have found it very difficult ever since I have been with the Department to corral enough staff to follow through, correct, and install improvements that in some cases we have developed and that are on the shelf and cannot be implemented.

VACANCIES

Senator BYRD. Let's stop right there a moment. How many vacancies do you now have under your jurisdiction?

Mr. ROSIN. Three I believe, Mr. Chairman.

Senator BYRD. Out of how many positions?

Mr. ROSIN. There is a total of eight out of 73.

Senator BYRD. Eight?

Mr. ROSIN. Five happen to be in the control of eligibility determination area which is assigned to the Deputy Director.

Senator BYRD. So you have a total of eight vacancies.

Mr. ROSIN. Yes.

Senator BYRD. Out of how many?

Mr. ROSIN. Out of 73, which includes the control of eligibility determination unit which has 17 in it.

IMPLEMENTING IMPROVEMENTS

Senator BYRD. Now when you speak of implementing improvements that have been put on the shelf, what are you talking about?

Mr. ROSIN. We completed a survey in one area of installing a control system on the movement of the documents that put people, recipients, on the payroll and remove them.

Senator BYRD. Tell me about this again, will you.

Mr. ROSIN. This would accomplish for management a review of various stages where some of these papers have piled up because of workload, and the inability to handle them. This has been a serious problem ever since I have been with the Department. It just is impossible, Mr. Chairman, with the staff we have, in some of these fields to follow through.

Senator BYRD. Let's talk about this one field you mentioned there a moment ago.

Mr. ROSIN. This is the control of documentations moving from the Public Assistance Division to the payroll and also the documentation between the various units of operation, like OIC. I think it would put management in a better position to review and follow through and get the job done.

HANDLING DOCUMENTS

A good illustration I believe is the last year's discussion relative to OIC reports, where I feel we have made improvement, in spite of this lack of an overall control device that is used in industry to move things along on schedule.

Senator BYRD. Be specific as to this one thing you are talking about.

Mr. ROSIN. In order to be more specific, I would like to file a report.

Senator BYRD. No, I don't want any report. You are talking to a layman here. Tell it to me in language I can understand.

Mr. ROSIN. Well, the creation of the P–3's or P–4's which are instruments used in the Public Assistance Division to qualify a case for payment. It moves from the Public Assistance Division to the unit clerk to the beneficiaries payment unit in the field office administrative group. From there is goes to the Audit Division of the District of Columbia Finance Office. It comes back and goes to the District of Columbia Finance Office for payment, and the recordation goes into our data system to produce the payroll. This is part of a plan to move these documents under a controlled situation to keep them on schedule, which is comparable somewhat to running orders through a manufacturing plant or through a mail-order house.

Senator BYRD. You referred to a bottleneck that was discussed last year. Would you elaborate.

Mr. ROSIN. I am thinking about the reports that are open on OIC, between OIC and PAD.

Senator BYRD. What about those reports?

Mr. ROSIN. The delay in getting them returned and checked out and handled.

BACKLOG OF REPORTS

Senator BYRD. What is the status of this situation now? What kind of a backlog is there?

Mr. ROSIN. I believe all the old reports have been cleaned up but I don't know whether the total number has been reduced.

Miss THOMPSON. Mr. Chairman, we have cleared up all of the reports for fiscal years 1963, 1964, and 1965. We are current to fiscal year 1966.

Senator BYRD. Up to fiscal year 1966?

Miss THOMPSON. That is correct.

Senator BYRD. Now what reports are we talking about here, Miss Thompson?

Miss THOMPSON. These were the reports discussed last year where there was a delay between the OIC report and the closing of the case by the case worker.

Senator BYRD. Yes, and you mean you are only through 1965.

Miss THOMPSON. Well, I don't mean that all of the cases in 1966 are still open. What I am saying is we have not cleared up all the backlog in fiscal year 1966, but we have cleared up the fiscal years 1963, 1964, and 1965 backlog.

Senator BYRD. Are you saying that there is a backlog in 1966 of cases on which information has been supplied by OIC which would indicate that the recipients are ineligible?

REASONS FOR UNDECIDED CASES

Miss THOMPSON. One of the things that we found out in going back and looking at these old cases was the ones where no decision had been made were principally those where there is a difference of opinion between the recommendation of OIC and the information that the PAD worker has.

The situation has changed since the OIC report was made, and these reports which require OIC and PAD to get together and make a final decision, all of these have not been cleared up through 1966.

We started with the oldest cases in the backlog, and I believe last year when we testified, there were around 400 of those. Those have all been cleaned up.

Senator BYRD. What you are saying here is that there is a backlog which has accumulated over 2 full fiscal years, fiscal year 1966 and virtually all of 1967.

Miss THOMPSON. Yes, but this does not begin to represent all the cases.

Senator BYRD. Oh, no.

Miss THOMPSON. Many routine cases can be cleared up through an exchange of information, but there is still a backlog for 1966.

Senator BYRD. Yes, there is a backlog of cases which go back to the beginning of fiscal year 1966, which is almost 2 years ago.

Miss THOMPSON. That is right.

Senator BYRD. Cases in which the facts as presented by OIC have not been checked out and a decision rendered thereon by PAD.

Miss THOMPSON. That is correct. Now one thing when we made this study—we had our management staff making this study—one thing we found out was that in the backlogged cases there is a difference of opinion, which has not been resolved. In some cases it is just a delay because certain information is needed which hasn't been secured. There are many reasons for the delay. It is going to take awhile to clear this up. But what we are attempting to do is to streamline the process so that it doesn't take as long to exchange information back and forth, and to resolve the ultimate outcome when there is a difference of opinion between the OIC staff and the PAD staff on information available.

Senator BYRD. Of course, the situation can change in a period of 2 years.

Miss THOMPSON. Yes, that is true.

Senator BYRD. Doesn't this mean, Mr. Rosin, that there could be a lot of overpayments involved here?

Mr. ROSIN. Well, as I understand it——

Senator BYRD. Some of these cases, as I understand it, could very well have been lopped off a year and a half ago.

PAYMENTS DISCONTINUED

Mr. ROSIN. Well, in most cases I believe this is true. Mr. Russo, the payment is stopped, isn't that right?

Mr. RUSSO. Yes, Mr. Rosin.

Senator BYRD. You don't stop a payment before a final decision has been made on the eligibility of that recipient do you?

Miss THOMPSON. Yes, we do.

Senator BYRD. You do.

Miss THOMPSON. Yes, sir.

Senator BYRD. So these people have been off for 2 years.

Miss THOMPSON. Some of them could have been.

Do you have that broken down that way, Mr. Galvin, in your your material?

Mr. GALVIN. I could give it to you in individual reports.

Miss THOMPSON. It doesn't mean that a case is still active as far as money is concerned while a decision is being made. It just means that this case has not been closed, but the money payments could have been stopped much earlier.

Senator BYRD. Mr. Galvin, do you have anything on this?

Mr. GALVIN. In discussing the reports that are still outstanding or that were outstanding as of our last report——

DISPOSITION OF CASES REMOVED FROM ROLLS

Senator BYRD. In the meantime what about cases that the OIC determines should be removed from the caseload? How long is it before the decisions are made by the PAD? These decisions are actually made by social workers, not by OIC.

Miss THOMPSON. That is right.

Senator BYRD. The social workers make the decisions based on the information provided to them by OIC.

Miss THOMPSON. That is correct.

Senator BYRD. Now what happens while a decision is pending?

Miss THOMPSON. Well, in some cases the decision can be made right away.

Senator BYRD. Yes.

Miss THOMPSON. As soon as the report gets back. If there is a difference in the information that the caseworker has and the information that was secured by the investigator, then the two groups have to get together through their supervisors, and it may even go as far as Mr. Galvin and Mr. Gray.

Senator BYRD. Yes, but what happens——

Miss THOMPSON. To make a final decision.

Senator BYRD. What happens to the recipient while this is going on?

Miss THOMPSON. It depends on the facts. In some cases, the money payment is cut off while this decision is being made. In others if the caseworker feels that the burden of proof means that this person

still is in need, then the money payment may continue until this decision is made.

Senator BYRD. Well now, the social worker in all instances makes that decision.

Miss THOMPSON. That is correct.

CASES STILL OUTSTANDING

Senator BYRD. What is the nature of that backlog of cases on which the people at OIC have presented information which would indicate ineligibility, and upon which the social worker has not yet made a decision, and the recipient is continuing to receive his check?

Miss THOMPSON. Mr. Galvin, do you have that statistic?

Mr. GALVIN. Yes in our last reports on Intake Review cases only, there were 418 outstanding reports.

Miss THOMPSON. And how many of those, Mr. Galvin, were still receiving money payments?

Mr. GALVIN. We don't have the breakdown as to those still receiving money payments.

Senator BYRD. Who could supply that?

Miss THOMPSON. Do you have that, Mr. Russo?

Mr. RUSSO. Yes. I can shed some light on these questions if I may.

Senator BYRD. Can you shed light on that one question?

Mr. RUSSO. Yes, sir.

Senator BYRD. How many are still receiving money payments?

OUTSTANDING REPLIES

Mr. RUSSO. Well, not on that specific question. I have data, Mr. Chairman, which is based on a survey that the Public Assistant Division Chief made as of October 4, 1966, of all the outstanding replies to OIC reports that were pending at that time. There were a total of 923 outstanding replies to various kinds of OIC reports as of October 4, 1966. Of those 923 outstanding replies, assistance was being continued in 361 of those cases. The money payment had been terminated, sir, in 403 of those cases. And in 159 of those cases the money payment had been terminated and the case had been closed. But in these total cases, the workers' replies to these 923 reports were still outstanding.

Senator BYRD. What time frame are you talking about here?

Mr. RUSSO. I am talking about all of the outstanding replies to these 923 OIC reports of all kinds as of October 4, 1966.

Senator BYRD. How many of the 403 are still receiving money payments? That is a subsequent time frame, isn't it?

Mr. RUSSO. If I remember Mr. Galvin's statement, he is referring to the status of the reports as of December 1966?

Mr. GALVIN. This refers to an intake report of December 31, 1966, in this particular case.

Senator BYRD. Now when you say "intake," "it refers only to intake," what do you mean Mr. Galvin? Is there something over and beyond this?

Mr. GALVIN. The total outstanding is 1,270.

Senator BYRD. Now what do you mean——

Mr. GALVIN. Of this 1,270, 105 were for the fiscal years 1963, 1964 and 1965. Since these reports were written, the outstanding 105 have been cleaned up by a committee that was established by Miss Thompson.

Senator BYRD. Now, Mr. Galvin, just sum up in a sentence or two what are we talking about?

SUMMATION OF DISCUSSION

Mr. GALVIN. We are talking about all of the outstanding OIC investigation reports that were sent to PAD prior to the date of the overall report that we are now talking about. Awaiting PAD answers were 1,270 OIC reports as of the time of these four reports.

Senator BYRD. What time frame is this? You say prior to the report that we are now talking about?

Mr. GALVIN. Intake was as of December 31, 1966, audit was as of February 28.

Senator BYRD. This year?

Mr. GALVIN. This year; yes. Complaint review was as of February 1, and location review was as of March 31.

Senator BYRD. And the 1,270 cases are broken down into these four categories.

Mr. GALVIN. Yes.

Senator BYRD. Intake, complaint, audit review, and what was the other?

Mr. GALVIN. Locations.

Senator BYRD. 1,270 cases, on which your people have produced information but on which PAD has not acted; is that correct, Mr. Russo?

Mr. RUSSO. No, sir; that is not correct. These are outstanding replies. The worker has not sent the reply forward to the Department's Office of Investigations and Collections. This does not mean that the workers have not acted on these reports.

Senator BYRD. I see.

ACTION ON MAJORITY OF CASES

Mr. RUSSO. As I cited, on the basis of the study we made of these 923 outstanding replies as of October 4, 1966, in about 40 percent of those outstanding replies the workers had terminated the money payments and had not gotten around, for whatever the reasons, to submitting a reply on these 403 cases to OIC, notifying OIC that on these reports, the money payment had been terminated.

Senator BYRD. I see. Mr. Galvin hasn't been informed. He hasn't gotten his feedback on the 1,200 cases.

Mr. RUSSO. That is right.

CASES NOT ACTED ON

Senator BYRD. Now of the 1,270 cases, how many have not been acted upon by the worker?

Mr. RUSSO. I could not answer that question, Mr. Chairman, except to say that if I were to project, and I am reluctant to do this, to this outstanding group of 1,200-and-some-odd reports as of December

1966, if I were to project the statistics that we have from our survey of the outstanding reports as of October 4, I would say that about one-third of those 1,200 cases, the workers have not taken any action on at all, and on about 40 percent of those cases, the workers did terminate the money payment.

Senator BYRD. So that would be something like 400 that the workers would not have acted upon at all.

Mr. RUSSO. If we can say that this is a valid projection.

Senator BYRD. Yes.

Mr. RUSSO. And I would be reluctant about saying this.

QUESTION OF INELIGIBILITY AND OVERPAYMENT

Senator BYRD. Would that mean that some of the recipients are really getting overpayments?

Mr. RUSSO. It would mean unquestionably that if the worker has not acted on the report, if by the time that she acts on the report she concludes that the facts and findings in the report establish ineligibility, it would mean in many cases that going back to the receipt of the report covered by the delay we have a question of ineligibility and therefore an overpayment.

Senator BYRD. Not only going back to the receipt of the report.

Mr. RUSSO. And in some cases prior to it, depending upon what the facts and findings are.

Senator BYRD. Yes.

Mr. RUSSO. But if I may, Mr. Chairman, we have rather obliquely referred, I believe Miss Thompson did and so did Mr. Rosin to the fact, I think Mr. Galvin also did to the fact that following our hearings before your committee last year when this question was discussed——

Senator BYRD. I believe this question was discussed the year before last.

Mr. RUSSO. Yes.

Senator BYRD. My memory may be wrong.

Mr. RUSSO. That is right.

Senator BYRD. I think this is at least the third year we have talked about this bottleneck.

STUDY ON REMEDYING REPORT DELAYS

Mr. RUSSO. Right, but Miss Thompson's predecessor and Miss Thompson herself, based on our discussion of this problem during our appearance before your committee last year, were both very much concerned about this problem, and in February of this year, after rather extensive preparation for this, the Director appointed a study team consisting of Mr. Rosin's management specialist, Mr. Scott, as chairman, consisting of Mr. Galvin, Mr. Willing, who is the Department's quality control and evaluation officer, and my special assistant, Dr. Kavanaugh, with the charge that this study team thoroughly study all of the aspects and ramifications of this problem, and come up with firm recommendations as to how we can establish procedures leading to a more timely submission by social workers of replies to

OIC reports. This study team has been working rather intensively since February, and is still working. It is a very complex problem.

MEMBERS OF STUDY TEAM

Senator BYRD. Now again the members of that team are?

Mr. RUSSO. The chairman, sir, is Mr. Charles Scott, the management specialist in Mr. Rosin's office; Mr. Galvin; Dr. John Kavanaugh, my special assistant; and Mr. Franklin Willing, quality control and evaluation officer; and Mrs. Viola Lee, deputy chief of the public assistance division.

Senator BYRD. Is Mr. Scott here?

Mr. SCOTT. Yes, sir.

ACTIVITIES OF STUDY TEAM

Senator BYRD. Mr. Scott, tell us about the activities of the study team thus far and what your opinions are of this problem.

Mr. SCOTT. In February of this year the team got together and discussed the problem as it seemed from the eyes of the social worker and the eyes of a management specialist and the eyes of an investigator.

We have three different distinct views. The problem of what is to be done, who is to do it, and how it is to be done to the satisfaction of these three types becomes a little complicated.

As chairman of this team, I proposed to the group that we would do what is known as a flow chart examination of each of the preparation processes of all OIC reports, starting with the creation of the report in Mr. Galvin's office, taking it through PAD through its various steps, and then back to Mr. Galvin. I am quite sure you are aware of the fact that is a long drawn out process, as we could only meet at the convenience of the people involved, all of which were very busily engaged in various other duties of staff. Mr. Galvin, Miss Lee, of course myself had some other special studies for our various supervisors as well as the Director on occasion. So we have given this particular problem considerable time, and in examining the processing of this documentation it was found that there has been some laxity within the PAD system. And then there has been considerable control of documentation in the OIC activity. What specific things that should be done at this moment, to improve this to the degree that the preparation and processing of all these different types of OIC reports, will require some further examination and agreement of the principles involved as to the processing steps.

I left the team with a thought for consideration as to the development of the steps and the procedures that are detailed and employed in each area for consideration after the completion of this hearing.

Up to the point of the last meeting we spent about 3 or 4 weeks clearing up and reconciling the 1963, 1964, and 1965 reports that were outstanding. There were 105. Mr. Galvin's staff and Mr. Russo's staff did an admirable job in getting these old reports out. It is quite time consuming to review, to examine, and to get these reports out, because of the individual histories involved in each case and the individual examination required.

At first I thought it was going to be a rather simple job, but as I got into it, I find it is not simple, and it does require a little more time to do it properly.

CASES NOT YET REPORTED

Senator BYRD. Now Mr. Russo, can you let us know after lunch how many of these are still receiving money payments? You projected a little earlier on the basis of other findings, but now can you get this information while we are out for lunch?

Mr. RUSSO. This would take considerable time, Mr. Chairman. It would mean that we would have to go back to December of 1966. Mr. Galvin would need to furnish to the public assistance division the case numbers on each of these 1,200 reports.

Senator BYRD. Why does he have to do that?

Mr. RUSSO. Well, he maintains the records, sir.

Senator BYRD. I know he does, but those other people should also keep records at the other end.

Mr. RUSSO. Yes.

Senator BYRD. Why don't they know? Why don't they know how many cases they haven't already reported back on?

Mr. RUSSO. Sometimes, sir, this is one of our problems, that Mr. Scott's team is working on, the need to——

Senator BYRD. Mr. Galvin has already told us how many cases he hasn't had reports back on.

Mr. RUSSO. But there are times, Mr. Chairman, when the records of outstanding replies to OIC reports which are maintained in the public assistance division are at variance with the records that the office of investigations and collections maintains. This is one of the problems that this review team is addressing itself to, to reconcile this problem so that both records will constantly jibe.

QUESTION OF VARIANCE IN NUMBER

Senator BYRD. But there shouldn't be any at variance problem with regard to the number of cases that these workers haven't actually made a decision on.

Mr. RUSSO. I agree, sir, there should not be. There should not be. We can furnish this information, Mr. Chairman, but as I say, it will take a considerable amount of time.

Senator BYRD. Well, let's try during lunch. Now somebody down there ought to know. Mr. Rosin, why doesn't someone know in PAD how many cases there are that have been sent over by OIC upon which no decisions have yet been rendered by the social worker?

Mr. ROSIN. I agree, we don't.

Senator BYRD. They don't.

Mr. ROSIN. We should, but we don't.

Senator BYRD. How do you know they don't? When did you ask them? When did you last ask?

Mr. ROSIN. Could we check on that, Mr. Scott?

Mr. SCOTT. I have asked the question, Mr. Chairman. I regret to say that I haven't gotten the answer, because of the system that is employed at the present. The records are not being kept to meet this requirement. It hasn't been asked, but it is part of one of the items of the agenda of this study team that is to be resolved and a complete and accurate account of the total system.

CONTINUING PAYMENT TO DOUBTFUL CASES

Senator BYRD. On the basis of Mr. Russo's projection, you have got 400 cases here, it may be less, it may be more. But am I correct in believing that these cases involve recipients who are now on the rolls receiving welfare checks and have been receiving checks going back over a period of some years, whose eligibility has been seriously questioned by OIC, and who may indeed be ineligible on the basis of the regulations and policies governing eligibility now, but which cases just simply haven't received the attention of social workers?

Miss THOMPSON. Mr. Chairman, let me just do a little interpreting here. I think in our study of these cases, and I didn't read them all——

Senator BYRD. Wait a minute, let me interrupt. Yes or no, am I right on that?

Miss THOMPSON. Well, not completely.

Senator BYRD. But am I right partially?

Miss THOMPSON. Partially.

Senator BYRD. Are there some such cases?

Miss THOMPSON. Yes, sir.

TYPE OF CASES UNSETTLED

Senator BYRD. I know that the social workers wouldn't agree with OIC on all of these, but are there some such cases here?

Miss THOMPSON. Yes, I am sure there are some. The point I am making is, where there is clear ineligibility, they terminate the case. There is no problem. The cases that we find that get put back in the basket and no action is taken is where there is real disagreement.

Senator BYRD. Oh, of course.

Miss THOMPSON. On the cases.

Senator BYRD. Yes.

Miss THOMPSON. So the disputed cases would be right on the fence if you use certain information, you can say they are ineligible. If you use other information, you can say they are eligible. They are not the simplest and easiest cases to make a decision on.

Senator BYRD. No question about that.

Miss THOMPSON. So all I am saying is I don't think you would find as many ineligibles or as many overpayments among the backlog. You would find a certain percentage, yes.

Senator BYRD. Well, I said you might find more, you might find less.

Miss THOMPSON. Yes.

Senator BYRD. This was just Mr. Russo's projection.

Miss THOMPSON. That is correct.

REASON FOR INELIGIBLES RECEIVING PAYMENTS

Senator BYRD. But you are admitting that there are ineligibles receiving welfare checks.

Miss THOMPSON. Yes.

Senator BYRD. Simply because a social worker has not gotten around to making a decision on the facts that have been supplied by OIC.

Miss THOMPSON. Yes.

Senator BYRD. And that some of these go back over how long a period, Mr. Russo, Mr. Galvin—either of you?

Mr. GALVIN. As of the time of the report it went back to 1963. As of today it only goes back to January 1, 1966.

Senator BYRD. So they go back 2 years. Then would you agree that there could be a very considerable amount of overpayments involved here?

Miss THOMPSON. There would be some overpayments, yes, sir.

POLICY REGARDING OVERPAYMENTS

Senator BYRD. And what is the policy now regarding overpayments? Are you allowed to deduct these from the grant?

Miss THOMPSON. At the present time.

Senator BYRD. You are?

Miss THOMPSON. Yes.

Senator BYRD. Is there going to be any change in this policy?

Miss THOMPSON. There is a proposal from HEW, that where the overpayment was due to agency error, that they cannot be collected.

Senator BYRD. In other words, just forget about it.

Miss THOMPSON. Sir?

Senator BYRD. Just forget about it. So the agency error could include the time that elapsed as a result of the social worker's not getting around to attending to the file; is that correct? Would this be the type of overpayment in your judgment?

CASES' FUNDS COLLECTABLE AND UNCOLLECTABLE

Miss THOMPSON. Well, yes you could say that. What I was saying, the way the policy from HEW reads would be if the agency made an error in computation, then of course it is an agency error. If the client did not reveal all information this is a client error, which of course, can be collected.

Senator BYRD. Yes.

Miss THOMPSON. Where there is outright fraud. But if the cases aren't current, this could be interpreted as agency error.

Senator BYRD. Yes; if the agency hasn't taken action to close cases that are found to be ineligible, do you think this would be an agency error, Mr. Russo?

Miss THOMPSON. I think we can collect those.

HANDBOOK RELEASE NO. 120

Mr. RUSSO. Mr. Chairman, I think we need to make the record clear. On the recent HEW regulation that the Director just referred to, this is HEW Handbook Release No. 120, which says rather cryptically and on the surface innocuously——

Senator BYRD. What is the last word?

Mr. RUSSO. On the surface rather innocuously, that, with regard to overpayments, State welfare departments shall not recover overpayments, if the overpayment was caused as a result of income or resources not revealed by the recipient, if such income and resources which led to the overpayment are no longer available to the recipient, then the agency shall not recover those nonagency error overpayments.

Handbook Release No. 120, as the Director explained, also says that

in the instance of what we call, Mr. Chairman, agency error overpayments—overpayments that have occurred as a result of failure to act on the part of the caseworker, this new handbook says that no agency error overpayments shall be recovered.

The Director has submitted a letter to the appropriate HEW officials. I don't believe you have had a reply to it, have you, Miss Thompson?

Miss THOMPSON. No, we have not.

Mr. RUSSO. Asking for clarification, amplification, and also pointing out that these new requirements are in collision with the statutory requirements on the recovery of overpayments which we must observe as reflected in the Public Assistance Act of 1962.

POLICY OF IGNORING OVERPAYMENTS

Senator BYRD. What HEW is really moving around to is just forgetting about all overpayments.

Miss THOMPSON. Moving in that direction.

Senator BYRD. They are moving in that direction.

Mr. RUSSO. If I might say, sir, the basic premise I feel is that——

Senator BYRD. Do you think this might be a good policy to extend to Internal Revenue errors? If the agency makes an error, the agency should just forget it and let the taxpayer retain his windfall?

Miss THOMPSON. They never tell you if they make an error. It is all on the part of the person who submits the report, you know. If you make an error, it is collectible.

Senator BYRD. Wouldn't it be logical to extend the same policy to agency errors by Internal Revenue Service as is being pushed by HEW anent agency errors by PAD?

Miss THOMPSON. Absolutely. I would like that.

QUESTION OF FAILURE TO IMPROVE MANAGEMENT

Senator BYRD. Now Mr. Rosin, we have been talking about this for 2 years. We will say this is the second year. Maybe we didn't talk about it the year before last. Why hasn't something more been done about it?

You are the Controller and you were going to sharpen up the management policies in the Department and make it more effective, more efficient and streamline it. This is not a new problem. We have heard about this and talked about it now for 2 or 3 years. Now why hasn't something been effectively done about it? Why aren't you able to come up here and say today you have got it all worked out?

Mr. ROSIN. It is physically impossible with the amount of staff.

Senator BYRD. Do you think Secretary McNamara would take that for an answer?

Mr. ROSIN. No, I don't.

Senator BYRD. Do you think he would go along with this answer?

Mr. ROSIN. I would say, "No."

Senator BYRD. I won't either. I don't think it is physically impossible. I haven't found many thing to be physically impossible. In the administration of welfare programs I have had no experience, but if this is physically impossible, what can we expect of this gigantic Defense Department, in view of all the money it spends, all the programs it administers, all the men it supervises? If this little thing has been

impossible for you to master in these 2 or 3 three years, we had better just give up.

Well, we will probably be another 3 weeks or a month before we mark up this bill. We can't do any work on it next week because of the Dodd debate. We also want to see what the Revenue bill provides before we act.

Demand for Development Plan

Now when we get ready to mark up this bill, Mr. Rosin, you tell us what you are going to do about this. I am tired of fooling with it. I have talked about it now for 2 or 3 years, and the stage of kidding has long passed. Now you get your people busy, and let us know what you are going to do about this. We are going to have you back to get your answer, and if you don't have it, we will just wait a while longer until you do have it. We are going to get the answer this time. We didn't pass this bill last year until October.

I want to pass it this year by July 15 if possible. I would like to get it in the President's hands by that time. We could have had it there sooner, but I want this additional revenue because we want additional teachers and additional school buildings. But we are going to wait on you.

Mr. Rosin. Mr. Chairman, with that I would like to tell you what I need.

Senator Byrd. You have got the things you need. You just use them. You might need to spend a little more money on your overtime. Tell us what you are going to do to break this bottleneck. I'll bet you could tell us by Monday if you really put all the energies of your people down there on this.

Miss Thompson, you can do this, can't you?

Miss Thompson. We will try.

Senator Byrd. Mr. Duncan, this can be done, can't it?

Mr. Duncan. Yes, I believe so.

Senator Byrd. Let me ask you, Mr. Galvin, is this an impossible task?

Mr. Galvin. I don't think so, sir.

Senator Byrd. I don't want to be unnecessarily difficult, but I think I am asking for the possible here, and if I am, we ought to get it. If this were the first year, it would be a different thing. The taxpayers' money is involved here.

WTOC Program

Let me ask a few questions on another subject at this point, and then we will recess for lunch. When did the WTOC program begin?

Miss Thompson. In October of 1965.

Senator Byrd. How many cases were opened and closed by month for fiscal year 1966 and 1967 in WTOC, beginning at the beginning?

Miss Thompson. Do you want me to read these off to you, sir?

Senator Byrd. Do you have a table there?

Miss Thompson. Yes.

Senator Byrd. Would you let me have that, please.

Miss Thompson. Yes.

Senator Byrd. I see your footnote says "Cases reinstated not included." Why is this?

Miss THOMPSON. They went off and then they came back again, so that it balanced our statistics. We didn't take them off and we didn't reenter them. The table represents new cases.

Senator BYRD. We will come back to that. How many applications were received, approved and disapproved by month from the inception of WTOC?

Miss THOMPSON. We have that on a table too. Would you like us to submit that?

Senator BYRD. Yes, ma'am, if you will please. What were the reasons for disapproving applications?

Miss THOMPSON. From October 1965 to April 1967, 258 were refused because their employment or earnings were too great. We didn't feel they were needy cases; 127 was because they failed to meet eligibility requirements. There was no head of household. The largest number was for abandonment of application. That was 1,616.

Senator BYRD. Will you let us have that table, please.

Miss THOMPSON. Yes.

REASONS FOR CLOSING OUT APPLICATIONS

Senator BYRD. All right, what were the reasons for closing, what shall I say, the applications or the cases?

Miss THOMPSON. Yes. Well, the largest reason was for excessive absence, 167 were closed for this reason. The next largest was voluntary withdrawal, 60. The next would be medically infeasible for training, 43.

We have this table too if you would like to have it.

Senator BYRD. Yes, ma'am, I would like that one if you please. Does this indicate that out of 765 cases, over half of them were terminated? Training was not completed?

Miss THOMPSON. That is correct. That is half of the cases closed.

Senator BYRD. Yes. Well, less than half completed their training.

Miss THOMPSON. That is correct.

EMPLOYMENT ON COMPLETION OF TRAINING

Senator BYRD. By sex, how many persons were employed upon completion of training?

Miss THOMPSON. A total of 555 were employed upon completion of training. I don't have that broken down by sex. The trainees run about two-thirds female against one-third male.

Senator BYRD. How many have completed their training?

Miss THOMPSON. 555 as of the end of April. These not only completed training but were employed.

Senator BYRD. How many have completed training?

Miss THOMPSON. 555 have completed training and are employed.

Senator BYRD. And are employed?

Miss THOMPSON. Yes, sir.

Senator BYRD. How many have completed training over and above that?

Miss THOMPSON. That includes all of them.

Senator BYRD. And they are all employed.

Miss THOMPSON. Yes, that is correct.

Senator BYRD. All who have completed training.

Miss THOMPSON. All of them that completed training.

Senator BYRD. How many are still in training?

Miss THOMPSON. As of April 30, 1967, 869.

Senator BYRD. How many were expelled or dropped out?

Miss THOMPSON. As of April 1967, 382. I think your chart reads the end of December.

Senator BYRD. 1966, that is right.

Miss THOMPSON. That is correct. Now as of April 1967, 382 had dropped out of training.

Senator BYRD. May I have that chart, please.

Miss THOMPSON. Mr. Chairman, let me correct that.

Senator BYRD. Yes, ma'am.

Miss THOMPSON. I noticed you don't have this.

CASES RECEIVING PAYMENT FROM 1965

Senator BYRD. Thank you. How many cases received money payments each month from 1965, and what was the total amount received?

Miss THOMPSON. I can tell you how many cases were opened by month, but I cannot tell you, I don't have the information of exactly how much they received as a grant.

Senator BYRD. You don't have that in any tables there?

Miss THOMPSON. We can supply that. No, we have just the number of cases, but we would have to add to that how much they received as a grant, the dollar value.

Senator BYRD. Can you give us that?

Miss THOMPSON. Yes.

Senator BYRD. Can you get that during the lunch hour?

Miss THOMPSON. Yes.

Senator BYRD. How many cases received money payments each month from 1965?

Miss THOMPSON. All of them received money payments.

Senator BYRD. And what was the total amount received each month?

Miss THOMPSON. We will have to furnish that.

Senator BYRD. And what is this table that you have here?

Mrs. CHAMBERS. You already have that, cases opened and closed, the cases opened during the month, all of them received money payments under this program.

REINSTATEMENTS

Senator BYRD. How many cases were reinstated each month?

Miss THOMPSON. There were a total of 111 as of December 1966.

Senator BYRD. But how many each month going back?

Miss THOMPSON. We will have to furnish that.

Senator BYRD. All right. Let us have this, will you, Miss Thompson.

Miss THOMPSON. Yes, sir.

SUBCOMMITTEE RECESS

Senator BYRD. All right, we will recess until 2:30 p.m., aand we will go back at that time to the planning, financing, and management service.

(Whereupon, at 1:15 p.m., the subcommittee recessed until 2:30 p.m. of the same day.)

(AFTERNOON SESSION, 2:35 O'CLOCK, FRIDAY, JUNE 9, 1967)

DISTRICT OF COLUMBIA

DEPARTMENT OF PUBLIC WELFARE

STATEMENT OF MISS WINIFRED G. THOMPSON, DIRECTOR—Resumed

FEDERALLY FUNDED POSITIONS

Senator BYRD. The subcommittee will resume its hearings. We were discussing the activity which related to planing, finance, and management services, and I believe you had given a brief explanation, Miss Thompson, regarding the need for the additional 25 positions. Now, would you clarify for me the apparent discrepancy regarding the number of positions financed from Federal grants. On page 23–9 it shows 21 positions, and on page 23–11 it shows 27, yet the same amount of money is involved in both instances, $311,953.

Miss THOMPSON. I cannot explain it. We will have to check into it. We have 18 positions connected with Bootstrap, but that doesn't match either number.

Senator BYRD. You have no explanation for that?

Miss THOMPSON. No, sir. We will have to check it and find out.

Senator BYRD. Well, we cannot talk about these additional positions, until we know how many Federal positions are involved. At the moment are you able to tell us whether it is 18, 21 or 27?

Miss THOMPSON. I cannot explain it, Mr. Chairman.

Senator BYRD. Can anyone else explain it? Doesn't anyone know how many positions are financed through Federal grants under this activity? Mr. Rosin, who is supposed to have the answer?

Mr. ROSIN. I don't have the answer, either, Mr. Chairman.

Senator BYRD. Who is supposed to have the answer?

Mrs. CHAMBERS. I am, sir.

Senator BYRD. All right.

Mrs. CHAMBERS. I think it is a part of reorganization as between this and the Office of the Director, but I would like to have a chance to check it out, sir, and see what it is.

Senator BYRD. When did the reorganization take place?

Mrs. CHAMBERS. There was just a slight realinement of functions right at the time this budget was being prepared.

Senator BYRD. Has nobody looked at the budget since that time? When was this budget prepared?

Mrs. CHAMBERS. In about January.

Senator BYRD. This budget wasn't prepared in January, was it?

Mrs. CHAMBERS. The document was; yes, this document.

Senator BYRD. At this point you cannot tell us how many positions are funded from Federal moneys, can you? Would you agree that this is a pertinent question?

Mrs. CHAMBERS. Yes, sir; I would.

Senator BYRD. Would you like for us just to forget about the request for 25 additional positions, inasmuch as you don't know how many you have now financed by Federal moneys?

Mrs. CHAMBERS. I would say that 21 is correct.
Senator BYRD. Would you say?
Mrs. CHAMBERS. Yes.
Senator BYRD. How do you know that it is?
Mrs. CHAMBERS. I haven't had a chance to check it out.
Senator BYRD. How do we know that 21 is? How do we know? Well, we will pass on for the moment. We will have to come back to this. You are requesting, on page 23–12, two additional positions in the Office of Budget Officer. Would you justify these two positions?

ADDITIONAL POSITIONS FOR BUDGET OFFICE

Miss THOMPSON. Yes, sir. We have two positions in our Budget Office at the present time. We have one budget officer and one budget analyst, and with all of the expanded programs and complexity of the new federally financed demonstration projects, the budget work, including accountability and making reports, has increase tremendously. We feel in order to make the numerous reports, and have the data current, that we need to add two positions to the Budget Office.
Senator BYRD. Are these two positions filled now?
Miss THOMPSON. The two that we have; yes, sir.
Senator BYRD. I mean the two that you are requesting?
Miss THOMPSON. No.
Senator BYRD. They are not filled?
Miss THOMPSON. They are new positions.
Senator BYRD. You don't have anyone doing this work now?
Miss THOMPSON. No. We have one budget officer and one budget analyst at the present time.
Senator BYRD. So there is no one in each of these two slots?
Miss THOMPSON. No, sir; not the ones we are requesting.
Senator BYRD. You don't have anyone being paid from Federal moneys in these two positions?
Miss THOMPSON. Yes, we have two; one clerk and one budget analyst.
Senator BYRD. Do you have anybody being paid from Federal funds in these two positions now?
Miss THOMPSON. These two are, yes.
Senator BYRD. So the positions are presently filled?
Miss THOMPSON. Two are paid for by Federal funds; yes, Mr. Chairman.
Senator BYRD. Yes. And is this under the Operation Bootstrap program?
Miss THOMPSON. No.

FUNDING FROM FEDERAL MONEYS

Senator BYRD. All right. Now, why cannot these two be funded from Federal moneys in this next fiscal year?
Miss THOMPSON. We can submit a request for them when we compute our Federal earnings.
Senator BYRD. If these two were to be allowed, you would then have two budget analysts and two clerk-typists, would you not?
Miss THOMPSON. Yes.
Senator BYRD. You don't need that many, do you?
Miss THOMPSON. Yes, we do.

Senator BYRD. You need one of each in addition to the one of each that you already have?

Miss THOMPSON. Yes, sir.

Senator BYRD. Why do you need to double this staff in this area?

Miss THOMPSON. If we had additional manpower in this area, we could review our records—we work too fast and too quickly and are spread too thin—and eliminate errors.

Senator BYRD. What records would you review?

Miss THOMPSON. Our budget record for one, our budget document.

Senator BYRD. Can't you have someone do this on overtime?

Mrs. CHAMBERS. I looked at it many a night between 10 and 1 and that is when I think some of these errors were not picked up, sir, as one gets tired, one is not as sharp.

Senator BYRD. Well, we are not going to fuss about that, but you make a poor case for local funds when you have been able heretofore to get moneys from Federal sources to fill these positions.

DIFFICULTY OF BUDGET PREPARATION

Mrs. CHAMBERS. The budget has increased tremendously.

Senator BYRD. Pardon?

Mrs. CHAMBERS. The total budget in the overall programs in the 3 years that I have been in welfare have really increased.

Senator BYRD. Too much, too much.

Mrs. CHAMBERS. I mean we have gotten so many additional Federal grants, and each one takes special treatment.

Senator BYRD. That is right.

Mrs. CHAMBERS. Each of the requirements is different.

Senator BYRD. That is right, and how do we know what positions are represented by Federal grants when you come up here with a budget sheet that shows 21 positions in one activity funded from Federal moneys, and another budget sheet that shows 27 funded by Federal sources in the same activity?

Mrs. CHAMBERS. Principally Federal grants are funding programs, sir.

Senator BYRD. Pardon?

Mrs. CHAMBERS. Principally the Federal grants are funding programs and they are not increasing the administrative staff.

Senator BYRD. I know, but if you are going to have 20 persons or 30 persons or 50 persons or 100 financed by Federal moneys, this means just so many savings we ought to be able to secure for the District of Columbia. How are we going to know what to appropriate here if we cannot see the full picture as to what your position funding is?

Mrs. CHAMBERS. I am sorry, sir.

Senator BYRD. Well, suppose we lay this one over to another day.

POSITIONS FOR MANAGEMENT ANALYSIS DIVISION

Now, in the Management Analysis Division, you are requesting an increase of three positions. How many of these positions are presently filled?

Miss THOMPSON. There is one from appropriated funds and four that are funded through Bootstrap.

Senator BYRD. So five positions are presently filled?

Miss THOMPSON. That is correct.

Senator BYRD. Now, at what grade?

Miss THOMPSON. The Bootstrap positions are 13's and 12's.

Senator BYRD. I beg your pardon, Miss Thompson?

Miss THOMPSON. The Bootstrap positions are one grade 13, and one grade 12, plus two stenographic positions at grade GS–5 level.

Senator BYRD. Would you repeat those, please?

Miss THOMPSON. One, grade 13, one, grade 12, and two grade GS–5 stenographic positions.

Senator BYRD. Which makes four?

Miss THOMPSON. That is correct.

Senator BYRD. A moment ago you said five.

Miss THOMPSON. Well, the other one is the appropriated position.

Senator BYRD. Oh, I see.

Miss THOMPSON. The position in the budget is a grade GS–14.

Senator BYRD. Yes. You have four that are funded from Federal sources?

Miss THOMPSON. That is correct.

Senator BYRD. Why do you need three more? Do you need three in addition to those four?

Miss THOMPSON. Yes; we do.

Senator BYRD. How many do you you have now funded from District of Columbia moneys; one?

Miss THOMPSON. One.

Senator BYRD. What you are really asking for is seven?

Miss THOMPSON. Altogether.

Senator BYRD. Seven. You want to increase the staff in this area 700 percent. Is that what we are talking about?

FUNDING "BOOTSTRAP" POSITIONS

Miss THOMPSON. As long as we have the Bootstrap positions this is true.

Senator BYRD. You might be able to get them next year.

Miss THOMPSON. One more year would be the last year.

Senator BYRD. One more year?

Miss THOMPSON. I mean if they funded them for one more year.

Senator BYRD. Yes.

Miss THOMPSON. That would be the third year.

Senator BYRD. Now, if the Congress funded these, you would have six additional positions, whereas you have no promise of three of these funded from Operation Bootstrap beyond next year; is that correct?

Miss THOMPSON. That is correct.

Senator BYRD. So you would have six positions and then after next year you would come in and say "Look, we have had seven positions. We have now been cut back to four. We need three more."

Mrs. CHAMBERS. It is four in Bootstrap currently.

Senator BYRD. That is right. So really what is being requested here is eight positions where you now have one?

QUESTION OF ASCERTAINING FEDERAL FUNDING

Miss THOMPSON. If we get these positions in the budget, then we are anticipating that we would lose out in the Federal funding. There-

fore, rather than lose the positions and our Federal funding we would have it in our budget base. This is our plan.

Senator BYRD. Isn't there some way to determine whether or not you will get these additional positions through Federal funding so as to save the District money?

Miss THOMPSON. Well, in the first place they can only be funded for 3 years totally. Whether or not they fund them depends on their appropriation, too. At this particular time they cannot give us any assurance that they can fund them because they still do not know what their budget is going to be. So that it is possible that we could have them from both sources. It is possible we wouldn't have them from either.

Senator BYRD. How long have you been getting by with one, can you tell me?

Mrs. CHAMBERS. We haven't been able to do the appropriate management job which should have been done.

Mr. ROSIN. That is one of our difficulties, Mr. Chairman, that is one of our problems.

Senator BYRD. Did you ask for these last year?

Mr. ROSIN. I think we did. I believe they didn't survive, Mr. Chairman.

Senator BYRD. Did you ask for them the year before last?

Mr. ROSIN. I believe maybe we did.

Senator BYRD. You got them through Operation Bootstrap?

Mr. ROSIN. That is right.

IMPROVEMENT IN MANAGEMENT

Senator BYRD. Can you see any improvement in your management system?

Mr. ROSIN. I would say yes. We have done a little work. We haven't done as much as we would like to. In fact, one of the Bootstrap jobs was just filled within the last week, so you can see that we had difficulty filling the job.

Senator BYRD. Are these positions presently filled, Miss Thompson?

Miss THOMPSON. Four of them are, and the one that is appropriated, so we actually have five positions filled at present, Mr. Chairman.

Senator BYRD. They are all filled?

Miss THOMPSON. Yes, sir.

MANAGEMENT POSITIONS

Senator BYRD. Mr. Scott, would you address your attention to this request for a management analyst, a procedures analyst and clerk-typist?

Mr. SCOTT. Yes, Mr. Chairman. The management analyst position would be used to conduct Department-wide surveys for the purpose of evaluating the effectiveness so we can determine where we can improve the organization. I might add I have been with the organization since last November, and prior to that time this position had not been filled to my knowledge. In the latter part of February, a directives officer was hired and just recently we acquired a young lady that is training to be a procedure analyst and then we acquired another. We have not had what is known as a management staff in the Department, therefore, we have not been able to do the type of internal operational

audit, if you will, or the operations to see just where we are going and how to improve operations.

One of these positions will be used for forms and reports management function of the entire department. All reports, will be examined to determine their usage, design and need. Reports preparation and processing is a very costly time-consuming function.

Senator BYRD. Who is doing this now?

Mr. SCOTT. It isn't being done by the management office. To my knowledge it has been left to the operating chiefs and division heads who desire these reports.

The third position would be converted to a procedures writer position, so we could effect a complete regrouping and realignment of all the Department procedures updating and adding new procedure manuals (a) in needed areas.

WORK OF MANAGEMENT PERSONNEL

Senator BYRD. I read from the justifications:

These positions are needed to establish standards and criteria for recommendation, measuring, and evaluating employee performance and results.

Mr. SCOTT. This, Mr. Chairman, is part of the management survey special assignments. When you perform a management survey or audit you would take a look at what the individual employee is doing in relationship to the functions of the organization or operation, and you examine while you are doing this all of the data that may be required to perform these particular functions. It is a comprehensive exercise and it takes quite a bit of time to explain.

Senator BYRD. These positions will be retained ad infinitum, would they not, once they are funded?

Mr. SCOTT. The length of time the new positions will remain depends on the workload and size of the organization.

Senator BYRD. You do not know the past history of this?

Mr. SCOTT. Not to the detail probably that you may have in mind.

Senator BYRD. Once these positions are allowed, there is never any request from the Department that they be eliminated. Look, these positions are needed to establish standards and criteria. Now, once those standards and criteria are established——

Mr. SCOTT. Well, I didn't write the definition.

Senator BYRD. No, I am not critical of you, but the definition is here, somebody wrote it. Now, these positions are needed to establish standards and criteria. Now, once the standards and criteria have been established, I assume that the positions would no longer be needed?

Mr. SCOTT. No, this is not the intent, Mr. Chairman. These positions will be, as I stated earlier, utilized to provide for the Department the management service that has not been provided before, and as a result of this management service, some of the items that have been discussed heretofore in these hearings would undoubtedly be cleared up because in going through our evaluation process and applying the techniques that go with the process we would indoctrinate the managers in, I hate to use the word, the scientific management process. The agency is more dedicated to providing service to the poor and to the children than it has been in developing sophisticated or even modern management practice and techniques.

I am not saying they don't have some, but they are not as you might say, as far advanced as they could be, and this is why this function is somewhat new. This permanent employee will promote and advance modern management technique in the agency. This is not a job that can be done overnight. It is going to take at least 2 years to indoctrinate some of the personnel we have in the Department to utilize these modern management principles.

INSTALLATION OF INTERNAL MANAGEMENT AND REPORTING

Senator BYRD. They will be responsible to create and install an internal management reporting system?

Mr. SCOTT. That is true, a management information system.

Senator BYRD. They are required to establish controls over records, forms, and reports, and to install systems that will result in simplifying operations and eliminating unnecessary paperwork.

I thought we talked about that 3 or 4 years, Mr. Rosin, simplifying the operations of the Department and eliminating, unnecessary paperwork?

Mr. ROSIN. We did, Mr. Chairman. I think sporadically we have accomplished this, but I think we are trying to get organized so we can do a systematic review of one operating unit after another and come up with better management and direction of the programs.

Senator BYRD. Why hasn't this already been done?

Mr. ROSIN. We haven't had the staff to do it with, Mr. Chairman.

Senator BYRD. How long have you had these four persons that have been funded?

Mr. ROSIN. I would say that we have only had the one job and it was vacant part of the time until Mr. Scott came into it, under appropriated funds, and the other, we just recently filled one about a week or two ago, and the directive management officer that is under here, one of the procedures specialist has been on board I would say about 6 months, maybe a little longer. This is where we have been staffwise.

Senator BYRD. So you haven't had the four Operation Bootstrap men on board long?

Mr. ROSIN. That is right.

Senator BYRD. Why haven't you had them on board before this?

Mr. ROSIN. Just couldn't get them.

Senator BYRD. Did you request them?

Mr. ROSIN. We requested them. First we got the project approved. Then we had to recruit the people. It is just difficult to find them.

INCREASING EFFICIENCY OF DEPARTMENT

Senator BYRD. Mr. Rosin, while we are talking in this vein, what has been done in the last 2 fiscal years to increase the efficiency and the effectiveness of the Welfare Department?

Mr. ROSIN. As I pointed out before, Mr. Chairman, we have touched a lot of areas. I have a report available here.

Senator BYRD. You have been living with this quite a long time. You ought to be able to tell us just right off the top of your head. What has been done? I want to list the accomplishments, one, two, three, four, and so on.

PRECONTROL SYSTEM

Mr. ROSIN. We have completed the study to put in a precontrol system on the number of cases and payroll amounts for all categories of public assistance.

Senator BYRD. You have completed a study to do what?

Mr. ROSIN. A study for establishing a precontrol in the Department on the number of cases and the payroll amount for categories of assistance, so that we more promptly can get a report where this stands, so management can look at it. It has not been implemented as yet.

Senator BYRD. What does this mean, to establish precontrol?

Mr. ROSIN. It means in clearing the approved cases through for payment, we come up with recordation, simply recordation of what the case is and the amount of money, also the ones that come off, so that more promptly at the end of the month we can quote from this control device. It is relatively simple but it requires somebody to keep it and somebody to install it. We can come up with the caseload and amount of money a lot quicker and more accurately in my opinion than we have in the past. That is one of the items.

MANAGEMENT REPORT ON BOARD AND CARE CASELOADS

We have developed and installed a management report on board and care caseoads and payments. This report gives comparative figures against the budget for the month. The report gives the categories of regular foster homes with age subdivisions, special foster homes, regular institutions, and special institutions. This is an on-going report to management. I can submit a copy for the record if you desire, Mr. Chairman.

PURCHASING NEGOTIATED SERVICES CONTRACTS

Another item, we obtained increases in the delegation of authority from the District of Columbia Procurement Office in procurement for purchasing and completing negotiated services contracts so we can speed up the handling for the Department in these areas.

FASTER TELEPHONE SERVICE AT LOWER COST

We worked out a telephone switchboard arrangement at Children's Center which is relocated and connected to all interdepartmental dial systems which creates faster service at a lower cost to the department. We completed the negotiation——

Senator BYRD. What have been the results in lower costs?

Mr. ROSIN. I do not have the cost figures with me as a comparison, Mr. Chairman.

Senator BYRD. But you know that the results have been lower costs?

Mr. ROSIN. Well, I would have to prove that for the record, sir.

Senator BYRD. You a moment ago said they resulted in lower cost and I asked you how much and you said you don't know.

Mr. ROSIN. I don't know.

Senator BYRD. And now you say you would have to prove it for the record?

Mr. ROSIN. I will get the figures.

Senator BYRD. But do you know that there have been lower costs?
Mr. ROSIN. Yes. I don't know how much.
Senator BYRD. All right.

COMPLETION TRASH REMOVAL CONTRACT

Mr. ROSIN. We have completed the trash removal contract of the District of Columbia Welfare Institution which was a subject of previous discussion in the hearing.
Senator BYRD. This is what, trash removal?
Mr. ROSIN. Trash removal which is contracted at a substantial saving to the District government figure that was given for our own removal under District arrangements. The record has something on this. We developed a full-time——
Senator BYRD. Would you say that again, please?
Mr. ROSIN. I am sorry?
Senator BYRD. About the trash removal contract and savings. What did you say about that?
Mr. ROSIN. I will have to look that up also.
Senator BYRD. Why do you have to look it up?
Mr. ROSIN. Because I don't know it offhand.
Senator BYRD. Can you tell me whether or not there have been savings?
Mr. ROSIN. There have been savings. It resulted in a saving.
Senator BYRD. When was this done?
Mr. ROSIN. During the past or near the end of the preceding year.
Senator BYRD. All right.

FULL-TIME MAIL AND MESSENGER SERVICE

Mr. ROSIN. We have developed a full-time mail and messenger service to and from headquarters to all outlying locations, as to service between locations. We discontinued——
Senator BYRD. Have the services been expedited?
Mr. ROSIN. They have. It operates on a schedule performance basis.
Senator BYRD. Have there been any savings in this area?
Mr. ROSIN. Well, I think the savings are indirect in speeding up the flow of paperwork. I don't know whether you can nail it down to any specific items. It would be rather difficult I would say.
Senator BYRD. Have you been able to eliminate any positions as a result of the reduced paperwork?
Mr. ROSIN. I would say rather than saving positions directly we put the service in without asking for additional positions, so we did accomplish that without getting additional appropriated positions. We discontinued a form that was in use in our Department.
Senator BYRD. Only one form.
Mr. ROSIN. Well, this happened to one particular one. The employee leave record area, for all field administrative offices and central offices.
Senator BYRD. What did this result in?
Mr. ROSIN. This was the use of form SF 1137, which is a sort of subcontrol record that was in use that really did not have to be in our opinion. We saved the time that it took to maintain it, too.
Senator BYRD. What was the result of the elimination of this form?

Mr. ROSIN. Less paperwork. It also resulted in dispensing with the necessity of form 12. I haven't got the title here, overtime authorization to the District of Columbia Accounting Office to again save the handling of the paperwork from our office and the District of Columbia Finance Office.

Senator BYRD. Say this again now. What is this form? You have eliminated two forms now?

Mr. ROSIN. Yes, that is right, two forms.

Senator BYRD. And what are they again?

Mr. ROSIN. One is a form known as form 12. This is an overtime authorization form that at one time was being submitted which we discontinued, to the District of Columbia Finance Office for payroll, to substantiate overtime. The other was an employee leave record card.

AUTOMATIC DATA PROCESSING

In the automatic data processing area, we mechanized the preparation of the board and care payrolls, the processing of changes on social security amendments, preparation of payments to day care centers, preparation of caseworkers daily activity reports to the Child Welfare Division, and the preparation of certain statistical information for departmental activities. A satellite telephone service was installed to service the family Children's Service area and part of OIC at the 500 First Street Northwest location. A similar installation has been requested for the operation to be located at the Taylor Street area. This will result in more automatic use of telephones.

Senator BYRD. So you can cut out some of the telephone operators?

Mr. ROSIN. That will relinquish the demand on telephone operators, that is correct.

Senator BYRD. How long have you had this service in operation?

Mr. ROSIN. I would say one of them has been in about a year, about the time the new building was occupied or shortly after.

ELIMINATION OF POSITIONS

Senator BYRD. Have you been able to eliminate any positions?

Mr. ROSIN. We have assigned some of the operators that had to be used for this purpose to other pressing work.

Senator BYRD. Would you like to tell us precisely how many have been assigned and to what work they were assigned?

Mr. ROSIN. I will be glad to for the record. I will submit that.

(The information follows:)

By having a satellite telephone switchboard installed in the new building at 500 First Street, N.W., 6 telephone operator positions were not required to be moved to function at the new location. They were therefore allowed to remain at the Taylor Street complex to serve the operations in 1207, 1230, and 1242 Taylor Street buildings. Since then one GS-4 position has been assigned to a GS-3 Clerk Typist position; one GS-3 was used for a GS-8 Accounting Technician position; and one GS-3 was converted to a GS-2 Office Machine Operator all in the Field Administrative Office, F&CS. The remaining 3 positions will be freed with the completion of the Taylor Street satellite installation about July 1, 1968. Without the telephone mechanization the 1968 Budget would have requested 9 additional positions including the three above and 6 additional operator positions.

EXPEDITING ROUTINE SAFETY AND EMPLOYEE COMPENSATION CLAIMS

Mr. ROSIN. A representative was designated in each field administrative office for the expediting and handling of paperwork and other related matters dealing with safety, and employee compensation payments under the departmental safety program, which is part of the program that the total District government is involved in.

Senator BYRD. Would you say this again?

Mr. ROSIN. We designated a representative at each field administrative office.

Senator BYRD. At each field administrative office?

Mr. ROSIN. That is correct.

Senator BYRD. How many would this be?

Mr. ROSIN. How is that?

Senator BYRD. How many representatives would you have then designated?

Mr. ROSIN. Well, one at each location.

Senator BYRD. And how many would that be?

Mr. ROSIN. Three.

Senator BYRD. So you have designated three representatives?

Mr. ROSIN. That is right.

Senator BYRD. And what do these people do?

Mr. ROSIN. This is just part of an assignment. They are handling, expediting the handling of routine work that deals with safety matters and employee compensation claims under the safety program of the District government. We scheduled quarterly meetings with our field administrative officers in order to coordinate the activities and give assistance to one another under emergent situations. This has been very helpful.

QUARTERLY MEETINGS

Senator BYRD. You have scheduled quarterly meetings with whom?

Mr. ROSIN. Between the field administrative officers in order to discuss our problems more frequently so that we can lend assistance from one location to the other under emergency conditions which has been very good.

Senator BYRD. Have you attended these meetings?

Mr. ROSIN. I have occasionally, yes.

Senator BYRD. Occasionally?

Mr. ROSIN. I cannot attend all of them. I have my field administrative coordinator who always attends them.

Senator BYRD. Where do these meetings take place?

Mr. ROSIN. At the field locations.

Senator BYRD. The field locations?

Mr. ROSIN. Yes.

Senator BYRD. Where are they?

Mr. ROSIN. District of Columbia institution out at Blue Plains, at Children's Center, Laurel, Md., and at 500 First Street, Family and Children's Service area.

AGENDA OF MEETINGS

Senator BYRD. What is discussed at these quarterly meetings?

Mr. ROSIN. We discuss our various operating problems that we have

to deal with in connection with our own program management and the support programs for the regular areas of program operations.

Senator BYRD. How can you do this if you only attend them occasionally?

Mr. ROSIN. Well, I have my field administrative coordinator, the head of my administrative division, attend when I cannot.

Senator BYRD. Who is he?

Mr. ROSIN. That is Mr. John Broderick.

Senator BYRD. How many of such meetings have you attended?

Mr. ROSIN. I would have to check the record.

Senator BYRD. Can you remember attending any?

Mr. ROSIN. I would say in the last year possibly two or three.

Senator BYRD. How many hours a day do you work, Mr. Rosin?

Mr. ROSIN. Twelve, fourteen. I take work home to catch up with my reading material.

Senator BYRD. Do you work Saturdays?

Mr. ROSIN. The staff would, on overtime, too.

Senator BYRD. Do you work Saturdays?

Mr. ROSIN. Occasionally.

Senator BYRD. Occasionally?

Mr. ROSIN. Yes.

FUNCTIONS OF CONTROLLER

Senator BYRD. What are the basic purposes of the controller, Mr. Rosin? As I recall, after very thorough hearings some years ago——

Mr. ROSIN. In 1964.

Senator BYRD. The subcommittee recommended that there be a controller in the Department to streamline the administration of it and improve its efficiency. What are the functions of the controller as you see them in this context?

Mr. ROSIN. I see the functions of the controller as one that not only operates the direct areas that are under his own operation, but an overriding responsibility to obtain better results from the service programs.

Senator BYRD. Now, on that last point, have better results been obtained from the service programs?

Mr. ROSIN. I feel there has been in some degree. It has been disappointing, not getting as much as I think we should get.

Senator BYRD. What better results have been obtained?

Mr. ROSIN. I should say better results if we had more drive by staffs to review these areas as we indicated in the management area, so that we could come up with planned objectives that we could then help them execute. This we have not been able to do, Mr. Chairman.

Senator BYRD. What do you mean by "more drive?" Do the staffs lack drive?

Mr. ROSIN. Well, I think we need more competent staff that we can disperse to do this for us, including myself.

Senator BYRD. What do you mean by saying "including myself"?

Mr. ROSIN. Well, I cannot be at all places at all times and furnish all of the drive myself. It is just physically impossible.

Senator BYRD. Did you complete your list?

Mr. ROSIN. No, I have not. I am only down to about 12; I have got 35 on here.

Senator BYRD. We have got time.

SINGLE DISBURSEMENT FUND FOR OIC

Mr. ROSIN. We established a single fund operation for all disbursements in the Family Children's Service area in the Office of Investigation and Collections.

Senator BYRD. What is this?

Mr. ROSIN. Before then there were several accounts which complicated the accounting. We simplified it, and put it all under one control, and therefore it serves the same purpose with less paper shuffling and some more efficiency.

Senator BYRD. This is in OIC?

Mr. ROSIN. This is also included in OIC.

Senator BYRD. Less paper shuffling?

Mr. ROSIN. That is right.

Senator BYRD. What did you call this innovation?

Mr. ROSIN. A single imprest fund. It is a cash account from where you make emergency payments, small purchases, and other miscellaneous items. The principle was introduced by GAO several years ago.

Senator BYRD. Do the internal auditors look at this fund?

Mr. ROSIN. They do.

Senator BYRD. Have they made any recommendations concerning it?

Mr. ROSIN. They have not. Open shelf files were installed in the registration records units that house case records which makes the records more easily accessible so that they are available more quickly.

Senator BYRD. To whom?

Mr. ROSIN. This is in the FAO Office that services the Child Welfare and Public Assistance Unit. We participated in the National Archives Records Service in connection with their review of the Directors Management System which we are now implementing. We participated in that. That is one I referred to earlier, Mr. Chairman.

NEW ORGANIZATIONAL CODES

We have devised new organizational codes that more readily cost out operations in the Department.

Senator BYRD. What was that again?

Mr. ROSIN. We have devised new organization codes, accounting codes, to more readily cost out operations in the various areas. We have studied and eliminated certain unnecessary steps in the internal requisitioning procedures for the Department, paperwork, again basically in the procurement and contracting areas. We instituted spot check procedures on calculations made in the field administrative office, Family and Children's Services, and thereby eliminated what we considered duplication of work where it was being checked 100 percent. As you know the purpose of making a 100-percent review——

Senator BYRD. Of what?

Mr. ROSIN. Of calculations on payroll documents, purchase orders, and other financial documents. These documents are also checked by the District of Columbia Finance Office, and we felt that 100-percent check there and 100-percent check in our place was a duplication of work and it worked out successfully in not producing errors that might have otherwise gone by through spot checking.

CHANGE IN CANTEEN OPERATION

We changed the canteen operation of the District of Columbia Village from an over-the-counter operation to an operation which consists primarily of vending machines. This reduced the maintenance of an inventory and has decreased the requirements for storage space.

Senator BYRD. Does it eliminate any positions?

CHILD WELFARE MANUAL

Mr. ROSIN. Well, I think in the District of Columbia Village this is primarily handled by residents. We initiated a reorganization and updated and redrafted the Child Welfare Manual. In this connection we got some help and advice also from the National Archives.

Senator BYRD. When was this done?

Mr. ROSIN. This was done, and I believe the manual is just about ready to be published, is that right, Mr. Russo?

Mr. RUSSO. Yes, Mr. Rosin.

GROUP TRAINING PROGRAM

Mr. ROSIN. He is somewhat closer than I am in some respects. There has been group training totaling 58,932 man-hours given to an in-service training for field facilities affecting approximately 1,870 employees of the Department.

Senator BYRD. What was this now that affected 1,800 employees?

Mr. ROSIN. A group training program to help the employees do a better job. This has been handled basically by the Special Assistant for Staff Development.

AUTHORIZED POSITIONS AND VACANCIES

Senator BYRD. How many employees do you have in the Department, Miss Thompson?

Miss THOMPSON. 3,197 authorized positions.

Senator BYRD. And how many are filled?

Miss THOMPSON. As of yesterday, 2,694.

Senator BYRD. 2,694?

Miss THOMPSON. Were filled.

Senator BYRD. 503 vacancies?

Miss THOMPSON. That is right.

Senator BYRD. This is not counting positions——

Miss THOMPSON. Under Federal grants.

Senator BYRD. Under Federal grants?

Miss THOMPSON. Yes.

Senator BYRD. Now, would you state again your last activity?

Mr. ROSIN. I said that affected approximately 1,870 employees of the Department.

Senator BYRD. 1,870 out of 2,694. Explain this in a little more detail.

Mr. ROSIN. Mrs. Queen is here.

Senator BYRD. Yes, Mrs. Queen; would you tell us about this program?

STAFF DEVELOPMENT PROGRAM

Mrs. QUEEN. In the staff development program, both inservice programs and outside and interagency training, that is the Federal Government, and/or universities, the expenses are met through savings in funds. We do not have appropriated funds specifically for training. We have a plan whereby employees in each operation, there must be a plan for orientation, and on-the-job training. Now the figures you are noting there with the discrepancy as to the number of people we had on board in the report is that we have been aware that we have not met some of our needs. For instance, within what might be called the blue-collar trades, and with some of our clerical. We have up to this time mainly emphasized the direct service kind of training, social workers, counselors, nursing assistants. During this fiscal year, however, we have been trying to move forward so that we have some kind of program for all of our employees.

Senator BYRD. What are the results of this training program, Mr. Rosin, by way of savings, by way of effectiveness of efficiency, by whatever way?

Mr. ROSIN. I would feel that the program has done a lot, though the end results have not yet been felt, in being more effective, in that people understand their jobs better and should in the end result really in contributing to a better operation throughout the Department.

I think as far as direct savings, this would be hard to state as to any kind of a dollar figure. Certainly, I felt when I came aboard and I think the whole Department has, that this was a great field where improvement could be generated in our employees. I still think it is one of the areas where we have to keep concentrated effort going to make employees understand their jobs and do better work for us.

Senator BYRD. Do you think this has improved the efficiency of the employees?

Mr. ROSEN. I would have to say "Yes."

Senator BYRD. Do you think they are doing a better job now?

Mr. ROSIN. Yes, but again I have to emphasize we have got a lot of work left to do in this area. One—it is one you have to continuously keep at.

Senator BYRD. And what was your designation for this area of improvement?

Mr. ROSIN. Designation, Mr. Chairman?

Senator BYRD. You had some title to it, I think.

Mr. ROSIN. I said group training.

Senator BYRD. Group training?

Mr. ROSIN. That is correct.

Senator BYRD. Go ahead.

SIMPLIFICATION OF PAD INSTRUCTIONS

Mr. ROSIN. A consolidated handbook on public assistance policy and procedures was issued, thereby eliminating the confusion and difficulty that resulted from separating the subject into two volumes. This is a second phase of simplifying PAD instructions. It was first consolidated into two and then this was further consolidated into one.

Senator BYRD. And that has now been completed?

Mr. ROSIN. That is right.

Senator BYRD. Do the social workers understand the manual better now than they did a few years ago?

Mr. ROSIN. I would hope so. Mr. Russo, do you feel they do now understand it better?

Mr. RUSSO. I certainly feel that the present manual is a vast improvement over the complicated manual that had been previously used, and I must say yes, they do better understand the policies and the procedures that they must follow as reflected in the newly revised manual.

Senator BYRD. Miss Thompson, do you think the workers understand the new manual better than they did the old one?

Miss THOMPSON. Yes, I do.

Senator BYRD. Do they have any problems with the manual now?

Miss THOMPSON. There are still problems in interpretation, yes. This is an area that we are constantly reviewing.

Senator BYRD. All right, go ahead, Mr. Rosin.

POLICIES AND PROCEDURES SUPPLEMENT MANUAL

Mr. ROSIN. In addition there was developed a policies and procedures supplement manual to cover the three new emergency assistance programs, the crisis program, temporary assistance, shelter house operation, and there was also developed and released the first section of the public assistance training handbook which ties in with the training program that Mrs. Queen spearheads.

FOOD STAMP PROGRAM

During the past 2 years we launched and established the food stamp program in which we have also decentralized to five locations for the acceptance of applications in this area. All the records from this program are now issued on an automatic data basis, and I would say it is one of our most successful programs, in having been automated through our electronic systems operation. I think it shows what can be done in some of the other areas, if we can get to them and get the matter worked out.

DICTATING MACHINE AND TRANSCRIBING TRAINING PROGRAM

In connection with some of our WTOC training needs, we developed a dictating machine transcribing training program, taking some of our own trainees in this difficult area of recruitment, and we have quite successfully succeeded in getting them to be qualified to do this type of work for us.

Senator BYRD. What type work is this?

Mr. ROSIN. Dictaphone transcription, transcribing the belts or disks or whatever is used for recording the work that the case workers do in both Child Welfare and PAD.

Senator BYRD. And what is difficult about this?

Mr. ROSIN. This is a very hard to recruit area on the outside; so we have developed a program using some of our own WTOC trainees for development in this area.

Senator BYRD. How many have you developed?

Mr. ROSIN. I think we have developed about 23 to date. It is an area where we have always had a large number of vacancies. You cannot recruit the people for this area.

Senator BYRD. These are dictaphone transcribers?

Mr. ROSIN. That is right.

Senator BYRD. Are you asking for any dictaphone transcribers in this budget anywhere?

Mr. ROSIN. I think a few.

Senator BYRD. Miss Thompson?

Miss THOMPSON. Yes, under PA.

Senator BYRD. Well, we will get to that later, but I recall that you have difficulty recruiting, so you probably have some vacancies?

Mr. ROSIN. We still have some vacancies.

Senator BYRD. And you are asking for more positions?

Miss THOMPSON. We are asking for 11.

Senator BYRD. That is under PAD?

Miss THOMPSON. Yes.

Senator BYRD. Why can't you use some of the WTOC enrolees? They are being trained for this work. Why can't they be put in these positions?

SUPPLEMENTAL TRANSCRIBING CONTRACT

Mr. ROSIN. Mr. Chairman, if I may add this, too. In this area, because of the difficulty of recruitment, we also have a supplemental transcribing contract to help us out, and this is a direction that is very effective in some respect. It is somewhat less expensive because of the ability of the transcribers, but there are certain prohibitions against going in this direction, as pointed out by our District of Columbia personnel officer.

Senator BYRD. Prohibitions in which direction?

Mr. ROSIN. In the direction of going to a contract basis.

Senator BYRD. You do something I do once in a while. I just simply disregard the question. Now, why don't you use some of these WTOC people who have been trained and fill these vacancies with them?

Miss THOMPSON. As we train them, we hire them.

Mr. ROSIN. We are doing this, Mr. Chairman. I am sorry, I don't mean to leave that impression. We are not ony training them. We then are employing them in these positions; that is right, but we still have vacancies.

Senator BYRD. How many have you employed in these positions, Miss Thompson?

Miss THOMPSON. My material doesn't say where they were hired. Our list gives the numbers, but it is just the totals. It doesn't tell how many within the Department.

Mr. ROSIN. I can furnish it for the record. I have it in my office.

Senator BYRD. You have it in your office?

Mr. ROSIN. Yes.

Senator BYRD. Bring it along tomorrow.

Mr. ROSIN. All right.

Senator BYRD. All right, Mr. Rosin.

MODIFICATION OF COST ALLOCATION PLAN WITH HEW

Mr. ROSIN. In another area, we modified our cost allocation plan with HEW, and are now providing for some Federal reimbursements on some public assistance work done on the certification of eligible participants under the food stamp program which gives us a little additional Federal participation money. We are now realizing this, also.

Senator BYRD. How long have you been doing this?

Mr. ROSIN. I expect we have done this for the last year now, shortly after the program went into effect and worked it out, through studies and plans.

Another item is the——

Senator BYRD. How much Federal money have you realized through this?

Mr. ROSIN. Mrs. Chambers.

Mrs. CHAMBERS. It was $29,269 last year; it is estimated at $51,739 this year.

Senator BYRD. All right, Mr. Rosin.

COMPLETION OF ADDRESSOGRAPH SYSTEM

Mr. ROSIN. Another item is the addressograph system that was completed in OIC in August of 1966. It has been estimated that about 1,380 man-hours have been saved and will continue to be saved in this operation. This is in Mr. Galvin's area.

Senator BYRD. What has been the result manpowerwise? Were any positions eliminated?

Mr. ROSIN. I believe the figure was 1,380 man-hours a year.

Senator BYRD. How many man-hours for one man are there in a year?

Mr. ROSIN. I believe for budget purposes you use 2,080. I have the complete list, Mr. Chairman, if you want to put in in the record.

Senator BYRD. All right. Did you finish it? Did you go through it?

Mr. ROSIN. Yes, I have.

(The information follows:)

MANAGEMENT IMPROVEMENT ACCOMPLISHMENTS

1. Completed study for establishing a pre-control in the Department on number of cases and payroll amount for all categories of assistance. Information for management will also be produced more promptly from this control.

2. Developed and installed management report on Board and Care caseloads and payments. This report gives comparative figures against the budget for the "month" and "year to date." This report gives the categories of (a) Regular Foster Homes with age subdivisions; (b) Special Foster Homes; (c) Regular Institutions; and (d) Special Institutions.

3. Obtained increases in delegation of authority to the Department in the matter of purchasing and negotiated services contracts. This has sped up the handling of the Departments needs in these areas.

4. The telephone switchboard at Children's Center was relocated and connected to interdepartmental dial system, creating faster service at a lower cost to the Department.

5. Trash removal for D. C. Welfare Institutions contracted for at substantial savings to the District Government.

6. Full time mail and messenger service to and from Headquarters and all outlying operating locations was established to expedite service.

7. Discontinued use of the SF 1137, Employee Leave Record Cards at all Field Administrative Offices and the Central Office. The submission of Form 12's and

other overtime authorizations to D.C. Accounting was also discontinued. These both resulted in reducing the flow of the paperwork previously involved.

8. Automatic data processing used more extensively to eliminate certain manual operations and to provide more timely information to management. This includes mechanizing: the preparation of Board and Care payrolls; the processing of changes on account of Social Security Amendments; the preparation of payrolls for payments to Day Care Centers; the preparation of caseworkers' daily activity reporting for Child Welfare Division; and the preparation of certain statistical information for departmental activities.

9. A satellite telephone service was installed to service the Family and Children Services area and part of OIC at 500 First Street, N.W. This should result in faster and more satisfactory communications. A similar installation has been requested for the operations located in the Taylor Street, N.W., area.

10. A representative was designated at each Field Administrative Office expediting handling of Safety matters and Employee Compensation Claims under Departmental Safety Program.

11. Through joint quarterly meetings with the Field Administrative Officers a program has been developed to coordinate the activities of the Offices and has helped in getting the Field Administrative Offices to render assistance to one another under emergent conditions.

12. A single Imprest Fund was established from which all cash disbursements are made in Family and Children Services and Office of Investigations and Collections. This consolidated the several separate fund accounts in use. Subsidiary funds under this account were established for the Temporary Emergency Family Shelter and the Work Training Opportunity Center to expedite the handling of emergent situations.

13. Open shelf files were installed in the Registration and Records Unit to house case records and expedite the work.

14. Devised new organizational codes to more readily cost out operations of the Department.

15. Studied and eliminated certain unnecessary steps in the internal requisitioning procedures for the Department to reduce paperwork.

16. Instituted spotcheck procedures on calculations made in FAO, Family and Children Services, and thereby eliminating duplication of work where it was being checked 100%.

17. Changed the canteen operations at D. C. Village from an "over the counter" operation to an operation which consists primarily of vending machines. This reduced the maintenance of an inventory and decreased the requirements for storage space.

18. Initiated a reorganization, updating and redrafting of the Child Welfare Manual which is now in process with advice and assistance of the National Archives and Records Service, General Services Administration.

19. Group Training totaling 58,832 man-hours was given both through in-service training and through outside and inter-agency educational facilities affecting 1,869 employees of the Department.

20. A Consolidated Handbook of Public Assistance Policies and Procedures (HPA–2) was issued, thereby eliminating the confusion that had resulted from separating the subjects into two volumes.

21. Developed and released a Revised Handbook of General Administration and Personnel Administration for Public Assistance (HPA–1).

22. Developed and released a Policies and Procedures Supplement (HPA–3) covering the three new emergency assistance programs (Crisis, TAFUP and Shelter House).

23. Developed and released the first section of the Public Assistance Training Handbook (HPA–4).

24. Established Food Stamp Program and decentralized to five locations the acceptance of applications. Reports are issued from an automated Data System.

25. Some WTOC trainees are being developed as dictating machine transcribers to make them available for consideration also by our Family and Children Services area as regular qualified transcribers for vacancies in these operations.

26. HEW Cost Allocation Plan modified to provide Federal reimbursement for PAD work done in the certification of eligible participants under the Food Stamp Program.

27. The Addressograph System in OIC was completed in August 1966 as planned. There has been an estimated 1380 man-hours saved annually which is a

continuing savings. The time saved by this project is used in maintaining work on a more current basis by the persons involved. Efficiency has been improved as the possibility of human error has been eliminated from the various uses of embossed plates as opposed to typed listings.

LEADERSHIP OF CENTRAL OFFICE AND STAFF

Senator BYRD. What have you been doing here in enumerating these various items? Have you been saying that these are the practices that have been put into effect through your office as Controller so as to bring about a better administration and a greater efficiency of operations within the Department?

Mr. ROSIN. To the extent that we have been able to do so. I think this is an area that we have to obtain the additional strength we need to systematically go about this in each area of operation, and we have to do it with leadership in the Central Office.

Senator BYRD. You have to do what?

Mr. ROSIN. We have to do it with leadership from the Central Office and staff.

Senator BYRD. And who is supposed to provide that leadership?

Mr. ROSIN. That is right.

Senator BYRD. Who is?

Mr. ROSIN. I have said I cannot do it alone. With the little help we have had it——

Senator BYRD. With the little help you have had? I believe you said you have some 70 positions in your shop?

Mr. ROSIN. Well, I would say I even go further. In addition to the positions I have in the "Management" area, I have to add the positions we have in some of the other areas to total operations also.

PERSONNEL PROBLEMS

Senator BYRD. Does "Personnel" come under your office?

Mr. ROSIN. It does.

Senator BYRD. What have you done with regard to personnel problems? Miss Thompson indicated a moment ago that there were 503 vacancies in the Department. That is one out of every six authorized positions. The police department isn't all that bad, and they are in danger of their lives? You cannot blame some of them for leaving the police department.

Mr. ROSIN. That is right. We have increased the staff somewhat over the few years. We have worked a lot of overtime in the Personnel Office.

Senator BYRD. You have done what?

Mr. ROSIN. We have worked a lot of overtime.

Senator BYRD. How much overtime?

Mr. ROSIN. I think we have the schedule here. In 1966 we had about $11,650 in overtime compensation.

Senator BYRD. That would be enough to pay one or two persons for a year; would it not?

Mr. ROSIN. That is right.

Senator BYRD. For a year?

Mr. ROSIN. That is right.

Senator BYRD. Now, what are you doing to solve this personnel problem? I don't recall that you indicated anything in this long list of activities that you reeled off earlier.

Mr. ROSIN. In the past year we have gotten aboard two recruiters and we are now in the process of launching a campaign. We won't be able to do it this year any more, to contact colleges also to help us line up graduates for some of our jobs, particularly in the hard-to-get areas. I do have some statistics on some of the workload we have in this area which ties in here to some of these problems. We had 1,097 accessions during the year. We had 649 promotions, 150 reassignments, we have handled 25 disciplinary actions, we had seven deaths, 713 separations, 538 changes. We have a tremendously heavy workload in this area also. I think one of the problems we have in the personnel area for the whole Department deals with the morale of our employees. I think with all the pressures that are exerted from outside that it is hard to attract people to our Department.

Senator BYRD. What pressures?

Mr. ROSIN. Well, public expressions and the various public doings that go on from day to day that appear in the paper.

Senator BYRD. The various public what?

Mr. ROSIN. The public things that happen in the community. I think it is more difficult. I think people are more apt not to come to work for us as easily as they would for some of the Federal agencies, and this is one of the things we have to contend with. I think we have to accept this.

Senator BYRD. Problems of the community would also affect those who work for Federal agencies, wouldn't they?

Mr. ROSIN. I think this is true to some degree, but I think ours is more pronounced.

PROBLEMS LISTED IN 1966 ANNUAL REPORT

Senator BYRD. I am looking at the annual report of the Department of Public Welfare for fiscal year 1966. On page 10 there is a paragraph entitled:

> Problems: The recruitment and retention of qualified staff, the need to update the Commissioners' Budget standard to meet the current financial needs of public assistance recipients, the simplification of administrative procedures affecting case worker staff, the further simplification of agency policies and procedure.

Page 14:

> In addition to maintaining an active employee recruitment program there is need to continue to examine the content of all professional positions to separate those duties which could be assigned to nonprofessionals.

That sounds like a pretty good idea to me.

> The need to continue to examine the content of all professional positions, to separate those duties which could be assigned to nonprofessionals.
>
> We need many more persons to do the work and therefore the vacancies' list must be reduced.
>
> Delays involved in recruiting and employing staff.

EFFORTS TO RESOLVE PROBLEMS

What are you doing to resolve these problems?

Mr. ROSIN. We work with the District of Columbia Personnel Office and the Civil Service Commission and try to shorten some of the time limits that are involved. We have to employ under competitive civil status like the Federal Government. We have to go through registers, and some of these lengths of times that are involved to get people aboard, it sometimes gets disturbing.

Senator BYRD. Is the number of vacancies increasing, Miss Thompson?

Miss THOMPSON. No. During calendar 1966 we hired 1,097 employees who were new to the Department, and during the same period of time, our losses were 720 employees resulting in a net gain of 377 employees. But one of the differences has been—we have begun to hire nonprofessional workers. We are looking at our caseloads and our workloads throughout the Department, and separating out the functions that can be done by less qualified persons. For example, we employed 247 new employees for public assistance and child welfare, but 35 were social workers and 88 were nongraduate degree (master's degree); they were A.B. level. We have divided our load so that the nongraduate worker can handle caseloads that do not require quite as much skill.

We have also done the same thing in our counselor area. Our counselors, especially male counselors, are one of our critical areas where we lose quite a few staff. We developed a program with Howard Center for Youth Studies, where they recruited persons who lacked even a high school education, but they trained them so that they passed a high school equivalency exam. Then with a 9 months' concentrated training program which Howard gave, we placed them in our institutional programs for field supervision and training, and we have been able to qualify 14 of them as counselors aides. This is another way that we have found that we can recruit and fill some of our vacant positions.

Senator BYRD. Mr. Rosin, what do you identify as your problem areas? What are your proposals to solve these?

PERSONNEL RECRUITMENT

Mr. ROSIN. I would say personnel recruitment has certainly been one of them, and it seems to me we still have to further intensify our efforts to close the gap between losing employees and hiring them. I think again we have been handicapped by the staff to do this, and having exit interviews so we can come up with some of the reasons why employees leave.

I personally feel that all employees do not leave for money alone. There are other contributing reasons. I feel in the total improvement area of doing a better job, we have to beef up our systematic management review of the various operations one at a time, and come up with the findings and conclusions and objectives that we will try then to execute, but we will have to furnish the staff that will help put some of the recommendations into effect. It cannot be done with the employees in the areas involved. This has been proven several times in the past.

Senator BYRD. So your answer to all these problems is just more staff?

Mr. ROSIN. No, not more staff. Some more staff, and more training in this direction.

Senator BYRD. All right, you have mentioned two areas. What are your other problem areas?

AUTOMATIC DATA SYSTEMS

Mr. ROSIN. I think one of the problem areas has been the automation of operations into the automatic data systems process. This requires outlining, systematizing, analyzing, and coming up with a planned program before it can be put on to hardware for execution.

Senator BYRD. Is that all?

Mr. ROSIN. I would say those are the major areas.

Senator BYRD. Those are your major problem areas?

Mr. ROSIN. That is right. I think the large one certainly, the two largest ones are the personnel problem, recruitment, and the big job that is ahead of us in automation, certainly in facing the coming of the medicare program if approved for the District of Columbia government.

EVERGROWING CASELOAD

Senator BYRD. You do not consider the evergrowing caseload and the continuing high rate of ineligibility as problem areas?

Mr. ROSIN. Yes, I do.

Senator BYRD. You have not mentioned these.

Mr. ROSIN. I am sorry. That is a problem area that I would pick up in the systematic review of operating areas. But I believe that this ties in with what was said in the fact that we ought to segregate some of the duties of the professional staff from the clerical that maybe is being done. This would be reflected, revealed in our study say in the Public Assistance Division in connection with unit clerks, that possibly they are not carrying their total responsibility leaving the social worker time for the field.

Senator BYRD. How long have you been Controller now, Mr. Rosin?

PROBLEMS REMAINING UNSOLVED

Mr. ROSIN. I have been Controller since I went to work for the Department on the 10th day of December 1962.

Senator BYRD. Four and a half years?

Mr. ROSIN. That is right.

Senator BYRD. In the meantime the caseloads have continued to include a lot of ineligibles, have they not?

Mr. ROSIN. That is right.

Senator BYRD. The problem of overpayments is still with you?

Mr. ROSIN. Yes.

Senator BYRD. The problem of personnel turnover is still there. Instead of fewer positions, which might reveal some higher efficiency and more streamlined procedures, and so on, we constantly request more positions, don't we? There is nothing to show for increased efficiency by way of a reduction in the number of positions, is there?

Mr. ROSIN. Not with increasing caseload.

Senator BYRD. Increasing caseload?

Mr. ROSIN. That is right, more work to be done.

Senator BYRD. More work to be done, more and more new programs which are supposed to take people off the welfare rolls.

Mr. ROSIN. That is right.
Senator BYRD. But they do not. And yet, the caseloads go up.
Mr. ROSIN. That is right.

RESULTS OF STREAMLINED PROCEDURES

Senator BYRD. So what are the tangible results of the streamlined procedures and better administration?
Mr. ROSIN. I feel we have had some of that, but it doesn't look very good for the record. I would like to have Miss Thompson express some feeling in this direction.
Senator BYRD. Well, you are the Controller.
Mr. ROSIN. I know.
Senator BYRD. And we are looking to you to improve the efficiency of the Department and bring about some savings and cut some corners and improve the morale, but your results just don't show it. I cannot understand why, with all of the new programs—and we are going to talk more about this—that have been instituted, to train people to work so as to get them off the welfare caseload, and with all of the possibilities of streamlining the administrative procedures in the Department, why people aren't coming off the caseloads, why caseloads are going up again. Moreover, the operations apparently have not been streamlined, and you are wanting more and more persons in the Department. How many additional employees are you requesting in this budget, Miss Thompson?
Miss THOMPSON. 650.
Senator BYRD. 650, imagine that; 3,197 authorized positions now, not counting the positions that are funded from Federal sources, 3,197 now, and, yet the Department comes in here asking for 650 more. And it is this way every year. Does this situation reflect efficiency in running the Department? The caseload is not as high as it was in November 1962. It is going up again but it is not as high today as it was when you came into the Department, Mr. Rosin.
Mr. ROSIN. The year before.
Senator BYRD. When did you come in?
Mr. ROSIN. December 1962.
Senator BYRD. December 1961.
Mr. ROSIN. 1961 or 1962 was the high point I believe.
Senator BYRD. November 1961. The AFDC caseload was 5,628 cases at that time. The caseload is down today from what it was then. But what increase does the number of positions in the Department today show over what it was then?
Mr. ROSIN. I believe last year it was about 47 percent as I remember.

INCREASING PERSONNEL AND EFFICIENCY OF WORK

Senator BYRD. This does not recommend the Department insofar as efficiency of operations is concerned, does it? Would you say, if you were sitting on this side of the table, that a department which constantly comes in for more and more positions, and which at a given point in time has fewer cases on the conventional load than it had 4½ years prior thereto, and which in spite of the new programs which have been publicized as programs to rehabilitate people and get them off the caseload—would you say such a department is properly performing if the caseload continues to go up? The popula-

tion of the District of Columbia has not increased much over what it was 4 or 5 years ago. This just does not recommend your Department or the new programs insofar as efficiency of performance and the utility of such programs is concerned. This Department should not need additional workers to the extent requested to handle a caseload that is down from what it was 4½ years ago.

There would be some tangible results from these highly touted new programs that have been put into effect at considerable cost. The caseloads should be reflecting a decrease. But the contrary prevails. Somewhere there is something wrong. We will not go into this fully today, but a little later we want to talk about some of these new programs that have been instituted and the cost of them. We want to keep in mind as we do this, as you talk about how many persons have been trained, and as you refer to the purportedly excellent results of such programs, we want to keep in mind the fact that the GPA caseload has gone up, that the APTD caseload has gone up, that the AFDC caseload has gone up and that you are projecting an increase for next year in all of these categories. Perhaps you will be able to tell us what the answer to this baffling problem is.

Do you ever give any consideration to the caseload increase, Mr. Rosin, and to the continuing high rate of ineligibles on these caseloads?

Mr. ROSIN. I do.

Senator BYRD. Do you think this is a function of the Controller's Office, if he intends to bring about a greater efficiency of operations within the Department and to accomplish more fully the true objectives of public welfare?

Mr. ROSIN. Yes.

Senator BYRD. And to get more return for the tax dollar?

Mr. ROSIN. I do.

ADDITIONAL INVESTIGATORS

Senator BYRD. Have you recommended any additional investigators?

Mr. ROSIN. Directly?

Senator BYRD. Pardon?

Mr. ROSIN. Directly? Not in testimony; no, sir.

Senator BYRD. Have you recommended any within the Department?

Mr. ROSIN. I think they ought to have additional staff, yes.

Senator BYRD. Have you recommended this in the past?

Mr. ROSIN. I have argued in this direction.

Senator BYRD. Have you recommended any additional investigators in the past?

Mr. ROSIN. Categorically, I have to answer it "No."

Senator BYRD. Do you feel that the investigators have proved their worth?

Mr. ROSIN. I would say "Yes."

Senator BYRD. Do you think that they more than pay their way?

Mr. ROSIN. I would say "Yes."

(Discussion off the record.)

EFFECTIVENESS OF ADMINISTRATIVE PROCEDURES

Senator BYRD. Mr. Scott, what do you recommend on this? You have not been in the Department very long. What is your impression of the

Department at this point as to the effectiveness of its administrative policies and procedures?

Mr. SCOTT. Did you say this is off the record?

Senator BYRD. No, not this, no.

Mr. SCOTT. I don't know if I will have a job after I say this. Well, Mr. Chairman, as I view this Department, it has a very tough assignment. It has a lot of people who are dedicated to social work, and not as dedicated to the paperwork, the statistics, the gathering of statistics and putting together the information, the management information that is required to answer a lot of your questions, and there is a definite need for the Department to update and improve its internal operating procedures, and this is the one thing that Mr. Rosin had in mind when he brought me aboard and tried to beef up the management staff. The purpose of this was to bring into the system a modern and more efficient method and procedures whereby we could analyze these programs and determine the effectiveness and the goal.

There is one point discussed, that we have not established functions in relationship to time and people. And another point, there has not been established the volume of duties, operations, and programs and functions required by this Department to be performed, and not totally and equally related to the time it takes of the people.

OPINION ON MANAGEMENT OF DEPARTMENT

Senator BYRD. What opinion have you developed to this point, Mr. Scott, concerning the management of the Department of Welfare? I realize you have not been on board long. But you have been there long enough perhaps to formulate some opinions.

Mr. SCOTT. I have some definite opinions.

Senator BYRD. As to the management of the Department.

Mr. SCOTT. The management—I would have to define it I think sort of by individuals, and I at this time do not care to do that, because when you make an evaluation of management of people, you must have a lot more facts at hand than just a 2- or 3-minute discussion.

Senator BYRD. I am not asking you to talk about individuals. What is your overall impression of the management of the Welfare Department? Is it an efficient, effective, economical management?

Mr. SCOTT. No, it is not.

Senator BYRD. Well, we will perhaps talk a little more about that later. What is your background, Mr. Scott?

Mr. SCOTT. I have been with the Government approximately 30 years. I have worked in the management engineering field since about 1950. I was a staff management analyst with the Headquarter's AMC of the Air Force at Wright Patterson, and as Chief of Management Engineering Branch at Hanscom Field Electronics System Center, and for the past 3-plus years before I came with Welfare I was a staff management analysis officer with the FHA. For the last 2 years I have been the vice president and president of the Society for Advancement of Management, Washington chapter. I obtained these positions by demonstrated effort and knowledge of the subject.

It was comparison with these particular standards that I made the statement about the management of the Department in relationship to such standards.

SUBCOMMITTEE RECESS

Senator BYRD. The subcommittee will stand in recess until tomorrow morning at 10 o'clock.

(Whereupon, at 4:15 p.m., Friday, June 9, 1967, the subcommittee was recessed, to reconvene at 10 a.m., Saturday, June 10, 1967.)

DISTRICT OF COLUMBIA APPROPRIATIONS FOR FISCAL YEAR 1968

SATURDAY, JUNE 10, 1967

U.S. SENATE,
SUBCOMMITTEE OF THE COMMITTEE ON APPROPRIATIONS,
Washington, D.C.

The subcommittee met at 10:05 a.m., in room S–126, the Capitol, Hon. Robert C. Byrd (chairman) presiding.

Present: Senator Byrd.

DISTRICT OF COLUMBIA

DEPARTMENT OF PUBLIC WELFARE

STATEMENT OF MISS WINIFRED G. THOMPSON, DIRECTOR, DEPARTMENT OF PUBLIC WELFARE; ACCOMPANIED BY ALBERT P. RUSSO, DEPUTY DIRECTOR FOR FAMILY AND CHILDREN SERVICES; A. R. ROSIN, CONTROLLER; WILLIAM R. GALVIN, CHIEF OF OFFICE OF INVESTIGATIONS AND COLLECTIONS; AND MRS. JULIANNA K. CHAMBERS, BUDGET OFFICER

DISTRICTS' CONTRIBUTION TOWARD SPECIAL SUMMER PROGRAMS

Senator BYRD. The subcommittee will resume its hearings.

The Commissioners on June 8 wrote a letter to this committee requesting that the House action approving $1,250,000 for the summer program be altered to provide that $357,582 be allowed as the District's money contribution toward the special summer programs. The Commissioners requested approval of this committee of these funds in the amount of $357,582 to begin the program.

The subcommittee gives its approval, based on the condition that the public improvement program not be cut. The information given to me is not absolutely clear to me on this point, but I am assured by Mr. Herman that the public improvement program has not been reduced, and I want this understanding to appear on the record that that program is not reduced.

The Chair inserts in the record at this point tables concerning the special summer program.

The Chair has given its approval after consultations with Senator Hruska through the minority staff member of this subcommittee.

(The tables follow:)

Hon. Robert C. Byrd,
Chairman, Subcommittee on Appropriations for the District of Columbia, U.S. Senate, Washington, D.C.

Dear Senator Byrd: As indicated in the attached telegraphic message from the Office of Economic Opportunity, the United Planning Organization has been granted $2.4 million for special summer programs.

In anticipation of this award, the United Planning Organization, in cooperation with District officials, submitted an application for Federal funds which outlines the programs to be developed. These programs are in line with our recent discussions with you. A final review of the details of the application is still in process. The statement attached hereto outlines the special summer programs, modified by U.P.O. and O.E.O. requirements.

The District Government's program through its prime user, the Recreation Department, as enumerated in the application, will require $2,129,845 of the O.E.O. funds and U.P.O. will develop other programs with nongovernmental users for the remaining portion of the Federal grant. These O.E.O. funds of $2,129,845 accruing to the District Government through U.P.O. will support a total summer program of $2,662,306 which requires a 20% local contribution of $532,461. Of this amount, space contribution is estimated at a value of $174,879 leaving a balance of $357,582 to be furnished in cash through appropriated D.C. funds.

In view of the definite commitment of Federal funding and the authorization to incur necessary start-up costs, the District can start immediately on these programs. However, since the required local contribution of $357,582 must be provided in the 1968 Appropriation Act, the Commissioners request your approval to begin these programs prior to the enactment of such Act.

The House of Representatives approved $1,250,000 for the summer programs prior to the knowledge that Federal funds would be made available. Since the D.C. appropriated funds required have now been reduced to $357,582 the Commissioners will recommend a reduction of $892,418 in the amount approved by the House.

Your early consideration of our request to begin these programs will be most appreciated.

Sincerely yours,

_____ _____,
President, Board of Commissioners, District of Columbia.

Washington, D.C., *June 7, 1967.*

Hon. Walter Tobriner,
District of Columbia Commissioner,
Washington, D.C.

By letter of May 23, 1967, you were notified that we were prepared to grant your agency up to $500,000 of fiscal year 1967 funds for acceptable summer programs and to permit you to use up to $250,000 from your upcoming fiscal year 1968 versatile CAP grant funds for the same purpose. In addition the letter encouraged your agency to develop summer programs that were readily expendable in the event Congress passed a supplemental appropriation.

As you already know, Congress passed the supplemental approriation which gave CAP $28 million for summer programs. In view of this development I am pleased to announce that in addition to the funds mentioned above OEO will make available to you up to an additional $1,900,000 for summer programs developed in accordance with the summer program guidelines recently mailed to you and conducted in the 10 officially designated neighborhood develpment program areas and such other areas with high concentrations of poverty as we may approve at the time the final applications are submitted. Such applications will be submitted by June 10 for programs to start no later than July 1, 1967, and will require the approval of the District of Columbia Commissioners.

You are authorized to incur necessary startup costs as of June 5, 1967, for programs developed and to be conducted in accordance with the above provisions.

LeVeo V. Sanchez,
Regional Director.

Special summer programs, 1967 [1]

Programs	Children	Units	Number in each unit	Total funds	District of Columbia	Neighborhood Youth Corps	Scheuer-Nelson	National Park Service
I. Preschools	3,429	171+	20	$447,798	$447,798			
II. Summer Youth Centers	8,465	112+	75	1,778,740	1,210,375	$568,365		
III. Street-block camps	5,300	88+	60	231,252	150,965	80,287		
IV. Skill workshops	1,785	119	15	254,227	171,206	34,743	$48,278	
V. Teen centers	[2] 15,000	30	[2] 500	199,786	199,786			
VI. Public improvement		21		173,054	42,000	90,364	30,240	$10,450
VII. Neighborhood information		20		81,466	33,512		47,954	
VIII. Other				164,358	164,358			
Total	33,979			3,330,681	[3] 2,420,000	773,759	126,472	10,450

[1] To be funded under 1967 supplemental and special 1968 budget requests, Neighborhood Youth Corps and Scheuer-Nelson amendment.
[2] Estimated.
[3] Remainder of District of Columbia appropriations, $580,000, to be programed for employment orientation, on-the-job training, citywide programs and events, custodial fees, and administration.

Special summer programs

Program	OEO share	District of Columbia share		
		Appropriation	Space value	Total
I. Preschool	$431,600	$59,110	$27,210	$86,320
II. Summer youth centers	1,234,529	219,289	135,204	354,493
III. Block camps	176,486	35,297		35,297
IV. Skill workshops	151,510	17,837	12,465	30,302
V. Teen centers	88,243	17,649		17,649
VI. Public improvement	42,000	8,400		8,400
Less 10 percent reduction for phasing	212,537			
Subtotal	1,912,831	357,582	174,879	532,461
Resident camping	85,000			
Administration	7,288			
Training	124,726			
Total	2,129,845	357,582	174,879	532,461

DATA ON TRAINING PROGRAM

Miss Thompson, yesterday I requested some additional data in connection with the WTOC program, and it was indicated that you might be able to supply this following the lunch hour. One of the items I requested was data showing the cases that have received money payments each month from 1965, and showing the total amounts of moneys received. I also asked for data with regard to the number of cases reinstated each month.

Miss Thompson. That is included on the same sheet, sir.

Senator Byrd. Is it on the same sheet?

Miss Thompson. Yes, sir, there is a column marked "Reinstatements."

Placement of WTOC Trainees

Senator Byrd. Oh, yes. Now one other question I should like to ask at this point with regard to WTOC. On the data sheet which pertains

to persons eligible for training, at work training and opportunity center, from October 1965 through April 1967, which data was provided by you yesterday, Miss Thompson, I note that at the bottom of the data sheet there appears an item 8, and I read therefrom:

The 555 persons were placed in 100 different occupations as defined by the Department of Labor dictionary of occupational titles.

Would you kindly identify these occupations, and show how many of the persons trained went into each occupation.

Miss THOMPSON. Mr. Chairman, I can give you this in table form if you would like to have it.

Senator BYRD. Yes, ma'am, I would like to have it, if you have it in table form. Thank you.

FUNDING, PLANNING, FINANCE, AND MANAGEMENT

Today we go back briefly to the activity relating to planning, finance, and management. This was put aside temporarily yesterday, because no one could answer the question as to whether there were 21 positions federally funded under this activity or whether there were 27. Page 23–9 shows 21 positions. Page 23–11 shows 27. What is the correct figure?

Miss THOMPSON. The correct figure is 21, Mr. Chairman, and I have a table showing that breakdown too.

Senator BYRD. If we may have that please. You, therefore, have a total of 77 in this activity. Why is there a need for 25 more positions? This is an increase of almost one-third, or 33 percent.

Miss THOMPSON. I beg your pardon, did you say data systems, Mr. Chairman?

Senator BYRD. Yes, you have a total of 77 in this activity, which is labeled "planning, financing and management."

Miss THOMPSON. Yes.

Senator BYRD. You ask for 25 more. This is an increase of almost one-third or 33 percent. Why is there a necessity for such an increase?

Miss THOMPSON. We feel, Mr. Chairman, that this is an area that we need to improve. Our support positions have not kept pace with our expanding programs. For example, our programs have expanded by roughly 54 percent from a money standpoint, and our support positions during the same period of time have only increased by 12 percent.

If we are going to continue to improve the management capability of the Department, if we are going to develop research and statistics, so that we have the hard data on which to base programs, and secondly, if we are to evaluate programs to know which ones are successful and which ones are not, then we will have to have more staff in order to do this.

POSITIONS TRANSFERRED

Senator BYRD. In looking at the justification sheets, I note that certain transfers were made. Let's take, for example, the Program Planning and Research Division. There were 10 positions originally. One was transferred, leaving nine. Will you explain the transfer?

Miss THOMPSON. That was transferred into Management Analysis. It was a breaking down of functions within the Department. We transferred from one to another.

Senator BYRD. So that explains the plus one under Management Analysis Division.

Miss THOMPSON. That is correct.

Senator BYRD. Now under Data Systems Division, there were 13 positions. There were four transfers, leaving 12 positions. How can you explain this?

Miss THOMPSON. Two went to Budget and two went to the Administrative Division.

CALCULATIONS ON POSITIONS

Senator BYRD. How do you explain the arithmetic, four from 13, leaving 12?

Mrs. CHAMBERS. Thirteen is the 1966 authorized positions, sir. The transfer is subtracted from the 1967 base, which doesn't show on this table.

Senator BYRD. How does the arithmetic—how do you reconcile this subtraction as against the subtraction just above there? One from 10 leaves nine, but four from 13 leaves 12——

Mrs. CHAMBERS. Authorized in 1967 was 16 positions for the Data Systems Division. If the 1967 column were shown here, it would show the appropriate number.

Senator BYRD. It would show what?

Mrs. CHAMBERS. It would show the correct figure. You could subtract it. The 1967 authorized positions were 16; there was approved increased positions for Data Systems last year.

Senator BYRD. How many in number? How many did we approve in the Data Systems?

Mrs. CHAMBERS. Three.

Senator BYRD. Three. Now why doesn't it simply show minus one? You lost four and picked up three.

Mrs. CHAMBERS. It is four from the 16 which gives you your revised base of 12. If you will notice, the first column is the fiscal year 1966 and not 1967.

Senator BYRD. Yes, I note that.

Mrs. CHAMBERS. The transfers are made from 1967 fiscal year.

Senator BYRD. Yes. Then how do you explain, under Data Systems Division federally funded, that there were nine positions minus six, which left five?

Mrs. CHAMBERS. They had 11 Federal positions in 1967. They had an increase of a few Bootstrap jobs which were new in the fiscal year 1967.

Senator BYRD. All of these positions shown in the transfer column were actually transferred. None were eliminated entirely.

Mrs. CHAMBERS. No, sir.

Senator BYRD. What happened to the 17 positions you once had in "control of eligibility determination"?

Mrs. CHAMBERS. They have been transferred to activity 3.

Senator BYRD. What is that, Family and Children's Services?

Mrs. CHAMBERS. Yes, sir.

Senator BYRD. Why were they transferred?

Mrs. CHAMBERS. This was to clean up the activity structure of the budget, because everything in this planning, financing and management activity was under the Controller except control of eligibility

which is under the Deputy Director for Family and Children's Services. This transfer was made in an attempt to clarify the budget presentation.

POSITIONS IN PERSONNEL DIVISION

Senator BYRD. Under "direct appropriation" you had 13 positions in the Personnel Division. These suddenly show up in the 1968 base as 20 positions.

Mrs. CHAMBERS. Seven new positions were authorized in fiscal 1967 for Personnel, sir.

Senator BYRD. The additional seven positions cost out to a figure of $124,716, which is only $11,000 more than the original 13 positions cost. How do you account for this?

Mrs. CHAMBERS. They were funded for 6 months.

Senator BYRD. They were on 6 months funding.

Mrs. CHAMBERS. Yes, sir.

Senator BYRD. In the Personnel Division you are requesting one additional position for 1968. Why does the one additional position show an increased cost of $34,196?

Mrs. CHAMBERS. Of that amount, sir, $2,731 is for within-grade of all the positions; $3,768 is for the Classified Pay Act; $277 is for health benefits; $20,563 is annualization of the positions that were allowed in 1967.

Senator BYRD. Did the House allow any of the new positions?

Mrs. CHAMBERS. No, sir.

Senator BYRD. The House did not.

Miss THOMPSON. No.

POSITIONS IN BUDGET OFFICE

Senator BYRD. I believe I asked you yesterday whether or not the two additional positions requested in the office of the budget officer were presently filled, and what was the answer?

Mrs. CHAMBERS. They are not. We have two under the local appropriation, sir, and we have two under the MAA appropriation. These would be two additional positions for a total of six.

Senator BYRD. So indeed the two positions are presently filled.

Mrs. CHAMBERS. Well, there are two federally funded. We were requesting two additional positions.

Senator BYRD. Yes.

FUNDING OF POSITIONS

Miss Thompson, are all requests for new positions throughout the Department computed on a 9-month basis?

Miss THOMPSON. Most of them are, yes. Staff for Youth Group Houses and Job Placement and Training is on an annual basis. The juvenile facility is for an average of 6 months.

OVERTIME

Senator BYRD. Is there much overtime required to cope with the workload in this activity, planning, finance, and management services?

Miss THOMPSON. Last year $23,363 was spent in overtime; through April of this year $17,953 has been spent for overtime.

Senator BYRD. Can you approximate the number of hours that this might involve.

Miss THOMPSON. We would have to supply that because it would depend on the salary of the individual, how many hours.

Senator BYRD. Roughly, could you just estimate it at this point.

Mrs. CHAMBERS. It is a little over three man-years.

Senator BYRD. You can supply that, Miss Thompson, if you will.

Miss THOMPSON. All right.

(The information follows:)

Planning, finance, and management services, compensated overtime worked

	Fiscal year 1966			Fiscal year 1967 (10 months)		
	Hours authorized positions	Hours 100 percent funded by grants	Total hours	Hours authorized positions	Hours 100 percent funded by grants	Total hours
Personnel Division	2,850.50	1,294	4,144.50	2,006	523.25	2,529.25
Program Planning and Research Division	89.50	927	1,016.50	53	436.75	489.75
Data Systems Division [1]	1,033.25	300.50	1,333.75	1,315.75	482.75	1,798.50
Administrative Division	242.75		242.75	286.25		286.25
Control of eligibility determination	1,781.75		1,781.75	1,015.75		1,015.75
Total	5,997.75	2,521.50	8,519.25	4,676.75	1,442.75	6,119.50

[1] Includes the Budget Office.

NOTE.—Above does not include many hours of uncompensated overtime which was not recorded.

ANNUAL LEAVE

Senator BYRD. Are the employees all getting their prescribed annual leave?

Miss THOMPSON. No, they are not. Some of them are not getting all of their leave. They had leave canceled last year, or lost leave.

Senator BYRD. Have they had any lost this year?

Miss THOMPSON. We don't know, we won't know until the end of the year.

MANAGEMENT ANALYSIS DIVISION

Senator BYRD. Now we will go back to the management analysis division. One of the problems we often hear about is the difficulty which the social worker has in understanding or following their handbook. Have the social workers been trained thoroughly in handbook procedures?

Miss THOMPSON. It would be hard to say that they have been trained thoroughly, but this is an area that we have been working on, and we have had social workers in training. I mean this is an area that we emphasize. If we find that there is an area that is causing confusion, an area where OIC reports show that there is lack of clarity, then we work on that particular area or look at our handbook material to see if it is clear. In some cases it is not as clear as it should be. This leads to confusion.

Senator BYRD. You have just touched upon that. Is the handbook confusing or ambiguous in your judgment?

Miss THOMPSON. I think in some areas it is ambiguous and it is not as clear as it needs to be. The language lends itself to two interpretations. We are trying to eliminate this by constantly reviewing the handbook.

ELIMINATION OF HANDBOOK AMBIGUITY

Senator BYRD. What have your staff development personnel done to improve the workers comprehension and understanding of the handbook?

Miss THOMPSON. I would like to call on Mrs. Queen to answer that, since she conducts these training sessions.

Senator BYRD. All right, fine. Mrs. Queen.

Mrs. QUEEN. Yes, Mr. Chairman. We have a prescribed program for new workers coming in for a period of time that we have extended from 3 to 6 months. They are in a training unit, working with the handbook, with the policies, and with the cases.

In addition to this, we have ongoing training in this service in the public assistance division, both as groups and through the unit supervisor. It is also true that the staff development group who must teach the handbook are in constant work with the administrative office, with the public assistance people, like procedures specialists, and so on, in order to identify problem areas, so that this is an ongoing process. Because when you try to teach something, it becomes apparent that there are problems in the statement of it. This is an area in which we hope to continue to do much more in.

Senator BYRD. Mr. Rosin, would you like to comment on this?

Mr. ROSIN. I think this will help in clarifying maybe the remaining areas where misinterpretations can be made on the handbook.

Senator BYRD. Have you been aware of this problem?

Mr. ROSIN. I have been with Mrs. Queen on it, yes.

Senator BYRD. You have been working on it with her.

Miss THOMPSON. Mr. Chairman, another idea that I would like to tell you about is the use of investigators, from Mr. Galvin's area, to help interpret, to review changes in handbook. Since they are not trained social workers, sometimes it is the language that social workers use that leads to this confusion, they have been very helpful in clarifying some of the policies.

WORK OF PROCEDURES ANALYST

Senator BYRD. What would your procedures analyst do in regard to the PAD handbook?

Miss THOMPSON. Are you asking me?

Senator BYRD. Would he have anything to do with that?

Miss THOMPSON. The procedures analyst does not work on the handbook. He works on Commissioners' Orders and Department Regulations, bringing them up to date, or clarifying them, instead of working on the handbook. He may review the handbook statements but is not responsible for writing the handbook.

Senator BYRD. How many procedures analysts do you now have?
Miss THOMPSON. We have one funded under Bootstrap.
Senator BYRD. Your request is for one more.
Miss THOMPSON. That is correct.

PERSONNEL SPECIALIST

Senator BYRD. You are requesting one personnel specialist. How many personnel specialists do you now have?
Miss THOMPSON. We have one personnel specialist which was funded in 1967.
Senator BYRD. Is the additional position that you are requesting filled at this moment?
Miss THOMPSON. No, it is not.
Senator BYRD. It is not filled by anyone from Operation Bootstrap?
Miss THOMPSON. No, sir.

VACANCIES

Senator BYRD. How many vacancies did you have as of May 31, 1967?
Miss THOMPSON. We had 491 vacancies. However, out of the 491, we had 105 name selections and 246 actions in process, which meant a total of 140 vacancies where we had no action.
Senator BYRD. As of what date was this?
Miss THOMPSON. This was as of June 2, 1967.
Senator BYRD. June 2. Yesterday I believe you gave me a figure of 500 plus.
Miss THOMPSON. Yes, as of yesterday, the day before yesterday. The number had changed somewhat.
Senator BYRD. What is the number of vacancies as of today?
Miss THOMPSON. 503 is the latest figure we have. That was 2 days ago.
Senator BYRD. So as of the latest date, it is 503?
Miss THOMPSON. That is correct.
Senator BYRD. And that was what date?
Miss THOMPSON. June 8.
Senator BYRD. And how many names do you have for the 503 vacancies?
Miss THOMPSON. I don't have the subdivisions under 503.

COMPARISON WITH FISCAL YEAR 1967 VACANCIES

Senator BYRD. How does the percentage of vacancies in authorized positions compare with the percentage of vacancies as of June 30, 1966.
Mrs. CHAMBERS. Vacancies, sir?
Senator BYRD. Yes, ma'am.
Mrs. CHAMBERS. I am sorry, we don't have the June 30 vacancy figure with us.
Senator BYRD. What do you have in 1966 that you can give us?

Mrs. CHAMBERS. We just have the current figures.

Senator BYRD. On June 30, 1966, you had 405, according to a table prepared by the Department of General Administration budget office, 1965. How do you explain this increase in the number of vacancies?

Mrs. CHAMBERS. We received 255 new positions in the fiscal year 1967, Mr. Chairman, which was quite late in the year. The bill, I believe, was signed in November by the President and it was 6 months funding so there were more authorized positions in June 2, 1967, than on June 30, 1966. On a comparable basis for last year's authorized positions, there are 364 vacancies on June 2 as compared to 405 on June 30, 1966.

Senator BYRD. Will you speak louder, please.

Mrs. CHAMBERS. As of June 2 there were 364 vacancies against the 2,942 positions that were authorized on June 30.

Senator BYRD. How does the percentage of vacancies compare with the percentage of vacancies as of June 30, 1965?

Miss THOMPSON. We don't have the 1965 figures, Mr. Chairman.

Senator BYRD. All right, if you will supply that, please.

Miss THOMPSON. Yes, sir.

(The information follows:)

PERCENTAGE OF VACANCIES ON SELECTED DATES

	Authorized positions	Filled positions	Vacant positions	Percentage of vacancies
June 30, 1965:				
Local	2,802	2,552	250	8.9
Federal	154	127	27	17.5
Total	2,956	2,679	277	9.4
June 30, 1966:				
Local	2,942	2,537	405	13.8
Federal	302	243	59	19.5
Total	3,244	2,780	464	14.3
June 2, 1967:				
Local	3,197	2,706	491	15.4
Federal	365	310	55	15.1
Total	3,562	3,016	546	15.3

VACANCIES BY DIVISIONS

Senator BYRD. Do you have information which would indicate by division where your vacancies are?

Miss THOMPSON. Yes, we do.

Mrs. CHAMBERS. Would you like it for the record?

Senator BYRD. Yes, ma'am. May I have it, if you have the table.

Miss THOMPSON. That is as of June 2.

Senator BYRD. These tables will be inserted.

(The tables follow:)

1967 authorized positions and vacancies

	Authorized positions, fiscal year 1967	Vacancies as of June 2, 1967		
		Total	New positions authorized, fiscal year 1967	Positions authorized prior fiscal years
Office of the Director	17	1		1
Planning, finance, and management services:				
Personnel	20	1		1
Program planning and research	10	2		2
Data Systems Division	16			
Administrative Division	10			
Control of eligibility determination	17	4		4
Total	73	7		7
Family and children services:				
Providing PA services	376	49	21	28
Job placement and training	13	2		2
Food stamp certification	20	4		4
Providing CW services	240	45	18	27
Elementary school free lunch	8			
Day care	4			
Landlord tenant	4	1		1
Administrative services	166	42	15	27
Total	831	143	54	89
District of Columbia welfare institutions:				
Central administration	10	2		2
District of Columbia Village	378	54		54
Receiving Home for Children	78	19	11	8
Junior Village	443	59		59
Municipal Lodging House	4			
Administrative services	140	14	3	11
Camille B. Hayes Training Center	22	4		4
Total	1,075	152	14	138
Children's Center:				
Central administration	93	26	15	11
District Training School	464	83	23	60
Cedar Knoll School	225	31	5	26
Maple Glen School	95	17	5	12
Administrative services	145	10	1	9
Total	1,022	167	49	118
Office of Investigations and Collections	179	21	10	11
Total, Department of Public Welfare	3,197	491	127	364

SOCIAL WORKER VACANCIES

Senator BYRD. How many social worker vacancies do you have as of the latest date?

Miss THOMPSON. Throughout the total Department there are 88 social worker vacancies.

Senator BYRD. May I have this table please.

Miss THOMPSON. That, too, is as of June 2.

RECRUITERS

Senator BYRD. Do you have any recruiters in the Department?

Miss THOMPSON. Yes, sir, we have two in personnel funded through Bootstrap.

Senator BYRD. Is this the total number?

Miss THOMPSON. We have one funded through the budget that was approved in 1967 making a total of three.

Senator BYRD. And how long have you had the two under Bootstrap?

Miss THOMPSON. Those positions have been filled about 3 months.

Senator BYRD. Where do you have the three recruiters located in the Department?

Miss THOMPSON. They are in the Personnel Division.

Senator BYRD. How many people have they recruited in the period covered?

Miss THOMPSON. It has not been broken out by recruiters, I mean the work of the recruiters. We can tell you how many people we have recruited totally.

Senator BYRD. You wouldn't be able to show how many the recruiters were responsible for?

Miss THOMPSON. No.

Senator BYRD. How have they been doing with regard to recruiting for the various institutions, let's say Junior Village, or Children's Center?

Miss THOMPSON. We can look at our vacancy list, but I could not say how much improvement there has been in recruiting by recruiters alone. All of us recruit, every time we have an opportunity.

RECRUITING PERSONNEL, A MAJOR PROBLEM AREA

Senator BYRD. Do you feel that the Personnel Office is a major problem area?

Miss THOMPSON. Yes, it is, a problem area in terms of getting qualified staff.

Senator BYRD. Do you plan to correct this?

Miss THOMPSON. We are working on it, sir. There are two or three things that we hope will improve the situation. One, we hope to be able to send the recruiters outside of this geographical area to recruit.

We are recruiting nondegree people in several areas, and are dividing our workload so that we can use more nondegree people. This we hope will improve recruiting.

We have upgraded some of our positions so that we are in a better competitive position as far as salaries are concerned.

One of the difficulties is still at the Children's Center where the cost of transportation is a factor in hiring staff. We have looked into this to see if there is any way we can compensate for the high cost of transportation. We have not been able to solve this problem at the present time, but we are still looking for solutions.

Senator BYRD. Do you use the Civil Service Commission in your recruitment program?

Miss THOMPSON. Yes, we do, not only the one in the District of Columbia, but we also use the Baltimore office.

Senator BYRD. When was the last study made of the Personnel Division?

Miss THOMPSON. I don't have any information on that. I don't really know. I have talked with Mr. Eaton in District of Columbia Personnel, and asked if he could make a study with us and he has agreed to. He

is waiting for me to set the time. We are waiting until after the budget hearings are over and then hope to get into this area.

Senator BYRD. Mr. Rosin, do you have any plans for this problem area?

Mr. ROSIN. None, other than mentioned by Miss Thompson.

Senator BYRD. What have you done in relation to this problem?

Mr. ROSIN. I have spent considerable time of my own at the Personnel Division in trying to speed up paper flow and have succeeded in doing some of this. Following on what Miss Thompson said, I hope that we can improve the situation.

STIMULATING RECRUITMENT

Senator BYRD. What steps have you taken to stimulate better recruitment of qualified personnel?

Mr. ROSIN. Working with my personnel officer, we have explored all the avenues that seem to be available in recruitment.

Senator BYRD. What avenues have you explored?

Mr. ROSIN. We are now working on getting our recruiters out to the colleges, as I indicated yesterday. We won't be able to participate in this really until the next session of the college graduates. It is too late in getting them trained for this area this year.

Senator BYRD. Will you talk a little louder please. What other avenues have you explored?

Mr. ROSIN. One of the other avenues which we should explore, but haven't to any great degree, is to establish a systematized exit interview process in order to see if we can't obtain reasons for personnel leaving. This has not been done to date to any extent.

Senator BYRD. What other avenues have you explored?

Mr. ROSIN. That is about all I can bring forth right now.

Miss THOMPSON. Mr. Chairman, last month I participated 2 days in a manpower conference at Airlie House. While there I had an opportunity to talk with one of the men in the Civil Service Commission. He is going to review with us some of the registers that we are using at the present time, and see if there aren't other registers that we can use, especially for counselor positions. He feels this might open up another resource.

If we could, in sending our recruiters out, promise applicants a job, this would help. We must go through the long process of having to arrange for examinations and qualify applicants while somebody else comes along and promises a job. I mean just say to the young person, "We have a job for you and we can sign you up." So these are some of the difficulties that we are trying to find a way to overcome.

RATIO OF PERSONNEL STAFF TO TOTAL PERSONNEL

Senator BYRD. What is the ratio of your personnel staff to the personnel in the Department?

Miss THOMPSON. Based upon the fiscal year 1968 estimate we would have a personnel employee for each 183 employees in the Department.

Senator BYRD. How does this ratio compare with other departments?

Miss THOMPSON. Actually, the standards call for 1 to 135.

Senator BYRD. But how does the ratio compare with other departments of the District of Columbia government?

Miss THOMPSON. In the District of Columbia? I do not have that information.

Senator BYRD. Mr. Rosin, do you know?

Mr. ROSIN. The last time I checked the figure, as I recall it, it was about 140 in the other departments.

Senator BYRD. In the other departments it would be 140 to 1.

Mr. ROSIN. Yes.

Senator BYRD. Mr. Herman, do you know the answer?

Mr. HERMAN. No, sir.

PROGRAM PLANNING AND RESEARCH

Senator BYRD. Four positions are being requested in program planning and research. Please justify the request.

Miss THOMPSON. In research we do not have the capability at the present time to provide the hard facts that we need on which to base program planning. We need to know more about the characteristics of the people we are serving—the mentally retarded, the aged, the delinquents, the dependents. If we had more research data or more statistical data, then I am sure we could do a better job of planning.

To make maximum use of this backup material, we need more planning staff to review the programs we have at the present time, to offer suggestions of how we could improve our program planning, how we might combine certain programs, and to begin evaluating some of our programs.

Senator BYRD. Are any of the positions presently filled?

Miss THOMPSON. We have two positions, one for a statistician and one for a statistical clerk, funded through OAA funds. We have three positions funded through MAA funds. They are all statistical clerks.

Senator BYRD. Are any of the four positions being requested filled?

Miss THOMPSON. No, they are not.

Senator BYRD. You do not have the one position, program analyst, filled at the present time?

Miss THOMPSON. No, sir.

Senator BYRD. You do not have the assistant chief, research and statistics, filled at the present time?

Miss THOMPSON. No, we do not.

Senator BYRD. Did the House allow any of these new positions?

Miss THOMPSON. No.

NEED OF HEADQUARTERS PROGRAM ANALYST

Senator BYRD. Why should there be a program analyst at the headquarters level?

Miss THOMPSON. Well, for example, we would like to examine the program at our Public Welfare Training Center. We would like to know if there is any overlapping between that and WTOC. We don't see any, but we need to do a depth study.

The number of women who are interested in living in the Public Welfare Training Center and engage in training is being reduced all the time. They are not interested. We would like to know why.

Senator BYRD. Would you say that again, please.

Miss THOMPSON. The number of women who have indicated an interest in living in the center and taking the type of training that we are giving at the Public Welfare Training Center is dropping off.

We have plenty of day trainees but not women who want to live in the center. Yet we have found through experience that the ones who are willing to live in the center benefit more from the training than the ones who come in as day trainees.

EXPLORATION OF POSSIBLE OVERLAPPING

Senator BYRD. What did you say a moment ago about overlap with WTOC?

Miss THOMPSON. We would like to know whether or not there is any overlap between the training program that we have at the Public Welfare Training Center and the title V program.

Senator BYRD. Could these program analysts be more efficiently used at the divisional level?

Miss THOMPSON. We would like to use them throughout the whole Department. If they are at the headquarters level, then we can move them from one area to another, to make these studies.

Senator BYRD. Couldn't they be moved anyhow, if they were at the divisional level? Couldn't you move them anyhow from one area to another?

Miss THOMPSON. This would be possible; yes, sir.

Senator BYRD. Does each of the divisions, agencies, and institutions have a program analyst?

Miss THOMPSON. No; none of them do.

Senator BYRD. None of them.

Miss THOMPSON. No.

Senator BYRD. None of them have.

Miss THOMPSON. No.

Senator BYRD. How many program analysts do you have in the Department?

Miss THOMPSON. We have one.

Senator BYRD. Is this federally funded or funded through direct appropriations?

Miss THOMPSON. It is direct appropriations.

Senator BYRD. And this one is in the headquarters.

Miss THOMPSON. Yes.

Senator BYRD. And you have none in the divisions.

Miss THOMPSON. No, we do not.

Senator BYRD. Why do you feel that the need for improvement in operations services, organization, and administration are the major problems?

Miss THOMPSON. I think our deficiencies are greatest in the area of program evaluation, in research, in the area of procedures. Also the program analysts could do some writing for us. We have to make many reports to Federal agencies. There is extensive reporting. We would use them for some of the writing. For all of the Federal programs we have to make an annual evaluation, and for many quarterly reports, and monthly reports.

EXCESSIVE PAPERWORK FOR HEW

Senator BYRD. The paperwork that you are required to do by HEW, I suppose, is tremendous.

Miss THOMPSON. Yes, it is.

Senator BYRD. In your judgment is a lot of it unnecessary?

Miss THOMPSON. They feel that it is necessary for accountability. We feel that we are accountable to so many different agencies already. We are accountable to GAO and internal audit, and our own accounting staff. To make as many reports, in some cases monthly reports, on some of the Federal programs requires a tremendous amount of recordkeeping, and also reporting.

Senator BYRD. Mr. Rosin, where do you feel that the need for improvement is a major problem?

Mr. ROSIN. I think it runs the whole gamut of all the program areas. I would say the program analysts, to the extent we have been able to do it, should be able to help in providing the services at say the institutions and the other programs and divisions. I have to agree with the chairman that in connection with this it could possibly be done better at the program level or the division level, but the way we are structured organizationally today, and the lack of program analysts, he has been kept in the central office.

MEANS OF CHECKING OPERATIONS

Senator BYRD. What controls do you use to check the effectiveness of your operations overall and by division or institution?

Mr. ROSIN. This is the area that has not been done which could be done through their program reviews and analyses that should be made.

Senator BYRD. Don't you have any controls whatsoever to check the effectiveness of your operations overall and by division or institution?

Mr. ROSIN. I would say other than some of the financial reports where we show results compared to the budget and comparisons for the years to date, the answer is no.

Senator BYRD. Why haven't you implemented some controls of this nature, Mr. Rosin? Shouldn't this be a major function of your office?

Mr. ROSIN. It would be a major function and is. It has not been done, again because of the staff not being available to carry this down through the organization structure to the program level.

EVALUATION OF PROGRAMS

Senator BYRD. How do you evaluate your programs?

Miss THOMPSON. Are you addressing that question to me?

Senator BYRD. Yes, ma'am.

Miss THOMPSON. There are many ways that we evaluate them. Through conferences, through watching the populations in our institutions, through financial reporting, through the way staff handles funds, by the nature of requests that they make when they haven't been able to live within their budget, by staff morale, by the participation of staff in program planning, by the originality of their ideas, by the amount of demands that they make on headquarters staff, whether or not they can work independently and make decisions independ-

ently, whether they meet deadlines with the reporting system, and whether they need to lean on headquarters staff for decisionmaking. Their interest in supplying ideas, whether they are evaluating their program, whether they recommend program improvements, whether they call to our attention deficiencies or problems that are arising before they reach the crisis stage, the reduced number of crises in the department permitting you to plan ahead of time to head them off, rather than wait until you have an emergency that is difficult to handle. The reduced number of accidents, both to children and to staff throughout the operating divisions, their care of equipment. These are all ways that you evaluate staff and program effectiveness.

FREQUENCY OF MEETINGS

Senator BYRD. How frequently do you have meetings with the top staff supervising the various programs?

Miss THOMPSON. I meet once monthly with the administrators of the institutions and we meet once monthly with all of our top level staff. Then the deputies have other meetings, but I meet with division heads and administrators once a month, each group.

Senator BYRD. Do you attend any of these meetings, Mr. Rosin?

Mr. ROSIN. I do attend them, yes.

Senator BYRD. Do you attend them all?

Mr. ROSIN. I would say yes, unless I was absent from the office.

DEPENDENCY OF RECIPIENTS

Senator BYRD. Some studies have shown that social services have had little beneficial effect on the persons receiving the services. Do you feel that the services you provide in PAD, for example, create a sense of dependency among the recipients, or do they reduce the need for public assistance?

Miss THOMPSON. The average length of time that an AFDC family stays on the rolls is about 2 years. Then they move off the rolls. We have some who remain on much longer. So I would have to say that there are some families that are dependent. We know they are dependent. They will remain dependent for a long period of time. I know there are others that we do move off the rolls. I certainly would hate to think that we contributed to dependency in the majority of cases.

The focus in all of our programs is directed toward helping people become independent. I feel through helping them with the management of their money, through working with them around their family problems, through helping them solve some of their difficulties with children, we do move many people off the rolls and help them become independent.

REASONS FOR INCREASED CASELOADS

Senator BYRD. How do you explain the increase in the caseload?

Miss THOMPSON. I think there are other reasons for the increased caseloads, Mr. Chairman.

Senator BYRD. Would you like to elaborate?

Miss THOMPSON. Yes, I would. We have looked at our caseloads very carefully, and we have studied them, we have charted them, and I

would have to say that the reasons for the increased caseloads would be the following:

1. The rate of applications remain high. We have had 286 more applications during the first 10 months of 1967 than we had in the first 10 months of 1966.

Senator BYRD. So the number of applications is increasing percentagewise?

Miss THOMPSON. That is correct. The approval rate——

Senator BYRD. Is this, would you say, partly or in great measure to be attributed to the stimulation provided by UPO workers?

Miss THOMPSON. Well, Mr. Chairman, we have not changed our eligibility requirements. I think the increase can be explained in part by more people actively working in the communities, uncovering needy cases. More people are applying, but the eligibility rate is still high, so that there is a considerable amount of screening going on in the neighborhood, which means that more people who are eligible are applying.

Senator BYRD. And is it also true that more people who are ineligible are applying?

Miss THOMPSON. I have no way of knowing whether they are or they are not. The ineligibility rate remains fairly constant. However, it is a sampling, as you know, so that there is no way of making a positive statement.

Senator BYRD. Mr. Galvin, what are your findings on this point?

Mr. GALVIN. On the eligibility rating?

INELIGIBILITY RATE

Senator BYRD. On the ineligibility rate.

Mr. GALVIN. Overall, over the last 4 years of operation, AFDC has been——

Senator BYRD. Would you speak up a little louder please.

Mr. GALVIN. I said overall in the last 4 years of operation, we found the ineligibility rate in AFDC to be 44.9 percent.

Senator BYRD. Is that at the intake point?

Mr. GALVIN. This is at the intake; yes, sir. In GPA, not counting those cases closed by transfer to another catgeory, we found the ineligibility rate to be 52.7 percent.

Senator BYRD. Is this ineligibility rate pretty much holding its own, Mr. Galvin, at the intake point, in both categories?

Mr. GALVIN. Well, this is the total picture. To go back to the period a year ago, it had been going down. It is now on the increase.

Senator BYRD. Are you saying that the rate of ineligibles at intake point is increasing?

Mr. GALVIN. In the cases that we are investigating; yes, sir.

Senator BYRD. All right, Miss Thompson; I believe I interrupted you.

APPROVAL RATE

Miss THOMPSON. Well, the approval rate I was talking about for 1967 is 54.2 percent for the first 10 months, as compared with 49 percent for the same 10 months during 1966.

Senator BYRD. How does it compare with the same 10 months in the previous year, 1965?

Miss THOMPSON. We don't have it for 1965. I would have to furnish that. We just have 1966 and 1967.

Senator BYRD. Do you have reference only to ADC?

Miss THOMPSON. No, sir. I am speaking only about total caseload.

Senator BYRD. Total.

Miss THOMPSON. I can give you the breakdown.

Senator BYRD. I will have those tables if you please when at any point you care to give them to me. Now would you proceed with your analysis of this?

Miss. THOMPSON Yes. Case closings have not decreased. They have remained about the same, but have not kept pace with the increased applications.

Senator BYRD. So the applications are increasing. The approvals of applications are also increasing, I take it.

Miss THOMPSON. That is right.

Senator BYRD. And the case closings have not kept pace.

Miss THOMPSON. Kept pace.

Senator BYRD. With the increases in the number of applications and in the number of approvals.

Miss THOMPSON. That is correct. For example, in the first 10 months of 1967, 4,568 cases were opened; 3,763 cases were closed, making a difference of 805 cases.

EFFECT OF SOCIAL SERVICES ON RECIPIENTS

Senator BYRD. At that point, and I think this is the point we are trying to develop here, you say the case closings have not kept pace. I go back to my earlier question. Some studies have shown that social services have had little beneficial effect on persons receiving the services, and I ask, do you feel that the services you have provided in the PAD for example, create a sense of dependency among recipients or do they reduce the need for public assistance? Apparently they are not reducing the need for public assistance.

REASON FOR APTD INCREASE

Miss THOMPSON. Let's take APTD for example. APTD is the category that increased the most. It is now 55.4 percent of the total PAD increase. There was an increase of 55.1 percent of the total PAD increase during the first 10 months of 1967.

Now if you look at this caseload, and since this is the category that went up the highest, we looked at this very carefully. These are some of the reasons that we believe caused this caseload to go up.

GPA CASES DECLINING

We are using presumptive eligibility for APTD, instead of carrying the cases in GPA, the reason being it earns Federal funds. While APTD went up, GPA went down from 21 percent of the total PAD caseload in the first 10 months of 1966 to 2.5 percent in the same 10 months of 1967.

Senator BYRD. In what respect did GPA go down?

Miss THOMPSON. From 21 percent in 1966 to 2.5 percent.

Senator BYRD. 2.5 percent of what?

Miss THOMPSON. Of the total increase of cases in public assistance——

Senator BYRD. Of the total number of cases in public assistance.

Miss THOMPSON. In Public Assistance.

Senator BYRD. GPA dropped from what?

Miss THOMPSON. Twenty-one percent in 1966 to 2.5 percent in 1967.

Senator BYRD. You say it dropped from one-fifth to one-fiftieth, there is something wrong here.

Miss THOMPSON. That is the total increase.

Senator BYRD. Are you saying that GPA cases constituted one-fifth of the total caseload a year ago and today they constitute one-fiftieth?

Miss THOMPSON. That is right.

Senator BYRD. Of the caseload?

Miss THOMPSON. Of the total increase, not the total caseload, the total increase of 1967 over 1966.

Senator BYRD. All right.

ST. ELIZABETHS PATIENTS

Miss THOMPSON. Almost 11 percent, 10.9 percent of the February APTD caseload represents patients released from St. Elizabeths Hospital, who can live in the community under supervision, which is more economical for the District than to have them remain in St. Elizabeths Hospital.

Senator BYRD. I think you are getting away from the question which I asked. I have asked whether or not the social services that you are providing here are, in the overall, creating a sense of dependency among the recipients, or are they reducing the need for public assistance. The caseload itself would indicate that they are not reducing the need for public assistance. If the situation were otherwise, the caseload should be decreasing. Yet, it is showing a constant increase.

Miss THOMPSON. Moving patients out of the hospital into independent living in the community is the first step toward rehabilitation. Whether or not we could prove the direct connection between these three steps from the hospital to living in a protected home or a foster home or a supervised home in the community, and then whether they can make the next step to complete independence, Mr. Chairman, would take the kind of a study that we just don't have the capability to make at the present time.

GPA CASELOAD

Senator BYRD. What about your GPA caseload? It is going up and up.

Miss THOMPSON. Our GPA caseload is going down.

Senator BYRD. Read your number of cases. Give me the number of cases per month over the past 12 months. Let's go back 24 months.

Miss THOMPSON. Well, yes, if you go back, if you want to compare it that way, there has been a slight increase.

Senator BYRD. Let me have the table, will you please? Now what was the GPA caseload for May?

Miss THOMPSON. May of 1967?

Senator BYRD. Yes, ma'am.

Miss THOMPSON. We only have it through April.
Senator BYRD. Through April.
Miss THOMPSON. It is 959 in April.
Senator BYRD. It was down from March.
Miss THOMPSON. It was 1,021.
Senator BYRD. 1,021. But it was over July a year ago, which was 942. It was over April a year ago by 118 cases.
Miss THOMPSON. That is correct.
Senator BYRD. It was 841 then. It was over April of the previous year when it was 794. It was over April of the year previous to that when it was 626. So how do you explain this increase in the GPA caseload? If the programs are doing what they were supposed to accomplish, why is the need for public assistance increasing at the same time?

TODAY'S SOCIAL PHILOSOPHY

Miss THOMPSON. Well, I think we have to look at—we are really going through what you could call a complete social revolution at the present time, Mr. Chairman, where needy persons are told that welfare is a right.
Senator BYRD. Yes.
Miss THOMPSON. And since it is considered a right, you have more people who feel that during a crisis, regardless of what the crisis is, when they are ill, when they have been released from a hospital, where they have lost their job, if they meet the eligibility requirements, then we have an obligation to help them.
Senator BYRD. Your regulations and policies do not recognize welfare payments as being a matter of legal or constitutional right.
Miss THOMPSON. It does not state that.
Senator BYRD. No. Moreover, that is not the policy underlying the basic congressional legislation that has been passed providing these various welfare programs.
I recognize the fact that there are some people, some organizations, some of the social planners who are maintaining that this is a legal right, a constitutional right, but I do not and will not proceed on that theory, not until there is a definite determination by the Congress or the Supreme Court of the United States that that is the case. This has not happened yet, and I hope it will never happen.
Miss THOMPSON. The educational programs in the community, however, stress this. This philosophy comes from many social agencies.
Senator BYRD. Well, then why aren't the social services proving themselves? HEW and the Department of Welfare are constantly adding new service programs and we are told that these are designed to reduce the need for dependency, but they are not doing it. The caseloads are continuing to go up. This is the question that I would like to have answered by somebody.

LIBERALIZATION OF ELIGIBILITY FOR AFDC

Miss THOMPSON. One thing that is contributing to increases in AFDC, is the coverage is becoming more liberal all the time, so that more people can qualify, as you have broader coverage. That is a result of the amendments to the Social Security Act. There has been some liberalization of eligibility for AFDC in the last few years.

Senator BYRD. You haven't altered your regulations in the District of Columbia, have you? Don't you have the same governing regulations you had a year ago?

Miss THOMPSON. Yes, the same ones that we had a year ago.

Senator BYRD. You have the same ones you had 2 years ago?

Miss THOMPSON. Well, there has been some liberalizing. For example, in the area of income, people can work and earn up to a certain amount, so this has become a little bit more liberal. Training grants for training purposes has become somewhat more liberal.

Senator BYRD. I thought these were among the things that were going to take people off public assistance. I don't want to be argumentative, Miss Thompson.

Miss THOMPSON. No, I realize that. We don't have the answer.

Senator BYRD. These are the liberalizing features that were supposed to alleviate dependency and lower the caseloads.

Miss THOMPSON. That is right.

Senator BYRD. I am not trying to quarrel with you. I think you are trying to do a dedicated job.

Miss THOMPSON. Well, we have sought some of these answers but finding them is not easy.

Senator BYRD. I was just going to say I would assume you have the same questions in your own mind.

EFFECT OF SPECIALIZED PROGRAMS

Miss THOMPSON. Yes. We sat down, our top level staff, to try to find the reasons. All I can say is that with some of the specialized programs, I don't know what our caseload would have been if we hadn't had these. Under our five new programs we have helped 7,158 families since September of 1965 through April of 1967, with 24,711 children. Now, if we had not had these programs, it would be hard to say how high our AFDC caseload would be today and how many children would be in Junior Village.

Senator BYRD. And by the same token if you had not had 77 investigators cleaning up the caseload it would be hard to say how many cases you would have today.

Miss THOMPSON. This is a factor, this is true.

HIGH RATE OF INELIGIBILITY

Senator BYRD. Yes. Now, tell me this. I don't believe anybody in the Department would challenge the statement that there is a continuing high rate of ineligibility. Now, if we really want to get this caseload down, why don't we attack it at its roots. Why don't we, Mr. Rosin?

Mr. ROSIN. I agree with you, Mr. Chairman.

Senator BYRD. If you agree with me, why haven't you recommended additional investigators?

Mr. ROSIN. We have recommended them to the District Building.

Senator BYRD. I thought you said yesterday that you had not.

Mr. ROSIN. Well, I checked back on it. I want to correct my position on that. We did.

Senator BYRD. Would you speak a little louder, please.

ADDITIONAL INVESTIGATORS

Mr. ROSIN. We did go forward in the budget with, I believe, 77 investigators.

Senator BYRD. That was back in the days when we made a very thorough examination of this Department. In the last 2 or 3 years I have asked very few questions concerning this Department.

Mr. ROSIN. This submission was back in September 1966.

Senator BYRD. You recommended an additional 77 investigators?

Mr. ROSIN. That is right, the Department did. It was part of the discussion as I indicated yesterday. I am sorry, that figure was 70.

Senator BYRD. The Department itself recommended an additional 70?

Mr. ROSIN. That is right.

Senator BYRD. Over and above the 77 that it then had?

Mrs. CHAMBERS. Yes, sir.

Senator BYRD. When was this recommendation?

Mr. ROSIN. It was made September 2, 1966.

Senator BYRD. That was in contemplation of fiscal calendar 1968?

Mr. ROSIN. 1968 budget.

Mrs. CHAMBERS. That is correct.

Senator BYRD. What happened to those 70 positions?

Mr. ROSIN. I don't know whether I have the answer to that, Mr. Chairman. Do you know, Miss Thompson?

Miss THOMPSON. They were not approved.

Senator BYRD. If I was Controller of that Department, I would have the answer. I should think any controller ought to have the answer. Is it the theory that we ought to continue to elaborate upon, build upon, expand upon, and add upon service programs, but continue to close our eyes toward the ineligibles on the caseload? My theory has been this, and I have tried to enunciate it many times; I want to help those people who deserve help and who qualify for assistance. I want to see them helped, and whatever appropriations are necessary to provide adequate payments for them, I want to see that these appropriations are given. The record shows I have tried to help those who deserve help.

COST-OF-LIVING INCREASE

Last year I instituted the 13-percent across-the-board cost-of-living increase. I didn't do this at the urging of anybody in the Department or anybody down at the other end of Pennsylvania Avenue or anybody anywhere. I did this because I thought these recipients ought to have an increase in welfare payments. I thought the welfare payments ought to catch up sometime with the cost-of-living increase.

But I am absolutely against ineligibles receiving welfare payments. I realize that it rains alike on the just and on the unjust, and that a 13-percent increase in welfare payments is going to be received by some of those people who should not receive any payments at all. Yet, I want you to do the right and merciful thing for those people who do qualify. But as to those people who don't qualify, I want to get them off the rolls, and I don't see why the Department does not take this same firm and forthright attitude. I do not see why, Mr. Rosin, you

as Controller of that Department and your having the responsibility of getting a greater return for the taxpayer dollar, why you have not insisted that there be more investigators.

I am not saying they ought to be kept on ad infinitum, but I am saying that we ought to take the necessary steps to clean out the ineligibles. Why do you have to protect them? Why does the Department have to be so timid with regard to cleaning out the ineligibles? This is my battle cry and has been all along and will continue to be. And it should be yours.

Removal of Ineligibles

I am for the service programs wherever they prove their worth, if they will help people and reduce the caseload, I am all for such programs. I am for getting away from dependency, and for making people independent. I do not want to appear to be argumentative, but, in all the years I have been sitting on this subcommittee, I have been unable to understand why HEW and the Department do not adopt a strong and determined stand for the removal of ineligibles and make the same fight in this regard as the Department and HEW make for new service programs, more social workers, and additional clerical workers. I have added clerical workers from time to time over and above the budget request; I have added social workers over and above the budget request; I have added foster home payments and programs over and above the budget request; I have taken up the cudgel in your behalf with regard to a lot of these programs. But why do HEW and the Department become strangely silent whenever it comes to ridding the caseloads of ineligibles, and nobody can refute the fact that they are there?

If they are not there, then I am willing to quit talking about them. If the ineligibles constituted only 1 percent or 2 percent, I would not fuss about that, or even if they amounted to 5 percent of the caseload. But when the Department continues to admit that the caseload contains an inordinately high rate of ineligibles, why do HEW and the Department not take the lead in removing them? I keep asking the question why, with all of the new and expanded service programs, the caseloads continue to increase. You always respond with strange and mystic answers, all of which add up to requests for more money, more studies, more reports, and expanded service programs. The answer is we just need to clean up the caseload and get these freeloaders off who should not be there in the first place.

Studies on Benefits of Social Services

Have there been any independent or departmental studies using research methods in this area, or have the studies which have been made merely been the interview type, going back to the basic question now as to the studies that have been made, which have shown that social services have had very little beneficial effect on the persons receiving the service?

Miss Thompson. You mean within our department?

Senator Byrd. Have these studies been the interview type?

Miss THOMPSON. No, we have not made any statistical studies or any research studies. It is certainly one that is needed. The only way that we can point to success of programs are when people move off the rolls and our WTOC program, which shows that 555 heads of households have actually moved into jobs, and are earning, have become taxpayers rather than being on the rolls. But this is the way we have had to evaluate the success of our programs.

DECREASE OF JUNIOR VILLAGE PERSONNEL

Senator BYRD. If your research and analysis showed a decreased need, let's say, for social workers, or clerical personnel, would you decrease them?

Miss THOMPSON. Yes, sir.

Senator BYRD. What about Junior Village? Is there not a demonstrated need for a decrease in personnel there?

Miss THOMPSON. We have a chart that we developed showing how we are using staff at the present time. There are 21 positions that we are not using for coverage in the cottages at the present time. We also worked out a statement on savings in clothing and food.

Senator BYRD. Are you asking that those positions be eliminated from your budget?

JUNIOR VILLAGE HEADSTART PROGRAM

Miss THOMPSON. We were going to make one request first—I just received a letter that the Headstart program at Junior Village will not be funded after August of this year. We have in the Headstart program, we have 47 children, thirty-two 4-year-olds and fifteen 3-year-olds in the program. We would hope that we could take seven of these positions and continue our Headstart program.

Senator BYRD. What I am asking for is just a general answer to a general question. Hasn't your population shown a decline at Junior Village?

Miss THOMPSON. That is correct.

Senator BYRD. Yet, you have an increased number of personnel there?

Miss THOMPSON. That is correct.

Senator BYRD. Why couldn't the number of personnel be decreased?

Miss THOMPSON. It could be.

Senator BYRD. It could be?

Miss THOMPSON. We could decrease it by 21, or if we could hold seven positions to continue the Headstart program, by 14, Mr. Chairman.

SAVINGS AT JUNIOR VILLAGE

Senator BYRD. Perhaps with a closer look, you could decrease it further. We will get into this whole area later. What we want to do is beef up our group homes approach, and see if we cannot cut the population at Junior Village.

Miss THOMPSON. We have used some of the savings at Junior Village this year to fund five of our Youth Group Homes, because our funding period ran out before July 1, so that we used savings to carry us over until this budget becomes effective.

Senator BYRD. You might want to be thinking about this. Let's see where we can cut corners at Junior Village, institute savings there, and transfer those savings into the group home approach, so we can get the kids out of Junior Village. Let's get them out.

Miss THOMPSON. All right.

Senator BYRD. Let's concentrate our best attention on this problem before we close up the hearings, and see if you can come up with suggestions that will greatly reduce the population at Junior Village, greatly reduce the cost of that institution, greatly reduce the cost per child to the District government, and transfer these children into a home atmosphere, rather than into an institutional atmosphere. It should constitute savings to the District government if this could be done. So if there were a demonstrated need for a decrease in personnel, you would recommend this, is that the case?

Miss THOMPSON. Yes; I would.

Senator BYRD. And if there were a demonstrated need for an increase in personnel anywhere in the Department, you would recommend this?

Miss THOMPSON. Yes, sir.

Senator BYRD. Is that the case?

Miss THOMPSON. That is correct.

Senator BYRD. Then I come back to the need for more investigators. The record will note that there was silence.

DATA SYSTEM DIVISION

Now, Miss Thompson, you are asking an increase of 12 positions in your data systems division. Now, please justify these.

Miss THOMPSON. In our automatic data processing division, we are trying to put more and more information on equipment to reduce the amount of hand counting and manual work. We had a study made of the Children's Center, and have identified 21 areas where we could cut down on reports that are hand counted, and individually compiled. Among these reports are admissions and releases, transfers among cottages, and daily population counts.

In order to increase our ability to automate this kind of report, we will have to increase our capability in the data systems division. Our request is to increase the staff so that we can reduce some of the paper work, and put out more of our reports automatically.

Data processing is confined to child welfare and public assistance at the present time, we have not extended automation to reporting in our institutional areas.

Senator BYRD. Are any of these 12 positions presently filled?

Miss THOMPSON. None of the 12 that we are asking for. We do have five positions in this area that are funded through MAA funds.

Senator BYRD. Are any of the five positions comparable to any of the positions included in the 12?

Miss THOMPSON. No, sir. They would supplement those, be in addition to what we have already.

Senator BYRD. But although the titles——

Miss THOMPSON. The titles are comparable, Mr. Chairman, but it means they would be working in another area, doing a different type of job.

Senator BYRD. Presently you have one GS–14 accounting officer?

Miss THOMPSON. That is correct.

Senator BYRD. Funded through MAA?

Miss THOMPSON. That is right.

Senator BYRD. Now, the Department is asking for two GS–12 accountants?

Miss THOMPSON. That is correct.

Senator BYRD. Is the accounting officer now doing the work of one of the accountants being requested?

Miss THOMPSON. Yes, he is. This is one reason he has not been able to expand the program; because he is doing too much of the work himself.

USE OF ACCOUNTING PERSONNEL

Senator BYRD. What about the systems accountant that you have on board now? Would that compare with the computer systems analysis?

Miss THOMPSON. No, sir. They are two different things.

Senator BYRD. All right.

Miss THOMPSON. The systems accountant works in the Accounting Division. The computer systems analyst would be working in the data processing area.

Senator BYRD. Let's take the GS–5 card punch operator. Is this person doing the work of one or two of the GS–3 key punch operators being requested?

Miss THOMPSON. The one that we have in the budget at the present time, the card punch operator is a GS–5. He would supervise the two GS–3 key punch operators. This means that we could punch more cards, get more material on our equipment.

Senator BYRD. You have one now doing the work, and you need two more to be supervised by that one?

Miss THOMPSON. He would work, too, Mr. Chairman.

Senator BYRD. There are two GS–3 EAM operators on board at the present time?

Mrs. CHAMBERS. They are federally funded.

Miss THOMPSON. That is right.

Senator BYRD. Yes, I know they are federally funded; yes, I know that.

Miss THOMPSON. These are federally funded. There would be no duplication of work. It would permit us to expand this division.

Senator BYRD. Is there any question but that these five will continue to be funded by Federal moneys?

Miss THOMPSON. There is no question about that.

Senator BYRD. Did the House allow any of these positions?

Miss THOMPSON. No, sir.

Senator BYRD. Page 23–22 shows that nine of the 12 positions are completely new.

Miss THOMPSON. The 12 which says increase is requested corresponds to the 12 that we are requesting. We are comparing the 1967 level of operation which relates to the 1968 request. The column 1967 does not include all the positions, just the ones with the same titles.

NUMBER OF AVAILABLE CLERK-TYPISTS

Senator BYRD. All right. Now, how many GS–4 clerk-typists do you have? You are requesting two.

Miss THOMPSON. We have none in this Division at the present time.

Senator BYRD. Do you mean to say you have no clerk-typists?

Miss THOMPSON. No, sir.

Senator BYRD. You have no clerk-typists at all?

Mrs. CHAMBERS. No GS–4 clerk-typists.

Miss THOMPSON. No.

Senator BYRD. What did you say, ma'am?

Mrs. CHAMBERS. There is no clerk-typist at the GS–4 level in that particular unit.

Senator BYRD. Well, it doesn't have to go at a GS–4 level. These figures can be changed around too. Do you have any clerk-typists?

Mrs. CHAMBERS. Yes, we have one clerk-typist in the Division.

Senator BYRD. One clerk-typist. It does not show up, does it?

Mrs. CHAMBERS. Clerk-stenographer, I am sorry.

Senator BYRD. You have one clerk-stenographer?

Mrs. CHAMBERS. Yes, sir.

Senator BYRD. That does not show. It shows that you have none. You are increasing one, which would make a total of one. Why does that one not show?

Miss THOMPSON. I cannot answer that, Mr. Chairman.

Senator BYRD. We cannot appropriate money if we cannot come to grips with the actual facts. Maybe I am overlooking something here, but thus far, if I am, you have been also. You have not been able to explain it. You show no clerk-typist.

You show no clerk-stenographer. You are asking for two clerk-typists, which would make a total of two, which would indicate you don't have any. You show no clerk-stenographer. You are asking for one, which would make a total of one, which would show that you don't have any. But you say you do have. Can you explain this?

Miss THOMPSON. It is an error, Mr. Chairman.

Senator BYRD. So actually what is the true picture? I will insert in the record this sheet so that the record will show what I have reference to.

(The document follows:)

2 Accountants, GS–12
1 Clerk-Stenographer, GS–5
1 Clerk-Typist, GS–4

These positions are needed to provide the Department additional technical direction from Headquarters. They are needed to improve the financial system in order to obtain more meaningful information for day-to-day decisions on operations and to keep management informed of the Department's success in meeting its goals financially.

2 Computer Systems Analysts, GS–13
3 Programmers, GS–9
2 Key Punch Operators, GS–3
1 Clerk Typist, GS–4

The Department of General Administration and staff from the General Services Administration made a reconnaissance survey of the management tool of our Department. This survey has shown the need for a concerted effort toward systems improvement and automation in the Department.

These positions are needed to provide the necessary technical knowledge of computer operations; to provide staff to prepare problem-solving procedure; to

most effectively utilize the computer; and to carry on the increased key punch requirements.

The electronic computer approach has been most effective in assisting the Department in carrying out many of its processing operations. These additional positions are necessary to meet the expansion needed in automatic data processing services for the Department.

A comparison of the 1967 level of operation for the parts of this program which relate to the 1968 requested increases follows:

	1967 (available)	Increases requested	1968 (total)
GS-13 digital computer systems analyst	1	2	3
GS-12 accountant		2	2
GS-9 Programer		3	3
GS-5 Clerk-stenographer		1	1
GS-4 Clerk-typist		2	2
GS-3 Keypunch operator	2	2	4
Total	3	12	15

Senator BYRD. Well, we cannot talk about this any further until the matter is clarified. Let me ask you, do you have more than three positions? The table shows that you have three.

Mrs. CHAMBERS. The instructions from the Budget Office requests a comparison of presently available for only the ones which relate to the 1968 request, and this is what is causing the confusion. In other words, if you are asking for grade 4——

Senator BYRD. That is not my fault.

Miss CHAMBERS. No, sir, I did not say that.

Senator BYRD. The committee must have the clear picture.

Mrs. CHAMBERS. Yes, I understand.

Senator BYRD. You are asking for additional clerk-typists, you are asking for additional clerk-stenographers, and you do not indicate in the table and you cannot indicate here to me now, or you have not thus far, how many you have on board?

Miss THOMPSON. Our backup sheets, Mr. Chairman, have the positions in data systems and the positions in accounting together. We will have to separate the two, that is part of the confusion.

PRESENT DATA SYSTEM STAFF

Senator BYRD. All right. What is your present staff in job title, grade, and function? Maybe this will elicit what we want.

Miss THOMPSON. We have a—do you want me to give you this in a chart? I can read it off.

Senator BYRD. Well, you may. We may also want the chart.

Miss THOMPSON. All right. We have a data systems manager, a digital computer analyst, an EAM project planner, a machine operator, a special assistant, five EAM operators, one clerk-stenographer, two key punch operators, and that is it.

Senator BYRD. So you have one clerk-stenographer?

Miss THOMPSON. That is right.

ADDITIONAL DIGITAL COMPUTER SYSTEMS ANALYSTS

Senator BYRD. Why are two additional GS–13 digital computer systems analysts required?

Miss THOMPSON. I would have to ask Mr. Rosin to explain that, sir. I do not know quite that much about the data systems program.

Senator BYRD. I am not sure we will understand after he explains it. Go ahead, Mr. Rosin.

Mr. ROSIN. Mr Chairman, this ties in—we are trying to increase the staff to work with and go into the total overall effort the District government is making through the General Services Administration in the data compilation area, and we have to prepare for this development, and also the pending medicare program. So we are trying to increase our staff in this direction plus the other areas of putting more of our own programs on the computer equipment.

Senator BYRD. What type of equipment have you?

TYPE OF COMPUTER AND PERCENT OF USE

Mr. ROSIN. We have a 360 now. I believe that is the model we have. Mr Chicherio is familiar with that also.

Senator BYRD. Mr Chicherio, could you answer this question?

Mr. CHICHERIO. Yes. They use the same kind of equipment. The Welfare Department has an IBM 360–20 size. We are using IBM 360–30 and 40 sizes. They are compatible.

Senator BYRD. What percent of the capacity of your computer is being utilized?

Mr. ROSIN. We just got the equipment, so that the utilization is still low. It is 33.8 percent.

Senator BYRD. One-third of its capacity is being utilized?

Mr. ROSIN. That is right.

Senator BYRD. Does this mean that it is down two-thirds of the time?

Mr. ROSIN. Well, we obtained the equipment in January, so we are in the process of putting existing programs which we had on the old equipment.

Mr. CHICHERIO. Mr Chairman, may I observe that this is not unusual for a new computer when it is installed, there is a gradual build-up; very few computers are actually used 100 percent of the time.

Senator BYRD. Would you say that, in consideration of the period that the computer has been in the Department, this is a reasonable time?

Mr. CHICHERIO. That is correct. They have test programs to test the use and this means waiting time to change the program.

OPERATIONS PERFORMED BY COMPUTER

Senator BYRD. What operations are being performed by the computer?

Miss THOMPSON. Reports for Child Welfare, Public Assistance, the monthly reports that we make, and it is being used almost exclusively for these two divisions at the present time.

Mr. ROSIN. Payroll, if I can add this, food stamp program.

Miss THOMPSON. That is correct.

Senator BYRD. Have the divisional and institutional staff who feed the data into the computers been properly trained?

Miss THOMPSON. No. This is going on at the present time at the Children's Center. A study is being made of what reports at the Children's Center could be put on equipment, how the staff is compiling their reports, whether the reports can be programed on equipment.

Senator BYRD. What percentage of errors have been found in the input data, such as incorrectly filling out the forms?

Mr. ROSIN. I don't have that information.

Senator BYRD. The omission of required information, and so on?

Mr. ROSIN. I do not have this. I will see if I can get it, Mr. Chairman.

Senator BYRD. All right, you can supply that for the record, if you will, please.

Mr. ROSIN. Yes, sir.

(The information follows:)

ERRORS IN INPUT DATA

We have not kept a record of errors in input data. We believe that it is impractical to devote staff time to keep records on such errors until they put us in a position where we are unable to fill all requests for services. Input data documents are reviewed and corrections obtained before being processed.

Senator BYRD. What percentage of errors have been found in the output data, such as improper programing? Incomplete programing?

Mr. ROSIN. I will also have to get that for the record, Senator.

Senator BYRD. What are the types of input data errors found? What are the types of output data errors found? Can you give us some general idea at this point?

Mr. ROSIN. I cannot, Mr. Chairman.

Senator BYRD. Can anyone give us some idea of what kind of input errors you are finding, and what kind of output?

Mr. CHICHERIO. I cannot, Mr. Chairman. I am not that familiar with the internal operations of the Department.

TIME REQUIRED TO REPROGRAM

Senator BYRD. How long does it take, on an average, to reprogram, when errors are found? Can you answer?

Mr. ROSIN. I cannot.

Senator BYRD. Could you?

Mr. CHICHERIO. I think if I understand you correctly, on the errors, the errors in the input process, that is punching the cards, for example, from a source document, these errors normally would be picked up in the verification process.

Senator BYRD. But when there are errors in the output, how long does it take to reprogram?

Mr. CHICHERIO. Well, it depends on whether the program itself has built into it a check on the output. For example, on additions, other statistical computations. Now, if it is properly programed, it would have this built right into the program, so that at the output the bells would ring.

Senaor BYRD. Computers are no better than the data that is put in them, are they?

Mr. CHICHERIO. That is correct, yes, sir, and the way it is put in.

MACHINES RENTED

Senator BYRD. Are these machines rented?

Mr. ROSIN. Yes, Mr. Chairman.

Mr. CHICHERIO. Yes, sir. The District owns none of its own equipment. We rent everything. The principal reason for this is that the

updating of machinery is changing so rapidly, and the equipment itself is changing that we find that it would not pay us to purchase at this time. We may come to this, however.

ADMINISTRATIVE DIVISION

Senator BYRD. Three positions are being requested in the Administrative Division. Please justify.

Miss THOMPSON. These three positions are a GS–12 safety manager, a GS–5 mail and file supervisor, and a GS–4 mail clerk. The safety manager is to coordinate and direct the safety program for the total Department of Public Welfare. We are the only large District of Columbia Department that does not have a full-time safety officer. We have been trying to develop safety programs, especially in our shops and kitchens, where we have a large number of employees. Our largest number of injuries are in the area of lifting heavy, obese patients, so again it is a safety program that will teach people how to lift these patients without injuring their backs.

The mail and file clerk is to handle mail deliveries among the expanded operations within the Department. As we have expanded, we have had to decentralize our staff. Keeping the mail flowing back and forth between all of these areas will be the responsibility of the mail and file supervisor and the mail clerk.

We hope, too, to set up some central files.

At the present time in headquarters each person has his own set of files. We would like to have central files, which would reduce the amount of space used for files and be a more efficient system.

Senator BYRD. Are any of these positions presently filled?

Miss THOMPSON. No, sir.

Senator BYRD. Are any being funded from Federal moneys?

Miss THOMPSON. No, not these three.

Senator BYRD. Did the House allow——

Miss THOMPSON. No, sir.

Senator BYRD (continuing). Any of these?

Miss THOMPSON. No, they did not.

Senator BYRD. What are the functions of this division?

Miss THOMPSON. The Administrative Services?

Senator BYRD. Yes.

Miss THOMPSON. This takes care of our field administrative offices or branches, which takes care of procurement and warehousing, supply and payroll, maintenance, engineering, food stamp, all of this comes under the Administrative Services.

SAFETY OFFICER

Senator BYRD. Who is now doing the work of the Safety Officer?

Miss THOMPSON. Actually in each institution we assign this responsibility to the Assistant Superintendent. We do not have an organized program in our agencies, nor in any of the divisions except the institutions.

Senator BYRD. Could you state what percentage of the time, for safety officer's work, is presently being required by the persons doing such work in each of these areas?

Miss THOMPSON. When you take into account the fire inspections, which happen every 6 months, and the corrective work that has to follow these, surveys by the Labor Department on safety practices in kitchens and culinary areas, in our shops where maintenance people are working, and in the school shops, where children are working, if you add up all of this time, it amounts to a considerable amount of time. When I say that, it would be at least 10 percent of the time, of possibly as many as 20 different people.

Senator BYRD. You think it takes that much time?

Miss THOMPSON. Yes, because just in the culinary areas alone, where you are dealing with steam and gas and so forth, we do have injuries in this particular area, which requires followthrough, to be sure that the equipment is kept repaired, and therefore safety hazards are reduced.

NUMBER AND TYPE OF INJURIES

Senator BYRD. Could you file for the record some data showing the number of injuries?

Miss THOMPSON. Yes, I could.

Senator BYRD. And the type of injuries. You might do this for the past full year, if you will.

Miss THOMPSON. I have 1966 here. There were 276 injuries. These are the ones that were reported. These are the people who went to clinics. There are injuries where people do not go to clinics, that are known to our first aid stations.

Senator BYRD. I see. What else do you have on this table?

Miss THOMPSON. I just have the 276 injuries.

Senator BYRD. So you would not have to file that for the record.

Miss THOMPSON. But I can give you more backup data if this is necessary.

Senator BYRD. All right, if you would please, so that we will have a little more substantiation of this request.

Miss THOMPSON. Yes, sir.

(The information follows:)

DATA ON INJURIES

	Man-hours worked	Total number injuries	Total number lost-time injuries	Total number man-hours lost
District of Columbia welfare institutions	2,138,262	225	36	3,176
Family and children services	1,816,172	18	4	288
Children's center	1,791,236	74	22	864
Director's office	110,374	0	0	0
Total	5,856,044	317	62	4,328

MAIL AND FILE CLERKS IN HEADQUARTERS OFFICE

Senator BYRD. How many mail and file clerks do you now have in the headquarters office?

Miss THOMPSON. We have none. It is done by the secretaries, Mr. Chairman.

Senator BYRD. You have none?

Miss THOMPSON. We have no one in this position at the present time. The secretaries do the work and sometimes our chauffeurs help.

Senator BYRD. You do not have anyone federally financed?

Miss THOMPSON. No, sir, not in this area.

DUTIES OF SUPERVISOR

Senator BYRD. Why do you need a supervisor for one clerk? The request is for one mail clerk and one supervisor.

Miss THOMPSON. He would not be supervising this clerk. He would work out the mail trips and see that deliveries meet certain schedules and that mail is picked up. He would arrange for special deliveries to be hand-carried from one location to the other. The mail clerk would open the mail and route it to the proper office within headquarters, but the mail supervisor would see that all of the divisions are tied into our mail schedules.

CONTROL OF ELIGIBILITY DETERMINATION

Senator BYRD. Turning to control of eligibility determination, when did the program for control of eligibility determination begin?

Miss THOMPSON. I would like to ask Mr. Russo to answer that.

Senator BYRD. All right.

Miss THOMPSON. This comes under his supervision.

Mr. RUSSO. Yes, in 1963, Mr. Chairman.

Senator BYRD. Is this the so-called quality control?

Mr. RUSSO. This a part of it, yes, Mr. Chairman.

Senator BYRD. To whom did it report at that time?

Mr. RUSSO. 1963, sir?

Senator BYRD. Yes.

Mr. RUSSO. I believe at that time it reported to my predecessor, the Deputy Director for the Department of Public Welfare.

QUALITY CONTROL PROGRAM

Senator BYRD. What were its functions when it started?

Mr. RUSSO. The functions, are we talking about quality control, sir?

Senator BYRD. Yes.

Mr. RUSSO. The functions remained the same as they were when the program first began. As you know, this is a federally required program of all States, required by the Department of Health, Education, and Welfare. The basic purpose is to test, on a continuous basis, the quality of caseworker performance in a public assistance setting; with regard to the validity of determining eligibility and redetermining eligibility, with regard to the validity of approving applications and disapproving applications, with regard to the validity of terminating applications and closing cases, and also to test social worker performance with regard to the accuracy of the money payment.

Senator BYRD. And then to use this for training purposes, I suppose?

Mr. RUSSO. Yes, sir. There is one other area that the quality control program embraces, sir. That is to evaluate and assess the quality of the social services that are being provided by the public assistance caseworkers staff.

The basic purpose is to identify worker defects in these various areas, and then to make recommendations to the appropriate division, Public Assistance Division staff, with respect to taking remedial measures to improve on the quality of the caseworkers' performance. This quality control program, Mr. Chairman, is placed under the administrative supervision of a State department of public welfare official. HEW requires that this program be a State-administered program.

Senator BYRD. Are you saying that the functions are the same today as they were when it was instituted?

Mr. RUSSO. Essentially, yes, sir. There has been one major change, and we instituted this change, sir, on our own initiative. We broadened the quality control review program to include on a rather small sample basis the GPA caseload.

GPA CASELOAD REVIEW

Senator BYRD. What results have you found with regard to the GPA caseload review?

Mr. RUSSO. The results with regard to the GPA review, Mr. Chairman, are analogous to the results that we have observed with regard to the other categorical programs as far as the social worker performance is concerned. We have found a number of defects which are rather persistent, which causes great concern, and to which we are constantly addressing ourselves, in the way of taking measures.

Senator BYRD. What are those defects that are causing great concern?

Mr. RUSSO. Basically, Mr. Chairman, the major defect is that elements that should be considered in the process, for example, of approving an application, disapproving an application, for public assistance, redetermining eligibility on reviews, closing a case, we are finding that the elements that the worker is required to consider do not appear in the recording in the case record.

We consider this as a defective action on the part of the caseworker, even though the caseworker may have considered that element. If she doesn't record it in what we call the social history part of the case record, which is the major type of recording that we now use, if it is not recorded, if any given element is not recorded in the social history recording, then our quality control reviewer notes this element as a defective element.

Senator BYRD. Do you have an appeals procedure in the GPA system?

Mr. RUSSO. Yes, sir.

Senator BYRD. Then if these facts are not recorded in the case history, the Department is not in a position to defend its action if it had to close a case from the GPA. Is this a fact?

Mr. RUSSO. Yes, sir. I must say that this is a fact, although I want to emphasize that I am covering the entire gamut of elements.

Senator BYRD. Oh, yes, I know, but I am just looking to this one, for example.

Mr. RUSSO. Right.

Senator BYRD. How it would create a problem.

Mr. RUSSO. Oh, yes, sir. This includes, as I mentioned, Mr. Chairman, the entire gamut of elements. There are approximately 14 elements.

Senator BYRD. And so if we wish to shift to another aspect within the gamut, there is no way to indicate whether or not indeed the applicant was truly eligible, if one were to look at merely the case history, is that correct?

ELEMENTS AFFECTING ELIGIBILITY

Mr. RUSSO. Yes. This is sometimes the case with respect to the findings in our quality control review program, Mr. Chairman. We find, however, in the majority of cases in our quality control review findings that while the elements that the worker was required to consider do not appear, in many cases, in the case recording, in the majority of cases, they do not have an effect on the basic eligibility of the total case.

For example, one of the elements is to verify age, and this does not appear in the record, we consider this a defective element. This might not necessarily have an effect on basic eligibility of the case.

Senator BYRD. But if the element had to do with resources?

Mr. RUSSO. If the element had to do with resources, and it was not recorded, and the case was still found to be eligible, then obviously the worker considered the element but did not record it.

Senator BYRD. And there could be a question of an overpayment there?

Mr. RUSSO. Yes. This might result.

Senator BYRD. And it might be difficult to determine how much the overpayment involved?

Mr. RUSSO. Yes, sir. If the case record does not contain the information that it should reflect, this in the instance of an overpayment would present problems with respect to when did the overpayment begin, at what rate did the overpayment, at what rate has the overpayment occurred.

PROCEDURES ON DETECTED ERRORS

Senator BYRD. What remedial action is taken when these defective elements appear in a given case? Is the caseworker currently told of the circumstances, in order to rectify the situation?

Mr. RUSSO. Yes, sir. Under the procedures that we have established, whenever a quality control reviewer detects an error in worker performance, which has an effect on the amount of the money payment and indeed which might be more serious, which might have an effect on the total eligibility of the case, under our procedures the quality control reviewer relays this information immediately through the established channels, and it gets down to the social worker, and she is expected to act and to reply to the quality control program chief as to what action she has taken on the information that is furnished to her.

Senator BYRD. Now, what are you doing about this defect? You indicated it was causing concern. What are you doing to rectify it?

Mr. RUSSO. Yes, sir. Mr. Chairman, again in accordance with HEW requirements, we are required, as are all States who are embraced by the quality control program, we are required to submit an annual report to HEW, indicating a thorough analysis of the total findings during the year covered by the report.

Senator BYRD. This is a locally financed program. You don't have to report this to HEW, do you?

Mr. RUSSO. Oh, no, sir. This is partially funded out of local funds.

Senator BYRD. The GPA?

Mr. RUSSO. I am sorry, I missed your question.

Senator BYRD. I asked you what you were doing to rectify this defect, and you indicated that you brought in HEW.

Mr. RUSSO. I thought you were referring to what we are doing about rectifying all of the defects.

Senator BYRD. No, I am just talking about GPA at the moment, if you please.

SOCIAL WORKER ERRORS

Mr. RUSSO. Again the efforts that we are making with regard to the defects relating to GPA apply to the defects found in the other categorical programs. Our major recommendation to the Public Assistance Division has been to strengthen the inservice training program of caseworkers, so that caseworkers, No. 1, become apprised of the areas in which there is deficient performance. Many times these areas relate to failure to apply policies, even though the policies in the manual might be as clear as anyone could ask them to be.

Our major recommendation is a strengthening of the inservice training program of the staff development program in the Public Assistance Division, on any defects in the GPA programs or defects in the other categorical programs.

Our second recommendation, and we are making I think, as Mrs. Queen noted earlier, considerable progress. We have a long way to go, however.

Our second major recommendation that we have made to the Public Assistance Division Chief in connection with defects found in the GPA program is to constantly address ourselves on the divisional level to clarification and simplification of policies and procedures. This must be a constant process, and it is, sir.

UNCOVERED CASELOADS

Another recommendation that we have made is to increase our efforts to fill positions so that the number of uncovered caseloads will be radically reduced. This is one of the major problems and I know that this has an affect on this situation.

Although within recent weeks we have made considerable progress largely through the efforts of our personnel office. I think that Mr. Rosin was rather modest when he earlier responded to your question as to what attempts were made in recruiting and filling positions, within the past several weeks we have made great progress in filling vacancies, caseworker vacancies in our Public Assistance Division.

As a matter of fact, we are reaching the point, almost the point of the millennium——

Senator BYRD. Aren't you getting far afield from the question?

Mr. RUSSO. Well, this question, sir, I think that this is related to what attempts we are doing in the way of making recommendations to the Division as to what steps the Division ought to take in correcting the deficiencies found in the quality control review. I am addressing myself to——

CORRECTION OF DEFECTS

Senator BYRD. The question was what are you doing to correct the defects?

Mr. RUSSO. Right.

Senator BYRD. That have been uncovered as a result of broadening that review, and you are getting into quite an area of discussion here.

Mr. RUSSO. Yes, sir. I will try to be brief.

Senator BYRD. Then it comes down, specifically, to what you are doing to correct the defects that are found vis-a-vis GPA.

Mr. RUSSO. I will be brief, Mr. Chairman. We are taking steps to strengthen our inservice training program. We are taking steps to clarify our policies and procedures. We are taking steps to reduce the caseworker vacancies. Those are our three major recommendations.

Senator BYRD. Mr. Galvin, this must cause you some problems. I am talking specifically with regard to the general public assistance caseload.

Mr. GALVIN. You mean the quality control?

Senator BYRD. Mr. Russo indicated that, as a result of this broadening of the functions of the quality control, certain defects had been found which had caused great concern, and he referred specifically to the elements that do not appear in the case history as provided by the social worker, those elements being with regard to approving the applications, with regard to closing the cases, and so forth.

Now, this must constitute a problem to your people?

Mr. GALVIN. We have the case records sent to us, when we select cases for review and investigations. We run them through our evaluation staff to attempt to determine the most eligible or most ineligible type of case. In doing this, we can only go by what is in the record plus some standards that we have adopted in selection. If there is little information in the record, then our choice becomes not the most likely to be ineligible but rather any case.

VALUE OF FIELD INVESTIGATION

In 1961 there was administrative type review at HEW, which quality control superseded. This also was a desk type of review, and the percentage of ineligibles found in this type of review, the desk type of review, is extremely low. It does not compare with any of the results that we have in a field investigation. Field investigation is always much higher.

Senator BYRD. Could it be that this particular defect, however, is practically responsible for the increase in the number of cases in the general public assistance caseload?

Mr. GALVIN. If the worker is acting on information that is inaccurate, that is not provided by the recipient, and they are not able to find it out for themselves, the decision that they make cannot be anything but on the basis of the facts that they have, and obviously ineligible cases will go through.

SUBCOMMITTEE RECESS

Senator BYRD. The subcommittee will stand in recess until 2 o'clock.

(Whereupon, on Saturday, June 10, 1967, at 12:20 p.m. the subcommittee was recessed, to reconvene at 2 p.m. on the same day.)

(AFTERNOON SESSION, 2 O'CLOCK, SATURDAY, JUNE 10, 1967)

STATEMENT OF MISS WINIFRED G. THOMPSON, DIRECTOR, DEPARTMENT OF PUBLIC WELFARE; ACCOMPANIED BY ALBERT P. RUSSO, DEPUTY DIRECTOR FOR FAMILY AND CHILDREN SERVICES; A. R. ROSIN, CONTROLLER; WILLIAM R. GALVIN, CHIEF OF OFFICE OF INVESTIGATIONS AND COLLECTIONS; AND MRS. JULIANNA K. CHAMBERS, BUDGET OFFICER—Resumed

QUALITY CONTROL

Senator BYRD. The subcommittee will be in order.

We were discussing the quality control, or, as it is called, the control of eligibility. Is that not the same thing or am I talking about two different things?

Miss THOMPSON. It is called quality control. That is the overall title.

Senator BYRD. It is still called quality control?

Miss THOMPSON. Yes, sir.

PERCENT OF ELIGIBILITY AND INELIGIBILITY

Senator BYRD. Now, what percent of eligibility and ineligibility has been found by quality control each fiscal year since it was instituted?

Miss THOMPSON. Mr. Russo, do you have that information? We don't have it in our source document.

Senator BYRD. You don't have it?

Miss THOMPSON. No, sir.

Senator BYRD. Mr. Russo, do you have it?

Mr. RUSSO. I don't have it with me, sir, but I can give you a rough estimate.

Senator BYRD. Mr. Galvin, do you have it?

Mr. GALVIN. I have a couple years.

Senator BYRD. All right, what do you have for those 2 years? What does it show?

Mr. GALVIN. In AFDC for 1965 and 1966, 1 percent, and in GPA for 1965 and 1966, 2.9 percent.

Senator BYRD. What does that mean when it says 1 percent for AFDC and 2.9 percent for GPA?

Mr. GALVIN. This is the estimated percent of cases with all persons ineligible for the fiscal year 1965 and 1966 in the AFDC category, and the other is the estimated percent of cases ineligible in the adult categories.

OVERPAYMENTS AND UNDERPAYMENTS

Senator BYRD. Let us have that, please, Mr. Galvin. Does the quality control report on any other factors involving financial aid, such as overpayments?

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Mr. RUSSO. Yes, it does, Mr. Chairman, overpayments and underpayments.

Senator BYRD. And underpayments?

Mr. RUSSO. Yes, sir.

PERCENTAGE OF OVERPAYMENT

Senator BYRD. What percent of the overpayments has it found in each fiscal year since it started?

Mr. RUSSO. Again, I don't have that information with me, sir. We certainly can submit it for the record.

Senator BYRD. Mr. Galvin, what percent has it found in each fiscal year?

Mr. GALVIN. That is in the same table that you have. In AFDC for the 2 fiscal years, 11.2 percent overpayment and 9.2 percent underpayment. In the adult categories for fiscal years 1965 and 1966, 9.2 percent overpayment and 1.8 percent underpayment.

Senator BYRD. Mine doesn't show these figures, the copy I have here. This shows 10.2 percent overpayment and 9.9 underpayment in the adult category.

Mr. GALVIN. You are looking at the first page. That is the nationwide.

Senator BYRD. I see. Nationwide it was 11.1 overpayment in AFDC, and 14.2 underpayment in AFDC, and 10.2 overpayment, and 9.9 underpayment in the adult categories.

Mr. GALVIN. Yes, sir.

Senator BYRD. I see. Now, would you repeat the figure, please, for the District of Columbia.

Mr. GALVIN. For the District of Columbia 9.2 underpayment in the adult categories, and 1.8 percent adult underpayments in the adult categories.

Senator BYRD. The first one you said was underpayment. You meant 9.2 overpayment.

Mr. GALVIN. I am sorry, overpayment 9.2.

Senator BYRD. And 2.9 ineligible.

Mr. GALVIN. 2.9 ineligible, yes, sir.

Senator BYRD. If we relate this percentage to the caseload, how many overpayments were there?

Mr. GALVIN. To the AFDC caseload it would be 471 for 1965, and 525 for 1966. For all the adult categories including GPA for 1965 it would be 593, in 1966 it would be 617.

Senator BYRD. Do you have a table from which you are reading again, Mr. Galvin, that I could have?

Mr. GALVIN. Just computations.

Senator BYRD. How many overpayments were there by category? I believe you have named some of them. Did you name them all, since the program started, and how much money was involved?

Mr. GALVIN. In 1965, according to quality control, in the "C" category, there would be estimated about 471.

Senator BYRD. In what category?

Mr. GALVIN. In the AFDC category.

Senator BYRD. 471 overpayments?

Mr. GALVIN. 471 overpayments was the estimate based on the quality control sample.

Senator BYRD. How many were there actually?

Mr. GALVIN. 1,384.

Senator BYRD. That is AFDC?

Mr. GALVIN. Yes, sir.

Senator BYRD. Now, what about some of the other categories?

Mr. GALVIN. In the adult categories all of them grouped together, according to quality control in 1965 there would have been 593, and the actual is 906.

Senator BYRD. Can you break that down with regard to GPA, for example?

Mr. GALVIN. In GPA in 1965 according to quality control there would have been, using the figure that quality control has issued, there would have been 67. The actual amount is 302.

Senator BYRD. 302?

Mr. GALVIN. That was for 1965.

Senator BYRD. Yes.

Mr. GALVIN. For 1966 in GPA using the quality control figure there would have been 77. There were actually 229.

Senator BYRD. Three times as many actually. The year before there were almost five times as many. What is the source of these data sheets that you have just given me?

Mr. GALVIN. Mine was the actual overpayments we have received each fiscal year.

Senator BYRD. No, what I am talking about is these that you have given me here, one says AFDC and one says adult. Are these HEW data sheets?

Mr. GALVIN. Yes, sir; this came to us from HEW.

PERCENT OF INELIGIBILITY

Senator BYRD. According to the tables you have given me here provided by HEW, the estimated percent of cases, with all persons ineligible, in the District of Columbia was 1 percent, and the estimated percent of cases, with one or more persons ineligible, in the District of Columbia was 2.8 percent.

Mr. GALVIN. That was in AFDC, sir.

Senator BYRD. Yes, this is AFDC, and this is fiscal year 1966, I believe. During this same period, what percent of ineligibility was found by your own people in AFDC?

Mr. GALVIN. In——

Senator BYRD. In the intake caseload.

Mr. GALVIN. In fiscal year 1965 we found 38.9 percent ineligible, and we were doing a 75 percent sample. In fiscal year 1966 we found 46 percent ineligibility, and we were doing a 38 percent sample.

Senator BYRD. This table does not show——

Mr. GALVIN. This was a judgment sample that we were doing, not a random sample.

Senator BYRD. Yes. This table does not show the 1965 figure. It only shows 1966.

Mr. GALVIN. It says in it that they are the same, approximately the same for 1965 and 1966.

Senator BYRD. It says that in the table?

Mr. GALVIN. No, sir, in a cover letter.

Senator BYRD. In what?

Mr. GALVIN. In a cover letter to the table.

Senator BYRD. I see. I haven't read the letter. It doesn't say that in the cover letter at which I am looking.

Mr. GALVIN. Here is a copy of the cover letter, sir.

FISCAL YEAR 1966 INELIGIBLES

Senator BYRD. I see, this is a different letter. All right, now I am just looking at the table again, fiscal year 1966. All persons ineligible according to the quality sample in the District of Columbia, 1 percent of the cases, and there were 2.8 percent of the cases in which one or more persons were ineligible. Would you repeat your findings in 1966?

Mr. GALVIN. The 1 percent that you are relating to, sir, is AFDC.

Senator BYRD. Yes.

Mr. GALVIN. In 1966, in intake we had 46 percent ineligibility. This was a 38 percent judgment sample.

Senator BYRD. What do you mean by that, 38 percent judgment sample?

Mr. GALVIN. Well, a random sample is a selection of a sample that can be projected to the full caseload within a 2 to 5 percent degree of error. A judgment sample cannot be projected this way, but you know that at least 38 percent of it was 46 percent ineligible, so you know that the minimum ineligibility would be 46 percent multiplied by 38 percent. Of course, the maximum amount could be over 46 percent ineligible.

VARIANCE OF FINDINGS

Senator BYRD. I see. So then your findings are greatly at variance with the quality control?

Mr. GALVIN. Roughly a thousand, between 1,000 and 2,000 percent higher.

Senator BYRD. 1,000 and 2,000 percent higher. For the whole country, according to HEW's quality control statistics, there would be 2.1 percent of the national caseload ineligible, in which all persons were ineligible. 3.3 percent would involve one or more persons ineligible. Are these the figures we read from time to time in the newspapers that have been put out by HEW to indicate that ineligibility in the caseload is so minimal that people don't need to worry too much about it? I recall having seen figures somewhat similar to these, 2 or 3 percent, in the press.

Mr. GALVIN. This is the usual quotation.

Senator BYRD. They are based on the quality control findings, are they?

Mr. GALVIN. Quality control is what HEW adopted in 1963 to test the caseworker decisions in the applications approved and disapproved, cases redetermined eligible and case closed. These percentages are estimates based on positive case actions.

Senator BYRD. To what do you attribute this tremendous difference, Mr. Galvin, in your findings and those as revealed by the HEW quality control?

Mr. GALVIN. Well, one point very definitely would be the full field investigation of the cases the Department in the District of Columbia does that is not done anywhere else in the country.

Senator BYRD. This is not a part of the quality control procedure.

Mr. GALVIN. No, sir.

Senator BYRD. Is that right, Miss Thompson?

Miss THOMPSON. That is correct.

INCORRECT PICTURE OF DISTRICT

Mr. GALVIN. It really takes a very unfair advantage or disadvantage of the District of Columbia, because the District of Columbia has investigators and the other States do not. It makes the District of Columbia rolls look far different let's say than all the other cities and all the other States, and no one necessarily knows whether this is true or not, since there has been no intensive investigation of cases in the other cities or States.

DIFFERENCES IN QUALITY CONTROL AND ACTUAL FIGURES

Senator BYRD. Now, as to overpayments, in the District of Columbia the HEW data would attempt to show that 11.2 percent of the cases receiving assistance in the AFDC category received overpayments. What is the actual situation?

Mr. GALVIN. In 1966, if we use the 11.2 figure——

Senator BYRD. Yes.

Mr. GALVIN (continuing). We would arrive at 525 overpayments. We actually received from the social workers 1,271 overpayments.

Senator BYRD. In other words, there were actually about 2½ times as many as are revealed in HEW's quality control?

Mr. GALVIN. That is right, sir.

REASONS FOR VARIANCE BETWEEN QUALITY CONTROL AND FINDINGS

Senator BYRD. Well now, here again how do you account for the tremendous difference in the percentage shown by HEW's quality control and your own Department's actual findings?

Mr. GALVIN. In AFDC, as you know, we are doing a full field investigation of many of the cases. There is additional activity that helps the social worker make a better determination of the case, rather than placing reliance upon the word of the recipient and the checking that can be done with the social services staff. They have a source that provides them with additional information.

DIFFERENCE BETWEEN QUALITY CONTROL REVIEW AND ADMINISTRATIVE REVIEW

Senator BYRD. What is the difference between the quality control review and the earlier administrative review? I know that before you had quality control in the District you had an administrative review. What is the difference between the two?

Mr. RUSSO. I don't know what the situation was here in the District of Columbia prior to 1963, Mr. Chairman, when quality control was put into effect, but on the basis of my experience in Rhode Island, prior to quality control we had an administrative review, which con-

sisted primarily of a desk review of the case record by selected caseworkers. In quality control there is also a desk review of the case record by the quality control reviewer and it goes beyond that, the quality control review on all positive action cases, that is applications that are approved, that fall within the quality control sample, and cases that are approved, the quality control review must include a home visit, at least one home visit by the quality control reviewer.

In addition, the quality control review requires that the reviewer must also make whatever other investigations he deems are necessary. From time to time our quality control reviewers, in order to obtain clarification on a given situation, might call upon our Office of Investigations and Collections to provide information to it. There is at least one home visit, a review of the case record, and some collateral checks in quality control review.

WORKER REFERRAL AND ADMINISTRATIVE SELECTION

Miss THOMPSON. Mr. Chairman, I think there is another reason why Mr. Galvin's statistics are so much higher. These are the cases where the caseworker observes something that is irregular and suspects that they may be ineligible, so they are referred to Mr. Galvin for investigation. It doesn't mean this is a scientific sample; his statistics may be accurate, but they would be stacked somewhat towards more ineligibility than you would find if you took a scientific sample.

Senator BYRD. Mr. Galvin, what are your comments on this?

Mr. GALVIN. I was giving you intake review statistics, sir. These cases are selected by us.

Senator BYRD. And are not referred to you as a result of complaints by social workers?

Mr. GALVIN. No, sir. If we were using merely the ineligibility figures and had nothing to compare them by, then you could come up with some rationalization for it, but when you are using other figures that you can compare with actual figures, for example, overpayments against the quality control review of overpayments, and you come up with 200 or 300 percent more, you have to view the quality control in terms of this factor, which indicates that it is at least 200 or 300 percent off. You know that quality control is not designed by the District. This is a HEW design.

Senator BYRD. Yes.

Mr. GALVIN. It replaced the administrative review. They decide the size of the sample and the method of doing it. The District does the operation and provides them with the figures, statistical figures for this, and the District gets back their compilations. It is operated under the guidance and methodology laid out by HEW, not by the District.

Senator BYRD. But the general public gets the impression from reading publicized reports by HEW that the caseload nationwide has almost no ineligibles in it.

HEW FIGURES NOT VALID

Mr. GALVIN. This is where we were, sir, back in 1961.

Senator BYRD. Yes. And with regard to the District of Columbia, if one were to look only at the HEW report, one would be misled to feel that we had a pretty clean caseload, and that only 1 percent of the

cases were cases in which all persons were ineligible and that only 2.8 percent of the cases contained one or more persons ineligible.

Mr. GALVIN. I do not think that anyone here in this room could accept this figure as being valid.

Senator BYRD. But the general public has no way to question this. Isn't this the figure that HEW has put out anent the rate of ineligibles in the Nation's welfare caseloads?

Mr. GALVIN. It is in the national figure very definitely.

Senator BYRD. Yes, something less than 3 percent.

Mr. GALVIN. 2.1 percent.

Senator BYRD. Obviously, as far as the District of Columbia is concerned—and this is all that Congress really can have as a firm basis upon which to reach a sound judgment—quality control, while it may provide some very helpful data otherwise, insofar as a true reflection of the overall picture of ineligibility in the national caseload is concerned, is no good. It is thoroughly misleading.

Mr. GALVIN. The statistics they have furnished definitely do not compare with the actual figures.

Senator BYRD. Not only with regard to ineligibility, but also with regard to overpayments, and I presume underpayments as well.

UNDERPAYMENTS

Let's talk about underpayments for a moment. Now, what is the actual situation as you have found it?

Mr. GALVIN. Underpayments are not referred to us. This is handled by PAD. Mr. Russo, do you have any figures?

Mr. RUSSO. No, I do not have the information on underpayments with me, Mr. Chairman.

Senator BYRD. I beg your pardon?

Mr. RUSSO. I do not have the information on underpayments with me, but I will say that the rate of underpayments is in all probability greater than the projection reflected in the HEW report.

Senator BYRD. Yes.

Mr. RUSSO. As we have noted with regard to overpayments.

Senator BYRD. Yes. I will insert these tables in the record at this point.

(The tables follow:)

DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE,
WELFARE ADMINISTRATION,
BUREAU OF FAMILY SERVICES,
Washington, D.C., March 31, 1967.

Miss WINIFRED G. THOMPSON,
Director, Department of Public Welfare,
499 Pennsylvania Avenue NW., Washington, D.C.

DEAR MISS THOMPSON: The high rates of underpayment and overpayment of assistance shown in the reports of quality control findings for 1965–1966 reflect the persistence of these long-time problems. It is essential that we sustain our joint efforts to deal effectively with them. The QC reports that will be prepared for the period ending March 31 will provide a new opportunity to evaluate what has been accomplished so far through the required simplification in assistance standards and the other actions that have been taken by the State agencies in response to their own individual problems.

These reports will also enable the State agencies and the Bureau, first, to determine the extent of the problems still remaining; second, to seek an identification of the specific administrative and program sources of these remaining problems; and, third, to project further plans both by the State agencies, and, where indicated, by this Department, that will substantially diminish the extent

of the problem. With this objective in mind, we are advising the State agencies to place particular emphasis on these three points in their analysis of 1966–67 QC data and in their plans for corrective action.

The 1965–66 percentages of underpayment and overpayments, estimated on a Nation-wide basis, were as follows:

	Under-payments	Over-payments
AFDC	14.2	11.1
Adult categories	9.9	10.2

Individual State estimates are being provided to each State agency by the regional offices. No discernible improvement occurred nationally between 1965 and 1966. Decreases in some States were offset, generally speaking, by increases in some others.

The Bureau will be awaiting the forthcoming QC reports with particular interest as to what is shown about these problems. It is evident that the public assistance program cannot continue to tolerate the incidences of payment error revealed by the QC reports, and that fully effective countermeasures must be developed and put into effect where required.

Sincerely,

FRED H. STEININGER, *Director.*

DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE,
WELFARE ADMINISTRATION,
REGIONAL OFFICE, REGION III,
Charlottesville, Va., April 7, 1967.

Miss WINIFRED G. THOMPSON,
Director, Department of Public Welfare,
499 Pennsylvania Avenue, NW., Washington, D.C.

DEAR MISS THOMPSON: This is in further reference to Mr. Steininger's letter of March 31, 1967 regarding Quality Control findings. As mentioned in that letter, we are attaching the following tables for your information and use:

1. National percentages of cases ineligible, receiving overpayments, and receiving underpayments, fiscal year 1966.
2. Aid to families with dependent children: Estimated percent of cases with all persons ineligible, with one or more persons ineligible, receiving overpayments, and receiving underpayments, fiscal year 1966.
3. Adult categories: Estimated percent of cases ineligible, receiving overpayments, and receiving underpayments, fiscal year 1966.

Sincerely yours,

GEORGE NARENSKY,
Regional Representative, Bureau of Family Services.

National percentages of cases ineligible, receiving overpayments, and receiving under payments fiscal year 1966 [1]

Program and item	1966
Aid to families with dependent children:	
All persons ineligible	2.1
One or more persons ineligible	3.3
Receiving overpayments	11.1
Receiving underpayments	14.2
Adult categories:	
Cases ineligible	1.8
Receiving overpayments	10.2
Receiving underpayments	9.9

[1] Estimated from percent of positive case actions (applications approved and cases reinvestigated and continued for assistance) reviewed by the State agency under Quality Control system for which review findings indicated that the decisions made by the local agency in the eligibility determination or redetermination was in error.

Aid to families with dependent children—Estimated percent of cases with all persons ineligible, with 1 or more persons ineligible, receiving overpayments, and receiving underpayments, fiscal year 1966 [1]

State	Estimated percent of cases with—		Estimated percent of cases receiving—	
	All persons ineligible	1 or more persons ineligible	Overpayment	Underpayment
United States	2.1	3.3	11.1	14.2
Alabama	1.9	4.1	17.2	9.6
Alaska	7.7	12.8	7.7	----
Arizona	1.4	2.9	5.0	4.4
Arkansas	1.6	2.3	5.6	11.6
California	1.4	2.5	5.3	10.7
Colorado	.7	1.4	4.5	5.2
Connecticut	1.2	1.2	15.8	20.0
Delaware	1.1	1.1	10.8	9.7
District of Columbia	1.0	2.8	11.2	9.2
Florida	3.3	4.3	7.1	7.5
Georgia	3.1	3.5	4.4	6.7
Hawaii	1.4	1.4	7.2	17.4
Idaho	1.3	1.3	4.0	5.3
Illinois	1.9	3.0	17.5	17.0
Indiana	2.0	2.4	7.3	12.7
Iowa	.7	1.4	18.9	29.1
Kansas	2.1	2.9	11.1	35.9
Kentucky	1.8	3.3	10.7	7.5
Louisiana	2.8	4.0	9.4	14.3
Maine	1.3	1.7	11.3	5.2
Maryland	.8	1.3	12.8	32.8
Massachusetts	.9	1.5	6.7	14.1
Michigan	.2	.9	4.8	2.6
Minnesota	2.1	2.1	16.6	23.9
Mississippi	2.2	4.8	18.6	15.4
Missouri	1.6	2.1	3.8	1.1
Montana	----	----	1.3	1.3
Nebraska	----	1.1	4.6	5.2
Nevada	2.9	2.9	11.6	11.6
New Hampshire	----	----	17.6	24.7
New Jersey	.4	.9	11.5	16.1
New Mexico	6.7	9.0	11.5	8.8
New York	1.8	3.9	15.2	22.4
North Carolina	1.0	1.4	9.8	23.6
North Dakota	----	1.4	1.4	8.3
Ohio	4.3	6.7	22.8	16.1
Oklahoma	.8	1.3	6.9	13.3
Oregon	3.4	5.1	9.5	5.7
Pennsylvania	1.7	3.1	7.8	14.1
Puerto Rico [2]	2.8	4.2	18.6	10.0
Rhode Island	1.5	2.4	17.3	8.7
South Carolina	5.5	5.8	12.0	3.3
South Dakota	1.4	1.4	1.4	17.4
Tennessee	8.0	9.6	9.5	6.8
Texas	1.7	2.9	12.0	9.4
Utah	5.5	6.5	20.2	10.7
Vermont	1.3	1.3	15.8	10.5
Virginia	4.6	8.8	20.1	32.4
Washington	1.6	2.9	16.0	16.2
West Virginia	8.1	9.9	16.6	10.4
Wisconsin	1.1	1.1	5.4	21.8
Wyoming	----	----	7.1	8.6

[1] Estimated from percent of positive case actions (applications approved and cases reinvestigated and continued for assistance) reviewed by the State agency under quality control system for which review findings indicated that the decisions made by the local agency in the eligibility determination or redetermination was in error.

[2] Data available for only 10 months.

Adult categories—Estimated percent of cases ineligible, receiving overpayments, and receiving underpayments, fiscal year 1966 [1]

State	Estimated percent of cases—		
	Ineligible	Receiving overpayment	Receiving underpayment
United States	1.8	10.2	9.9
Alabama	1.0	7.5	7.4
Alaska	2.8	16.7	8.3
Arizona	1.2	3.9	4.6
Arkansas	.5	7.3	5.6
California	1.2	7.4	16.2
Colorado	1.4	3.9	1.8
Connecticut	.9	9.9	10.3
Delaware	.5	6.5	20.3
District of Columbia	2.9	9.2	1.8
Florida	2.8	15.5	11.4
Georgia	2.1	7.9	8.4
Hawaii		13.9	10.1
Idaho		7.0	4.4
Illinois	1.9	8.2	9.8
Indiana	2.4	15.4	22.7
Iowa	7.8	12.4	13.2
Kansas	1.8	9.2	22.6
Kentucky	2.1	4.3	10.9
Louisiana	2.1	9.1	9.7
Maine	2.0	14.2	6.2
Maryland	5.1	9.6	30.7
Massachusetts	1.3	3.9	6.0
Michigan	.8	7.4	3.7
Minnesota	5.3	15.7	18.1
Mississippi	.9	9.9	5.7
Missouri	1.0	4.4	2.9
Montana	.4	1.9	1.1
Nebraska	.7	3.8	4.1
Nevada		5.5	10.9
New Hampshire	1.0	11.8	10.8
New Jersey	.4	13.5	9.0
New Mexico	2.2	12.4	10.6
New York	1.3	9.9	10.1
North Carolina	2.1	11.3	13.5
North Dakota		1.0	3.5
Ohio	3.4	25.7	15.0
Oklahoma	1.1	7.0	3.1
Oregon	.9	6.8	3.3
Pennsylvania	1.4	6.0	10.2
Puerto Rico [2]	3.4	10.7	7.8
Rhode Island	2.8	14.8	6.4
South Carolina	2.1	23.1	7.9
South Dakota	1.2	8.9	6.3
Tennessee	2.8	13.9	10.4
Texas	2.5	18.5	8.8
Utah	3.7	10.7	2.9
Vermont	2.6	9.3	10.4
Virginia	4.3	19.6	30.9
Washington	3.2	17.9	12.4
West Virginia	7.9	12.3	5.2
Wisconsin	.5	3.7	5.1
Wyoming		4.1	5.4

[1] Estimated from percent of positive case actions (applications approved and cases reinvestigated and continued for assistance) reviewed by the State agency under quality control system for which review findings indicated that the decisions made by the local agency in the eligibility determination or redetermination was in error.

[2] Data available for only 10 months.

Family and Children's Services

Senator Byrd. The next activity relates to Family and Children's Services. The Department is requesting an increase of $9,124,611, and 234 positions in Family and Children's Services, of which $5,212,862 is in local funds. Would you please justify the increase by program.

Miss Thompson. We asked for 107 positions. Three of these were home economists to serve approximately 37,500 needy persons, to teach them money management, housekeeping methods, better purchasing,

and use of food stamps. We asked for six positions to include a GS–10 supervisor to provide full-time supervision in our intake area, intake unit. There is none at the present time. We asked for three case aids which would assist in determining eligibility so that we could move the intake caseload, I mean determine which people were eligible much quicker, and to assist in the intake section. We also asked for a GS–7 case control technician who would be responsible for assuring prompt action in crisis situations. We asked for 86 positions in Public Assistance to provide the 60-caseload-per-worker ratio, which has to be in effect by July 1. The increased workers provides this 60 cases per worker ratio for our increased caseload.

We asked also for an administrative secretary, receptionist, two case aids and a messenger for two of our decentralized offices. We requested an additional position, a GS–9 caseworker to handle the increased caseload in crisis assistance. We asked for three positions in our emergency shelter in order to open additional apartments and increase the capacity of our family emergency shelter. We requested eight positions in our screening and referral unit to provide information and make referrals of people who come in and apply in our decentralized units, and we also requested the sum of $32,000 for homemaker services, in order to keep more children at home through providing homemaker services to the family.

Social Workers in Public Assistance Division

Senator Byrd. How many social workers do you have budgeted in the Public Assistance Division at the present time?

Miss Thompson. We have 168 in continuing services, and 41 in intake.

Senator Byrd. That is all PAD?

Miss Thompson. That is correct.

Senator Byrd. Which would make a total of 209?

Miss Thompson. That is right.

Senator Byrd. How many vacancies do you have, among the social workers?

Miss Thompson. We have two in intake and 16 in continuing service making a total of 18.

Senator Byrd. What is the average caseload in the AFDC category per budgeted social worker position?

Miss Thompson. An average of 73 paid cases, 78 total cases, for social workers carrying caseloads as of April 1967.

Senator Byrd. What does this mean?

Miss Thompson. It means that there would be an average of five cases that are not receiving money payments, but are receiving services.

Senator Byrd. Mr. Brewer used to give us average caseloads per social worker in about three different categories.

Miss Thompson. I can give it to you in OAA.

Senator Byrd. No, ma'am. I mean he gave us the average with regard to authorized positions, the average with regard to filled positions, and then there was another one.

Miss Thompson. Carrying caseloads?

Senator Byrd. Yes, that is right.

Miss Thompson. Under authorized positions, 73, and this is in continuing service.

AVERAGE CASELOAD PER WORKER

Senator BYRD. Seventy-three?
Miss THOMPSON. Seventy-three cases per authorized worker.
Senator BYRD. Per authorized?
Miss THOMPSON. There are 87 cases on an average in filled positions.
Senator BYRD. There are 87?
Miss THOMPSON. There are 100 cases being carried by the average worker who is carrying caseloads, so that would be paid cases.

AFDC CASELOAD

Senator BYRD. What is the present-day AFDC caseload?
Miss THOMPSON. For April 30 would be 5,031.
Senator BYRD. What was it in June 1966?
Miss THOMPSON. 4,780.
Senator BYRD. What is the lowest the caseload has been since July 1961.
Miss THOMPSON. I have it going back to July 1963.
Senator BYRD. Do you have it month by month there?
Miss THOMPSON. Yes, I do.
Senator BYRD. May I have that table, please?
Miss THOMPSON. Mr. Chairman, in November 1964 under the 1964 column, it is 3,791.
Senator BYRD. Yes. November 1964 it was 3,791; is that correct?
Miss THOMPSON. That is correct.
Senator BYRD. That was the lowest point, and in April just past it was 5,031, which was a drop of 11 cases from the month before, March, when it was 5,042.
Miss THOMPSON. Yes, sir; that is right.
Senator BYRD. So March represents the highest the caseload has been since November 1963?
Miss THOMPSON. As far as we have the figures, that is correct, Mr. Chairman.

PRESENT SITUATION COMPARED WITH EXTREMES

Senator BYRD. And the highest point ever reached was 5,628, which means that you are about 600 below the highest point that the AFDC caseload has ever reached. It is still about 600 below that highest point, which was November 1962, wasn't it, Mr. Galvin? You were on board then.
Mr. GALVIN. November 1961.
Senator BYRD. It has actually risen about 1,200 cases in close to 3½ years, has it not?
Miss THOMPSON. That is right.
Senator BYRD. Which is still a considerably lower rate of increase than it was prior to 1961 when it reached its highest point. To what do you attribute the steady increase in the AFDC caseload, Mr. Galvin, since 1963, from 3,791 in November to 5,031 in April 1967?
Mr. GALVIN. This was about the point where we had come back and needed additional staff to cope with the increasing amount of applications, which the Senate authorized. We were not able to get them then from Congress and have not since then. I think this would be one of the reasons.

Senator BYRD. One of the reasons is lack of staff in your shop?

Mr. GALVIN. I would say very definitely so.

Senator BYRD. All right, do you have other reasons?

Mr. GALVIN. Well, Miss Thompson has already enumerated many of the other reasons earlier today, in her general talk about the caseload.

PERCENT OF INELIGIBLE AFDC CASES

Senator BYRD. What percent of ineligibility do you estimate there is in the present AFDC caseload? I am asking you, Mr. Galvin.

Mr. GALVIN. I would say about 40 percent—40 to 45 percent, Mr. Chairman.

Senator BYRD. About 40 to 45 percent. Now, what is the basis for this estimate?

Mr. GALVIN. The intake cases that have been added to the caseload each year have had a number of ineligibles and there has been no way to get them, so even though some of the older cases have gone off, there would still be quite a high percentage of cases still on that would be ineligible.

Senator BYRD. What do you mean by saying there was no way to get to them?

Mr. GALVIN. Well, there are only two ways to get to ineligible cases. One of them is the social workers' staff, and the other one is the investigators' staff.

Senator BYRD. So you mean there is not enough staff?

Mr. GALVIN. There is not enough staff.

Senator BYRD. All right, now what is your estimate as to the AFDC caseload now?

Mr. GALVIN. I would say between 40 and 45 percent.

Senator BYRD. It was found to be 59 percent in 1962.

Mr. GALVIN. That was a scientific random sample, and I would say that that percentage was quite correct. But you are asking me for an estimate.

Senator BYRD. Yes.

Mr. GALVIN. I believe in being conservative.

Senator BYRD. I was going to ask you now, why do you estimate that the rate of eligibility has dropped from 59.8 in 1962 to somewhere between 40 and 45 percent now?

Mr. GALVIN. I am quite conservative in estimating, Mr. Chairman.

Senator BYRD. In other words, you want to bet on a sure thing, is that it?

Mr. GALVIN. That is right, sir.

Senator BYRD. Are you saying that the percentage has dropped or rather that if you were required to give an estimate and you had to bet your shirt on it, you would want to bet on a sure thing?

Mr. GALVIN. I am saying, sir, that in 1961 if you had asked me the same question I would have said 39 percent.

DISPOSITION OF APPLICATIONS BY MONTH, 1962–67

Senator BYRD. I think I get you. Miss Thompson, how many applications were received, approved, and disapproved over the past 5 years by month, and give us the percent if you can also, if you have a table

there. We will just put that in the record if we may, if you can let us have it, please.

Mrs. CHAMBERS. That is the total caseload. Did you want it by category?

Senator BYRD. Yes, ma'am.

Miss THOMPSON. We can give it to you by category.

Senator BYRD. Yes, ma'am.

Miss THOMPSON. We will be glad to furnish that information for the record, sir.

Senator BYRD. Yes, please.

(The information follows:)

Applications received, disposed of, approved, and percent of approval in old-age assistance cases, fiscal 1964 and 1965 (transfers excluded)

Year and month	Applications received	Applications disposed of	Applications approved	Percent approvals
Fiscal 1964 total	869	885	343	38.9
July	85	94	32	34.0
August	90	65	20	30.8
September	69	71	25	35.0
October	87	93	22	23.7
November	58	72	16	22.2
December	54	68	18	26.5
January	50	72	28	38.9
February	93	68	28	41.2
March	54	46	29	63.0
April	67	54	31	57.4
May	109	91	36	39.6
June	53	91	58	63.7
Fiscal 1965 total	897	858	356	41.5
July	91	102	34	33.3
August	86	92	32	34.7
September	77	78	22	28.2
October	67	48	18	37.5
November	96	87	34	39.1
December	44	56	26	46.4
January	50	47	23	48.9
February	74	62	28	45.2
March	82	82	38	46.3
April	62	62	22	35.5
May	79	74	38	51.4
June	89	68	41	60.3

Old-age assistance applications received, disposed of, approved, and percent of approvals in fiscal years 1966 and 1967 (transfers excluded)

Year and month	Applications received	Applications disposed of	Applications approved	Percent approvals
Fiscal year 1966 total	849	895	385	43.0
July	52	58	25	43.1
August	77	53	27	50.9
September	61	51	29	56.9
October	81	69	24	34.8
November	85	73	27	36.9
December	54	65	36	55.4
January	58	136	47	34.5
February	51	37	13	35.1
March	122	88	34	38.6
April	57	91	40	44.0
May	77	97	40	41.2
June	74	77	43	55.8
Fiscal year 1967:				
July	66	66	32	48.5
August	82	51	26	51.0
September	78	120	65	54.2
October	64	74	33	44.6
November	62	81	41	50.6
December	43	43	22	51.2
January	71	72	34	47.2
February	60	45	28	62.2
March	69	73	41	56.2
April	60	59	29	49.2

Applications received, disposed of, approved, and percent of approval in aid to families with dependent children cases, fiscal 1964 and 1965 (transfers excluded)

Year and month	Applications received	Applications disposed of	Applications approved	Percent approvals
Fiscal 1964 total	4,338	4,302	1,461	34.0
July	335	369	130	35.2
August	390	259	67	25.9
September	407	354	71	20.1
October	403	366	84	23.0
November	351	344	110	32.0
December	309	372	151	40.6
January	379	369	99	26.8
February	407	421	174	41.3
March	361	375	159	42.4
April	331	345	119	34.5
May	311	391	149	38.1
June	354	337	148	43.9
Fiscal 1965 total	4,472	4,468	1,977	44.2
July	388	388	135	34.8
August	442	387	170	43.9
September	411	411	160	38.9
October	345	354	141	39.8
November	414	443	178	40.2
December	292	311	159	51.1
January	364	310	102	32.9
February	411	425	187	44.0
March	337	344	164	47.7
April	334	342	172	50.3
May	386	417	203	48.7
June	348	336	206	61.3

Aid to families with dependent children applications received, disposed, and percent of approvals, fiscal years 1966 and 1967 (transfers excluded)

Year and month	Applications received	Applications disposed of	Applications approved	Percent approvals
Fiscal year 1966 total	4,132	4,132	1,980	47.9
July	348	241	165	68.5
August	410	300	190	63.3
September	359	356	183	51.4
October	353	382	199	52.1
November	298	321	162	50.5
December	279	280	142	50.7
January	303	392	147	37.5
February	256	216	80	37.0
March	465	517	206	39.8
April	307	416	182	43.8
May	358	369	180	48.8
June	396	342	144	42.1
Fiscal year 1967:				
July	321	325	150	46.2
August	393	334	177	53.0
September	401	486	215	44.2
October	325	309	166	53.7
November	364	358	187	52.2
December	319	251	130	51.8
January	384	445	255	57.3
February	328	310	169	54.5
March	385	445	213	47.9
April	328	312	169	54.2

Applications received, disposed of, approved, and percent of approval in aid to the blind cases, fiscal 1964 and 1965 (transfers excluded)

Year and month	Applications received	Applications disposed of	Applications approved	Percent approvals
Fiscal 1964 total	51	42	26	61.9
July	----	1	1	100.0
August	4	3	2	66.7
September	3	2	1	50.0
October	9	3	2	66.7
November	----	3	1	33.3
December	----	1	----	----
January	4	5	3	60.0
February	10	5	4	80.0
March	6	5	3	60.0
April	4	2	1	50.0
May	4	8	5	62.5
June	7	4	3	75.0
Fiscal 1965 total	40	43	27	62.8
July	----	4	4	100.0
August	1	4	1	25.0
September	1	2	1	50.0
October	4	3	3	100.0
November	4	3	1	33.3
December	4	2	1	50.0
January	3	1	----	----
February	4	8	5	62.5
March	6	4	3	75.0
April	7	6	5	83.3
May	5	3	1	33.3
June	1	3	2	66.7

Aid to the blind applications received, disposed of, approved, and percent of approvals in fiscal years 1966 and 1967 (transfers excluded)

Month	Applications received	Applications disposed of	Applications approved	Percent approvals
Fiscal year 1966 total	40	44	30	68.2
July	1	4	3	75.0
August	8	1		
September	2	6	5	83.3
October	1	1	1	100.0
November	3	2	2	100.0
December	1	4	3	75.0
January	4	4	4	100.0
February	2	2	2	100.0
March	2	3	1	33.3
April	8	9	5	55.6
May	2	4	3	75.0
June	6	4	1	25.0
Fiscal year 1967:				
July	4	3	2	66.7
August	5	4	1	25.0
September	4	8	3	37.5
October	4	4	2	50.0
November	3	3	1	33.3
December	3	1	1	100.0
January	1	2	1	50.0
February	1	1	1	100.0
March		1	1	100.0
April	4	3	1	33.3

APPROVED APPLICATIONS

Senator BYRD. Miss Thompson, I note that as to approvals in the ADC category for April fiscal year 1967, 54.2 percent of the applications were approved.

Miss THOMPSON. That is correct.

Senator BYRD. Now, to what do you attribute this increase over, let's say, April the year before, when it was 43.8 percent. Can you give me that?

Miss THOMPSON. I think there is better knowledge available in the community about eligibility requirements by other social service agencies that refer cases to us. More people are active in the community, but they are better informed.

Senator BYRD. How does it happen that this greatly improved knowledge took place within a period of 30 days? In March it was 47 percent, and in April it was 54 percent.

Miss THOMPSON. It changes by months. If you follow the months, you will see that it fluctuates back and forth.

Senator BYRD. Yes, it changes by month.

Miss THOMPSON. I could not explain it for just 1 month, Senator.

REPORT OF AFDC CASELOADS, FEBRUARY 1967

Senator BYRD. Generally speaking, take a look back through fiscal 1964. There are some months when it was down as low as 20 percent. There seems to be a trend toward an increasing number of approvals percentagewise.

Miss THOMPSON. I think this is true. In fact I know it is true.

Senator BYRD. Do you think it might be because there is a growing tendency on the part of those who approve the applications to want to yield to the militant pressure groups in the community or to become

more liberal in interpreting the regulations and policies governing eligibility?

Miss THOMPSON. No, sir; I do not think that. I think one thing that we have to take into consideration is the broader coverage of AFDC over the years. It includes incapacitated parents when at one time it did not. An incapacitated parent was not included in the grant. It reflects a growth in the number of families headed by women. Actually households headed by women occupy the bottom rung of the income ladder, they frequently have the least marketable skills.

Also, another factor that we have to take into consideration, in the District of Columbia is the size of the family unit. We have the largest number of children in a family unit of any State in the United States. Ours is 3.8, which is the highest, the average for the country is 3.1. Ours is 2.8.

Senator BYRD. You have almost one additional child in each AFDC family.

Miss THOMPSON. That is correct.

Senator BYRD. Do you have a table with these figures?

Miss THOMPSON. Yes.

Senator BYRD. As to the average per unit countrywide?

Miss THOMPSON. Yes, we do.

Senator BYRD. If we might have those please.

(The information appears on page 1771.)

GPA APPLICATIONS

Senator BYRD. Let's shift to GPA though. Those same reasons would not hold up on GPA would they?

Miss THOMPSON. No.

Senator BYRD. The rate of approval in GPA has also shown a tendency to increase percentagewise. Back in fiscal 1964, for example, the percentage of approvals ran mostly in the 20's and even under 20 percent, whereas within the past fiscal year, approvals have run in the 40's, and in one instance they ran as high as 64 percent of the applications—last August.

Miss THOMPSON. The only way I could explain that, Mr. Chairman, would be that instead of keeping as many cases in GPA, we are shifting the cases to APTD much faster, which means that the cases that we approve for GPA would be higher, would have a higher eligibility rate.

Senator BYRD. Include these two sheets in the record on general public assistance.

AFDC caseloads, nationwide and for each State, February 1967

State	Number of families	Number of recipients		Average number of persons per family	Average number of children per family
		Total	Children		
Total	[1] 1,160,000	[1] 4,817,000	[1] 3,630,000	4.2	3.1
Alabama	17,200	71,400	57,000	4.2	3.3
Alaska	1,400	5,100	3,900	3.6	2.8
Arizona	9,900	42,600	32,500	4.3	3.3
Arkansas	8,400	34,900	26,500	4.2	3.2
California	182,000	745,000	546,000	4.1	3.0
Colorado	13,800	55,300	42,000	4.0	3.0
Connecticut	13,200	52,700	39,500	4.0	3.0
Delaware	3,300	14,300	11,000	4.3	3.3
District of Columbia	4,900	23,100	18,700	4.7	3.8
Florida	35,300	139,000	111,000	3.9	3.1
Georgia	23,100	92,300	71,400	4.0	3.1
Guam	150	780	660	5.2	4.4
Hawaii	4,000	17,300	12,800	4.3	3.2
Idaho	2,800	10,800	7,800	3.9	2.8
Illinois	52,700	249,000	195,000	4.7	3.7
Indiana	11,300	47,100	35,700	4.2	3.2
Iowa	11,000	43,400	31,800	3.9	2.9
Kansas	8,700	36,300	28,200	4.2	3.2
Kentucky	22,400	88,000	63,900	3.9	2.9
Louisiana	25,600	113,000	86,900	4.4	3.4
Maine	5,400	20,300	14,900	3.8	2.8
Maryland	23,300	96,700	74,800	4.2	3.2
Massachusetts	30,200	114,000	85,900	3.8	2.8
Michigan	38,300	157,000	118,000	4.1	3.1
Minnesota	14,800	54,700	42,500	3.7	2.9
Mississippi	21,500	89,000	71,800	4.1	3.3
Missouri	26,100	108,000	83,400	4.1	3.2
Montana	2,300	9,000	6,900	3.9	3.0
Nebraska	5,100	20,400	15,700	4.0	3.1
Nevada	1,700	6,900	5,400	4.1	3.2
New Hampshire	1,300	5,400	4,000	4.2	3.1
New Jersey	30,100	125,000	95,200	4.0	3.1
New Mexico	8,100	33,400	25,400	4.1	3.1
New York	160,000	660,000	485,000	4.1	3.0
North Carolina	26,000	108,000	81,700	4.2	3.1
North Dakota	2,200	8,700	6,600	4.0	3.0
Ohio	46,200	195,000	147,000	4.2	3.2
Oklahoma	21,600	84,900	63,800	3.9	3.0
Oregon	9,900	39,800	28,300	4.0	2.9
Pennsylvania	60,600	263,000	194,000	4.3	3.2
Puerto Rico	41,500	180,000	140,000	4.3	3.4
Rhode Island	6,700	26,600	19,600	4.0	2.9
South Carolina	6,400	25,200	20,400	3.9	3.2
South Dakota	3,400	12,800	9,700	3.8	2.9
Tennessee	21,500	87,200	67,200	4.1	3.1
Texas	23,100	103,000	78,400	4.5	3.4
Utah	5,900	23,900	17,300	4.1	2.9
Vermont	1,700	6,500	4,800	3.8	2.8
Virgin Island	340	1,300	1,100	3.8	3.2
Virginia	12,200	52,300	40,400	4.3	3.3
Washington	15,700	62,100	44,400	4.0	2.8
West Virginia	21,100	98,800	70,200	4.7	3.3
Wisconsin	12,700	51,500	39,200	4.1	3.1
Wyoming	1,200	4,400	3,400	3.7	2.8

[1] Department of Health, Education and Welfare, Welfare Administration. Advance release, February 1967.

Miss THOMPSON. Yes, sir.

Senator BYRD. We will have them inserted in the record at this point.

(The tables follow:)

Applications received, disposed of, approved, and percent of approvals in general public assistance cases, fiscal 1964 and 1965 (transfers excluded)

Year and month	Applications received	Applications disposed of	Applications approved	Percent approvals
Fiscal 1964 total	2,512	2,581	649	25.1
July	205	198	76	38.4
August	253	216	37	17.1
September	208	190	34	17.9
October	209	243	40	16.5
November	231	225	47	20.9
December	164	163	25	15.3
January	215	229	57	24.9
February	260	221	52	23.5
March	210	173	73	42.2
April	208	251	75	29.9
May	164	270	71	26.3
June	185	202	62	30.7
Fiscal 1965 total	2,508	2,425	894	36.9
July	171	192	53	27.6
August	227	197	65	32.9
September	214	212	61	28.8
October	180	165	59	35.8
November	210	213	85	39.9
December	182	173	72	41.6
January	224	186	60	32.3
February	239	266	109	40.9
March	216	228	84	36.8
April	208	198	76	38.4
May	228	209	82	39.2
June	209	186	88	47.3

Applications received, disposed of, approved, and percent of approvals in public assistance cases, fiscal 1964 and 1965 (transfers excluded)

Year and month	Applications received	Applications disposed of	Applications approved	Percent approvals
Fiscal 1964 total	9,110	9,078	3,367	37.1
July	690	720	284	39.4
August	831	629	183	29.1
September	776	701	193	27.5
October	809	798	199	24.9
November	731	732	236	32.2
December	630	700	262	37.4
January	781	799	267	33.4
February	900	843	345	40.9
March	741	712	358	50.3
April	737	764	304	39.8
May	765	931	389	41.8
June	719	749	347	41.3
Fiscal 1965 total	9,531	9,316	4,257	45.7
July	778	821	313	38.1
August	907	823	360	43.7
September	867	816	325	39.8
October	710	682	294	43.1
November	862	909	404	44.4
December	615	648	331	51.1
January	760	645	247	38.3
February	887	895	414	46.3
March	785	780	371	47.6
April	724	752	367	48.8
May	855	818	400	48.9
June	781	727	431	59.3

Miss THOMPSON. You will remember, Mr. Chairman, this morning I said that of the total percentage in caseload, GPA decreased from 21 percent in 1966 to 2.5 percent in 1967. This means there is better screening of the cases that come in on an emergency basis, so that the ones that are accepted for GPA really are not eligible for any of the other categories.

ATD APPLICATIONS

Senator BYRD. Put in the record these tables on aid to the totally disabled and these two sheets on the aid to the blind, and the AFDC caseloads.

(The material follows:)

Applications received, disposed of, approved, and percent of approvals in aid to the totally disabled, fiscal 1964 and 1965 (transfers excluded)

Year and month	Applications received	Applications disposed of	Applications approved	Percent approvals
Fiscal 1964 total	1,340	1,268	888	70.0
July	65	58	45	77.6
August	94	86	57	66.3
September	89	84	62	73.8
October	101	93	51	54.8
November	91	88	62	70.5
December	103	96	68	70.8
January	133	124	80	64.5
February	130	128	87	68.0
March	110	113	94	83.2
April	127	112	78	69.6
May	177	171	128	74.9
June	120	115	76	66.1
Fiscal 1965 total	1,614	1,522	1,003	65.9
July	128	135	87	64.4
August	151	143	92	64.3
September	164	113	81	71.7
October	14	112	73	65.2
November	138	163	106	65.0
December	93	106	73	68.9
January	119	101	62	61.4
February	159	134	85	63.4
March	144	122	82	67.2
April	113	144	92	63.9
May	157	115	76	66.1
June	134	134	94	70.1

Aid to the permanently and totally disabled applications received, disposed of, approved, and percent of approvals in fiscal years 1966 and 1967 (transfers excluded)

Month	Applications received	Applications disposed of	Applications approved	Percent approvals
Fiscal year 1966 total	1 337	1,469	990	67.4
July	131	114	91	79.8
August	128	124	86	69.4
September	77	110	78	70.9
October	153	126	75	59.5
November	122	111	75	67.6
December	100	124	89	71.8
January	110	171	118	69.0
February	71	61	44	72.1
March	178	230	138	60.0
April	94	102	65	63.7
May	89	99	63	63.6
June	84	97	68	70.1
Fiscal year 1967:				
July	67	70	44	62.9
August	106	91	64	70.3
September	122	131	100	76.3
October	134	119	89	74.8
November	147	131	93	71.0
December	124	113	78	69.0
January	141	162	116	71.6
February	140	124	85	68.5
March	184	196	141	71.9
April	170	137	105	76.6

PUBLIC ASSISTANCE CASELOAD

Senator BYRD. Do you have a similar table on GPA cases showing month by month as you did AFDC a moment ago?

Miss THOMPSON. Yes.

Senator BYRD. Put in these tables on public assistance.

(The tables follow:)

Public assistance applications received, disposed of, approved and percent of approvals (transfers excluded) fiscal years 1966 and 1967

Month	Applications received	Applications disposed of	Applications approved	Percent approvals
Fiscal year 1966 total	8,770	8,964	4,372	48.8
July	716	563	351	62.3
August	845	679	404	59.5
September	669	704	374	53.1
October	778	808	385	47.6
November	713	679	339	49.9
December	591	615	342	55.6
January	704	919	402	43.7
February	534	426	192	45.1
March	1,060	1,178	478	40.6
April	649	840	364	43.3
May	738	841	390	46.4
June	773	712	351	49.3
Fiscal year 1967:				
July	666	694	351	50.6
August	819	652	378	58.0
September	805	1,020	510	50.0
October	711	684	364	53.2
November	768	762	411	53.9
December	654	582	309	53.1
January	783	913	523	57.3
February	722	657	385	58.6
March	869	956	510	53.3
April	748	686	380	55.4

General public assistance applications received, disposed of, approved and percent of approvals in fiscal years 1966 and 1967 (transfers excluded)

Month	Applications received	Applications disposed of	Applications approved	Percent approvals
Fiscal year 1966 total	2,412	2,424	987	40.7
July	184	146	67	45.9
August	222	201	101	50.2
September	170	181	79	43.6
October	190	230	86	37.4
November	205	172	73	42.4
December	157	142	72	50.7
January	229	216	86	39.8
February	154	110	53	48.2
March	293	340	99	29.1
April	183	222	72	32.4
May	212	272	104	38.3
June	213	192	95	49.5
Fiscal year 1967;				
July	208	230	123	53.5
August	233	172	110	64.0
September	200	275	127	46.2
October	184	178	74	41.6
November	192	189	89	47.1
December	165	174	78	44.8
January	186	232	117	50.4
February	193	177	102	57.6
March	231	241	114	47.3
April	186	175	76	43.4

GPA Caseload

Senator Byrd. What is the present GPA caseload?

Miss Thompson. As of April it was 959.

Senator Byrd. What is the lowest this caseload has been since 1961?

Miss Thompson. January 1964, 545 seems to be the lowest.

Senator Byrd. What is the highest that the GPA caseload has been since 1961?

Miss Thompson. The figures that we have with us were in July of 1963 when it was 1,122. That would have been calendar 1962, Mr. Chairman.

Senator Byrd. May I have that table, Miss Thompson?

Miss Thompson. Yes.

Senator Byrd. Do you have another one? You did give me one earlier. If I may just borrow yours now then, please. You gave me a figure a moment ago of 545 as the lowest. Actually the lowest GPA caseload was 505.

Miss Thompson. Yes.

Senator Byrd. In November of 1963.

Miss Thompson. That is correct, fiscal year 1964, calendar year 1963.

Reason for Decrease in GPA Cases

Senator Byrd. All right. Now to what do you attribute the decrease in the number of GPA cases from July 1962 to the low point of 505?

Miss Thompson. One of the reasons would be whether we place a person in GPA or whether we use presumptive eligibility in moving them in APTD.

Senator Byrd. Mr. Galvin, what is your answer on that?

SAMPLING GPA AND AFDC CASES

Mr. GALVIN. We started doing the AFDC random sample in November 1961, and went into the GPA random sample in 1962, and then did a complete audit of all the cases in GPA in 1963, and for all practical purposes completed it by November of 1963.

Senator BYRD. So your caseload dropped during that period.

Mr. GALVIN. Yes, sir; that was the lowest point. We haven't been in GPA audit on any investigative activity since December of 1963.

Senator BYRD. It showed a drop in each month of that period, with the exception of 3 months. So during the period that you were conducting an intensive investigation of the caseload, the caseload dropped to 505. You completed your audit review at that time, did you?

Mr. GALVIN. That is right, sir.

Senator BYRD. And did you just say that since then you have not been investigating that caseload?

Mr. GALVIN. We are investigating only the intake cases at length.

Senator BYRD. So you make no GPA audit.

Mr. GALVIN. No investigation of the continuing caseload.

Senator BYRD. What percent of the intake do you investigate in GPA?

Mr. GALVIN. At the present time, 26.1 percent.

Senator BYRD. 26.1 percent.

Mr. GALVIN. That is of the approved applications.

REASON FOR STEADY INCREASE IN GPA CASELOAD

Senator BYRD. To what do you attribute the steady increase in the GPA caseload in the time since the investigators completed the GPA audit review? Do you attribute that to the fact that you are not investigating that continuing caseload?

Mr. GALVIN. The intake judgment sample that we make has a high percentage of ineligibility in it.

Senator BYRD. What percent does it show?

Mr. GALVIN. The period July–December 1966, it is 54.8 percent completely ineligible, and 16.4 percent transferred to ATD.

Senator BYRD. You are sampling about a fourth of the cases.

Mr. GALVIN. Approximately.

Senator BYRD. Based on that intake sample of one-fourth of the cases, which showed something like 55 percent ineligible, what would you, as an ultraconservative, wish to estimate as being the rate of ineligibility throughout the GPA caseload today.

Mr. GALVIN. I would say over 45 percent, sir.

Senator BYRD. The caseload in the general public assistance category, according to your table, Miss Thompson, has just about doubled. As a matter of fact, it has more than doubled, as of March of this year, when it stood at 1,021. It then had more than doubled the low point of 505 in November 1963.

Miss THOMPSON. That is correct.

Senator BYRD. What was it as of May, do you know?

Miss THOMPSON. No.

Senator BYRD. While as of April it was 959 and still under the high point of 1,122 cases in July 1962, it has about doubled what it was when

it was at its low point, at which time the investigators had completed their audit review. Now that the investigators have been pulled off the GPA caseload, it has almost doubled from its lowest point and it is apparently still climbing.

AVERAGE LENGTH OF ASSISTANCE TIME

What is the average length of time a GPA case received assistance in fiscal year 1966?

Miss THOMPSON. As of January 1967, the arithmetic average was 1 year 6 months.

Senator BYRD. Now can you tell us what it was a year before. The average length of time?

Mrs. CHAMBERS. We didn't bring it, sir. We can supply it for the record.

Senator BYRD. I want to develop some questions on this. I can't do it if you supply it for the record.

Mrs. CHAMBERS. Do you have last year's hearing?

Senator BYRD. Mr. Galvin, do you have it?

Mr. GALVIN. For January of 1966?

Senator BYRD. What I want is some comparison with 1964 and 1965 and 1966.

Mr. GALVIN. January 1965 was 1 year; January 1966 is 1 year 3 months; January 1967 is 1 year 6 months. These are all arithmetic averages.

Senator BYRD. So the time is increasing.

Mr. GALVIN. Yes, sir.

Senator BYRD. And when you speak of an arithmetic average, what do you mean?

Mr. GALVIN. The number of cases divided into the number of months the cases have received assistance.

REASONS FOR RETENTION OF GPA CASE

Senator BYRD. How can a case stay on assistance in GPA an increasing length of time when this is supposed to be a short-term assistance program?

Miss THOMPSON. There are certain categories—I mean there are certain types of disabilities that a person can qualify for under GPA but cannot qualify for any of the other categorical programs. Mr. Russo, would you like to supply those?

Mr. RUSSO. Yes. There is a great movement in the GPA caseload. It is unmistakably true that the GPA caseload has increased. One of the groups in the GPA caseload which does raise the average, Mr. Chairman, on the length of time the recipients stay on GPA involves recipients who need to stay on GPA until such time as they meet the Federal statutory requirements for one of the federally aided categories, such as APTD. Particularly, for example, St. Elizabeths patients who have been discharged and who have lost their civil rights, and until their civil rights have been restored, the payment cannot be made directly to them. This is a factor.

Another factor includes the group that we describe as GPA–C. These are children, Mr. Chairman, who are living with persons who do not meet the Federal definition of "relative" under the AFDC pro-

gram, and therefore they need to be carried on GPA. This group also tends to extend the overall length of stay of recipients on GPA.

Senator BYRD. How many of such children are there?

Mr. RUSSO. I don't know specifically, Mr. Chairman. I would estimate approximately 100 to 125.

AVERAGE SIZE OF GPA UNIT

Senator BYRD. Now your average unit in GPA, and I raised this question some few days ago, because it differs from what the figures showed in some of the other jurisdictions, your average unit would indicate there is about one person in the unit in GPA. When you speak of children, are you speaking of units in which there are more than two persons?

Mr. RUSSO. Yes, primarily, although we do have some GPA–C cases where there is just one child included in the grant.

Senator BYRD. This would have to be the case with most of them, wouldn't it, or your average number of persons per unit would be somewhat more than one.

Miss THOMPSON. As of February 1967 there were 1,000 cases and 1,100 individuals, so there would have been 100 cases where there was more than one person. This does not necessarily mean that all of those were children, but it does mean there were 100 GPA cases where there were two people in the case.

Mr. RUSSO. There are also, Mr. Chairman, some cases in the GPA caseload where we include a secondary person, a person that we describe as an essential person. But the majority of the GPA cases are single person cases.

Senator BYRD. Are what?

Mr. RUSSO. Single person cases.

Senator BYRD. Yes. And how many children overall would you say there are in the GPA caseload, Miss Thompson?

Miss THOMPSON. There couldn't be more than 100, because in this report, and this is an annual report, there were only 100 cases where there were two people. They might have all been children, but we can't tell from this statistic.

Senator BYRD. Would there have been a child in each of the hundred cases?

Miss THOMPSON. All we know is that in 100 cases there were two people.

Senator BYRD. So it could have been two adults.

Miss THOMPSON. It could have been, yes.

Senator BYRD. Does the fact that the GPA caseload is growing and the additional fact that the average length of time during which the recipient remains on the rolls is also increasing cause you concern, Miss Thompson?

Miss THOMPSON. Yes, it does.

Senator BYRD. Have you considered asking for more investigators to help you alleviate this problem as they helped the department in fiscal year 1963?

Miss THOMPSON. We did submit a request.

Senator BYRD. You did? For how many?

Miss THOMPSON. Seventy.

YEARLY COMPARISONS OF LENGTH OF ASSISTANCE

Senator BYRD. Incidentally, what is the average length of time that an ADC case received assistance in fiscal year 1966 as compared with 1965 and 1964? Is this length of time also increasing or is it decreasing?

Miss THOMPSON. These are January figures. January 1967, the arithmetic average was 3 years, 6 months. Mr. Galvin, do you have it prior to 1966?

Mr. GALVIN. January 1965 was 4 years, 2 months; January 1966 it was 3 years, 7 months.

Senator BYRD. And what are the 3 years, consecutively please again?

Mr. GALVIN. 1965, 4 years, 2 months.

Senator BYRD. Yes.

Mr. GALVIN. 1966, 3 years, 7 months; 1967, 3 years, 6 months.

Senator BYRD. Now in this caseload, the length of time per recipient is declining. How do you square this with the opposite which has taken place in GPA?

Miss THOMPSON. I think one of the contributing reasons that it is going down is the number of families that we can hold together with our special programs so they do not come under AFDC in the first place, and with our other support programs, we are able to move them off the rolls faster than we could before we had some of the new programs that we have come to depend on now.

Senator BYRD. I wonder then why the AFDC caseload isn't dropping.

Miss THOMPSON. I think one of the main reasons, Mr. Chairman, is the broader coverage.

Senator BYRD. Then, why isn't the GPA caseload declining? Is there broader coverage there too?

Miss THOMPSON. That is a local determination. Is there broader coverage in GPA, Mr. Russo?

Mr. RUSSO. No, I would say not, Mr. Chairman. This is an entirely locally administered program, and the regulations with regard to eligibility on GPA have not been changed at all.

Senator BYRD. How many investigators would you have to put on your GPA continuing caseload, Mr. Galvin?

Mr. GALVIN. To do what?

STAFF REQUIRED TO AUDIT GPA

Senator BYRD. You say you have none now, you have no investigators looking at GPA now and haven't had since it reached its low point many, many months ago.

Mr. GALVIN. To do an audit of them, a continuing audit?

Senator BYRD. Yes.

Mr. GALVIN. I would say 14 investigators, two units, plus the supporting staff.

Senator BYRD. Fourteen investigators for two units plus supporting staff. What do you mean by "supporting staff"?

Mr. GALVIN. They would have to have clerical help, they would have to have evaluators, they would have to have supervisors.

Senator BYRD. How many of such are on a unit?

Mr. GALVIN. When we are dealing with one unit, we are talking about 13 people.

Senator BYRD. Including seven investigators.

Mr. GALVIN. Yes. In two units we would be talking about 27 people.

Senator BYRD. Why does it pick up one? Thirteen with one and 27 with two?

Mr. GALVIN. As the units get bigger, you need an additional person on top. They can handle two or three units.

APTD CASELOAD

Senator BYRD. What is the present APTD caseload?

Miss THOMPSON. As of April 3,867.

Senator BYRD. Now let's get some comparisons on this caseload. Do you want to give us these, or do you have them? Mr. Galvin, should we call on you again?

Mr. GALVIN. Sir?

Senator BYRD. What is the present APTD caseload? Do you have the table there?

Mr. GALVIN. It is 3,867 as of April 30, 1967.

Senator BYRD. Give us some comparison.

Mr. GALVIN. The highest it has been is as of April 30, that is the highest. The lowest since 1962, beginning in the fiscal year was 2,880 in October 1963.

Senator BYRD. Almost a thousand higher.

Mr. GALVIN. It has been increasing relatively steadily since that date.

REASONS FOR RISE IN APTD CASELOAD

Senator BYRD. To what do you attribute this increase?

Miss THOMPSON. I think there are several reasons that contributed to it. One is we are using presumptive eligibility, and placing more applicants into APTD instead of GPA.

PRESUMPTIVE ELIGIBILITY

Senator BYRD. What do you mean by "presumptive eligibility"?

Miss THOMPSON. If they come in with a medical record of having heart trouble, or if they are crippled or something of this sort, rather than wait until we get all of the information at the point of intake if it seems to indicate this person is eligible we place him in the APTD category until we check the other factors.

Senator BYRD. How long is it before the other factors are checked which would take him out of the "presumptive eligibility" category?

Miss THOMPSON. Mr. Russo?

Mr. RUSSO. We have made considerable progress, Mr. Chairman, in reducing this timelag. As you know, the determination as to whether or not the recipient is permanently and totally disabled is made by the medical review team, in the medical rehabilitation section in our Public Assistance Division. At long last we are now current, Mr. Chairman, as far as the work of the medical review teams in Public Assistance are concerned. We are current on all of the requests for reviews. I think this is a significant factor.

I think it is also a factor with regard to the increase in the APTD categories. We are deeply concerned about the increase in the APTD category, and perhaps even more concerned if I might add, sir, over the fact that the average APTD caseload that the workers are carrying is as high as 207 cases.

Senator BYRD. Now, don't get afield, Mr. Russo. Just take one question at a time. I believe you say that now the medical team has covered all of the cases; is that right?

Mr. RUSSO. Yes, sir.

Senator BYRD. So there are none presently receiving payments on the basis of their being presumed to be eligible; is that correct?

Mr. RUSSO. Well, this not entirely correct, sir. For example, if a recipient today is approved on a presumptive-eligibility basis, I would say that within 2 weeks this case is reviewed by the medical review team, and final determination is made.

Senator BYRD. Are any investigators auditing the APTD cases, Mr. Galvin?

Mr. GALVIN. No, sir, they are not. We were requested by Congress to do an audit of the caseload. We started the audit in September of 1963, at which time the caseload was 2,916. We continued the audit to May of 1964, and then we had to transfer the staff that we had put into that audit back into the AFDC audit review program.

Senator BYRD. Are your investigators competent to determine eligibility in this case load?

Mr. GALVIN. Not the medical part of it. The resources and all the other parts but not the medical.

MEDICAL REVIEW TEAMS

Senator BYRD. How many medical teams do you have now. Mr. Russo?

Mr. RUSSO. We have two, sir.

Senator BYRD. Is that sufficient, do you think?

Mr. RUSSO. Yes, sir.

Senator BYRD. How would there be a careful check on this caseload? Would we have to have an independent medical review team, or could this be done by your own review team?

Mr. RUSSO. I don't think the question of eligibility on the basis of meeting the definition of "permanent and total disability" is the problem, sir. I think the problem rests on other eligibility factors.

Senator BYRD. Which can be determined by Mr. Galvin's people.

Mr. RUSSO. Yes, sir, particularly employment.

AVERAGE LENGTH OF APTD ASSISTANCE

Senator BYRD. Now what is the average length of time an APTD case receives assistance in 1965, 1966, and 1967?

Mr. GALVIN. In January 1965 it was 3 years 9 months; in January 1966 it was 3 years 9 months; in January of 1967 it was 3 years 8 months.

PERCENT OF INELIGIBILITY OF APTD CASES

Senator BYRD. What percent of ineligibility do you estimate there is in your present APTD caseload?

Mr. GALVIN. The only thing that we could base any estimate on would be a random sample that was made in November and December of 1962, at which time it was found to be 39.3 percent, and our audit, which as I stated, was conducted from September 1963 to May of 1964, and, basing it on those two alone, I would say over 25 percent.

ESTIMATED CASELOAD FOR FISCAL YEAR 1967

Senator BYRD. Miss Thompson, when the Department presented its budget for fiscal year 1967, what was the estimated caseload by category and total?

Miss THOMPSON. It would have been around September of 1967, either August or September of 1967, no, of 1966, I am sorry. The estimate for this year's budget was 12,277 cases.

Senator BYRD. What was the estimated caseload let's say in toto for fiscal year 1967?

Miss THOMPSON. 10,995.

Senator BYRD. How did it actually work out?

Miss THOMPSON. The average as of April 1967 is 11,907 cases.

Senator BYRD. So it came out about 900 above what the estimate indicated?

Miss THOMPSON. That is correct.

ESTIMATED CASELOAD FOR FISCAL YEAR 1966

Senator BYRD. What about fiscal year 1966? What was the estimate and what was the actual?

Miss THOMPSON. I am sorry, we don't have that material with us.

Senator BYRD. Does anyone have it? Mr. Russo, do you have it?

Mr. RUSSO. Yes, sir. If I remember correctly, sir, I think the estimated caseload in fiscal year 1966 was 10,995 cases. I don't know what the actual caseload was during fiscal 1966.

Mr. GALVIN. The actual was 11,375.

Miss THOMPSON. That is correct.

Senator BYRD. So the estimate has consistently been too low over the past 3 years at least.

Miss THOMPSON. Yes, it has been.

ESTIMATED CASELOAD FOR FISCAL YEAR 1968

Senator BYRD. Now what about this fiscal year 1968 estimate?

Miss THOMPSON. We tried to do a more realistic projection this year.

Senator BYRD. Actually, haven't you really done a less realistic projection? You show here on the basis of your statement, 12,277.

Miss THOMPSON. That is correct.

Senator BYRD. What is it, actually?

Miss THOMPSON. From the statistics that we had back in June, when we started planning our budget——

Senator BYRD. Yes, I know.

Miss THOMPSON. This seemed to be the percentage of increase, but it is actually 12,260, as of April 30, 1967.

Senator BYRD. It is already up to the average today and we aren't even into the new fiscal year.

Miss THOMPSON. That is correct.

Senator BYRD. So what is going to happen here? Congress will be expected to appropriate the amount of money needed for grants.

Miss THOMPSON. We would hope, Mr. Chairman, that our average for the year wouldn't be higher than what we have estimated. That is our average for the year. We hope during the next year that our caseload will go down so that the 12,277 cases as an average totally across the board would be adequate.

PRESUMPTION OF INCREASE IN CASES

Senator BYRD. They would have to go down or at least not show any increase, wouldn't they?

Miss THOMPSON. That is correct.

Senator BYRD. And this would not be in keeping with the recent trend. If the recent trend continues, you are going to come up short as far as your estimate for welfare grants is concerned.

Miss THOMPSON. That is right.

Senator BYRD. So what will happen then?

Miss THOMPSON. If we haven't enough savings to absorb it, and if our earnings aren't as great—we estimate our earnings conservatively—if our earnings are less than we estimate, we would be in trouble.

Senator BYRD. So what we must hope for is that you can get that caseload down, so that your averages will conform with your estimates.

Miss THOMPSON. That is correct.

(Off the record.)

FUNDS FOR INCREASE IN INVESTIGATIONS

Senator BYRD. In fiscal year 1963, the Department revised its request downward and increased the investigative staff. Would you say that you could find money in your budget request for fiscal year 1968 to fund the number of OIC staff needed to clean up the caseload? What about with regard to GPA alone? Mr. Galvin has indicated that he would need two teams to investigate GPA. Could you find money to do this in your budget?

Miss THOMPSON. It would take roughly $100,000.

Senator BYRD. You could find this, couldn't you?

Miss THOMPSON. I don't know where, Mr. Chairman, at the moment.

Senator BYRD. The Department is always able to find moneys, available moneys, when it needs them, for programs that it wants.

SOCIAL WORKERS ALLOWED OVER LAST 4 YEARS

How many social workers did Congress allow the Department in fiscal years 1964, 1965, 1966, and 1967?

Miss THOMPSON. In 1964 it was 46; in 1965, it was 16; in 1966, it was 47; and in 1967, it was 71.

Senator BYRD. Is this PAD?

Miss THOMPSON. This is totally for the whole Department.

Senator BYRD. So the total allowed during the period of 4 years would be what?

Miss THOMPSON. 186.

Senator BYRD. 186. Going back 7 years——

Miss THOMPSON. I am sorry, 180.

ADDITIONAL SOCIAL WORKERS SINCE 1961

Senator BYRD. 180. Going back 7 years, Miss Thompson, what is the total number of social workers added?

Miss THOMPSON. Going back to 1961?

Senator BYRD. Yes ma'am.

Miss THOMPSON. It would be 244.

TOTAL AUTHORIZED SOCIAL WORKER POSITIONS

Senator BYRD. And what is the total you have authorized as of now?

Miss THOMPSON. For the total Department, we have 522. For public assistance, we have 268.

Senator BYRD. I thought we were talking about the total Department all along.

Miss THOMPSON. Well, we are.

Senator BYRD. Yes.

Miss THOMPSON. So it would be 522.

Senator BYRD. And we have added 244 in the past 7 years.

Miss THOMPSON. That is right.

ESTIMATING CASELOADS

Senator BYRD. A little earlier we were talking about what the caseload would be if such and such had not happened. What would the AFDC and GPA caseloads be today if they had continued to increase at the same rates as they were increasing from 1958 through fiscal year 1961, when the cleanup of the caseloads began?

Miss THOMPSON. We don't have that figure. We would have to supply that for the record.

Senator BYRD. Do you have a table that shows the caseload annually back to 1958?

Mrs. CHAMBERS. We have one that shows average caseloads.

Senator BYRD. Yes. May I see that?

Mrs. CHAMBERS. Yes, sir.

Miss THOMPSON. This shows average cases. It doesn't show average caseloads. I thought you wanted it per worker.

Senator BYRD. This is the number of cases per year. Would this not be what we had reference to, Miss Thompson?

Miss THOMPSON. I thought you were asking what would the average caseload per worker be.

Senator BYRD. No, ma'am.

Miss THOMPSON. Comparing the increase in the caseworkers.

Senator BYRD. No.

Miss THOMPSON. Against the increase in cases.

PROJECTED FIGURES UNDER UNCHECKED INCREASE

Senator BYRD. No, ma'am. I asked what would be the AFDC caseload today, and what would be the GPA caseload today, if these two caseloads had continued to increase at the same rate as they were increasing in fiscal year 1958 through fiscal year 1961, when the cleanup began. Do you have anything on this, Mr. Galvin?

Miss THOMPSON. We don't have it in our source book. I was trying to see if we could work out a figure.

Mr. GALVIN. I have some figures from 1957 to 1962.

Senator BYRD. All right.

Mr. GALVIN. The total average caseload in 1962 was 12,700. The average caseload in 1957 was 8,542.

Senator BYRD. You are talking about the total caseload. I am talking about the AFDC and GPA.

Mr. GALVIN. The average AFDC in 1962 was 5,444. The average in 1957 was 2,241, which would be a difference of 3,203. If you were to add that onto the average for 1962, you would have an average today of 8,647 cases.

Senator BYRD. Now repeat those figures, please.

Mr. GALVIN. The average for 1962 was 5,444.

Senator BYRD. That is AFDC?

Mr. GALVIN. AFDC. The average for 1957 was 2,241.

Senator BYRD. All right.

Mr. GALVIN. That meant the caseload that AFDC increased 3,203.

Senator BYRD. Yes.

Mr. GALVIN. Which would make the AFDC caseloads, average caseload in 1967, 8,647, if it had increased at the same rate.

Senator BYRD. Is that a fair projection?

Mr. GALVIN. Yes, sir.

Senator BYRD. You are dealing with 5 years in each instance, aren't you?

Mr. GALVIN. This is the way that you usually project trends, yes sir.

Senator BYRD. So you would come out with 8,647 cases.

Mr. GALVIN. That is right, sir.

Senator BYRD. In your ADC caseload today, as against the actual, which was——

Mr. GALVIN. The average for 1967 to date is 4,864.

Senator BYRD. Yes, 4,864.

Mr. GALVIN. That is for the 10 months.

Senator BYRD. Yes. So you are saying that if the trend had continued as it was prior to fiscal year 1961, and if it had not started into the decline, that you would have 8,647 cases on the AFDC caseload today.

Mr. GALVIN. For the average for the year, yes, sir.

Senator BYRD. Yes.

Mr. GALVIN. Which would mean about over 9,000 cases, if you continued the average for the year on a monthly basis.

PROJECTION OF UNCHECKED GENERAL CASELOAD INCREASE

Senator BYRD. Now can you make the same projection with regard to the total caseload?

Mr. GALVIN. Yes, sir. In 1962, 12,700; in 1957, 8,542—the difference is 4,158, which means the average total would have been for fiscal year 1967, 16,858 as compared to the actual for the 10 months of 11,906. That is a difference of 4,952 cases on an average.

Senator BYRD. All right, the justification sheet shows your estimate for fiscal year 1968 based on 12,277 as an average number of cases per month. And what do you estimate that the average per month would have been, Mr. Galvin?

Mr. GALVIN. The average for 1967 would have been 16,858. You add 1 more year onto that, which would make it a 1968 projection for comparison.

Senator BYRD. That would be what?

Mr. GALVIN. Just one moment, sir—17,690.

Senator BYRD. 17,690. So that would be almost a third again, almost a third increase; am I correct?

Mr. GALVIN. 5,413.

Senator BYRD. You have almost 18,000 cases as against something like 12,300 now.

Mr. GALVIN. That is right, sir. About 44 percent. It would be 5,413 over the 12,227.

Senator BYRD. Right.

Mr. GALVIN. It depends on which base.

PROJECTED COSTS UNDER UNCHECKED INCREASE

Senator BYRD. Then going from there, Mr. Galvin, instead of having a total program cost here amounting to $19 million for assistance grants, for fiscal year 1968 you would have what?

Mr. GALVIN. Using 44 percent, sir, you would have 27,360,000.

Senator BYRD. For grants alone which is the amount the Department would be requesting if we attempted to project the picture based on what the trend was prior to 1961. It is not a bad projection either because prior to 1961 as I recall, we were supplied data which showed that for the 30 or 36 consecutive months just prior to the high point in November 1962, the ADC caseload had shown an increase every month. There had not been a single decrease. So we have no reason to believe that that trend would not have continued.

STENOGRAPHIC POOL

On page 23–36 you show no DMT's or messengers in your 1967 base.

Miss THOMPSON. They are carried in our Field Administrative Branch. They are transferred into that, because we have a stenographic pool.

Senator BYRD. All right, how many do you have access to in this continuing service now? The table shows that you have none, no clerk DMT's, no messengers.

Miss THOMPSON. There are 68 in the transcribing pool.

Senator BYRD. Sixty-eight.

Miss THOMPSON. Yes, sir. That is 65 workers and three supervisors, 65 transcribers.

Senator BYRD. And the request is for 11 in addition thereto.

Miss THOMPSON. Yes; that is true.

Senator BYRD. And as to messengers, which you show as having none, you are requesting two.

Miss THOMPSON. Yes.

Senator BYRD. Do you have any now?

Miss THOMPSON. No, we do not.

POSITIONS AUTHORIZED FOR PUBLIC ASSISTANCE

Senator BYRD. How many overall positions were authorized for public assistance and later transferred, I believe you said, to the administrative services?

Miss THOMPSON. Just the DMT's.

Senator BYRD. Just the DMT's. When you include all of the clerical help, what is the ratio of clerks to total workers? I am talking about authorized positions in each instance.

Miss THOMPSON. You mean for the total Department or for Public Assistance?

Senator BYRD. Public assistance.

Miss THOMPSON. We will have to add it up. It is broken down by units. I don't think our figure is accurate, Mr. Chairman. We come out, if you take the total complement of Public Assistance, it comes out 55 percent are support positions. That would be clerks, DMT operators, I mean all the staff supporting the social workers, but we would like to check these figures.

RATIO OF SUPPORT POSITIONS

Senator BYRD. All right. So the ratio then would be what?

Miss THOMPSON. The ratio would be around 55 percent of the total staff of Public Assistance would be support positions to social workers; 45 percent would be social workers, if you take the total staff.

Senator BYRD. So you have almost 1 to 1.

Miss THOMPSON. That is the way it looks, and that is why I think that we had better check our figures more carefully.

Senator BYRD. All right, if you will please do that for the record.

Miss THOMPSON. Yes, sir.

(The information follows:)

RATIO OF SOCIAL WORKERS TO ALL OTHER POSITIONS

The following is the ratio of social workers to all other positions in the Public Assistance Division:

	Percent
Social workers	52
All other	48

All other includes all executive direction, medical service, supervisory positions, unit clerks, assistant unit clerks, secretaries, receptionists and DMT clerks.

The following tabulation is the breakdown of continuing services by major category of personnel:

	Percent
Supervisory	13
Social workers	55
Clerical	32

SOCIAL WORKERS' TIME IN FIELD

Senator BYRD. How much time is spent in the field by the social worker?

Miss THOMPSON. The social workers spent 21½ percent of their time.

Senator BYRD. Of the social worker's time.

Miss THOMPSON. That is correct.

Senator BYRD. Is this an improvement over what it has been in recent years?

Miss THOMPSON. Mr. Russo.

Mr. RUSSO. Just a slight improvement, sir.

Senator BYRD. Was it somewhat under 20 percent previously?

Mr. RUSSO. Three and a half years ago it was 19 percent.

TIME SPENT IN CLIENT'S HOME

Senator BYRD. Now how much of this time would you say is actually spent in the client's home and not in travel time? Does this include the travel time?

Mr. RUSSO. Yes, sir; it does. I would say 80 percent of his time.

Senator BYRD. But it would include the same in both instances, wouldn't it?

Mr. RUSSO. Yes, sir.

Senator BYRD. Now as against 3 years ago.

Mr. RUSSO. Yes, sir.

TIME SPENT ON FINANCIAL ELIGIBILITY DETERMINATION

Senator BYRD. How much time does the social worker spend on financial eligibility determination?

Miss THOMPSON. Mr. Russo?

Senator BYRD. And how much on providing social services?

Mr. RUSSO. I cannot give you a firm answer to your question, Mr. Chairman. Actually, we have never made a study in depth on this question. Several years ago the District of Columbia management office did complete a survey, primarily in our intake section, which did give us some firm facts as to how the worker in the intake section was spending her time, and we do have that complete report I am sure in our files.

Senator BYRD. Could you, from that report, let us have the data that we are requesting as best you can glean from it?

Mr. RUSSO. Well, again I must say, sir, that this survey was limited to the intake section.

Senator BYRD. Yes.

Mr. RUSSO. I asume that your question was directed primarily at how the workers in continuing services spend their time.

Senator BYRD. Yes.

Mr. RUSSO. We would be glad I am sure——

Senator BYRD. So you have nothing that is really dependable on which you could base that.

Mr. RUSSO. No, sir.

REASONS FOR RESIGNATIONS OF SOCIAL WORKERS

Senator BYRD. Now what are the reasons? A little earlier, Miss Thompson, you indicated that your turnover among social workers was pretty high—what are the reasons given for the workers leaving?

Miss THOMPSON. We have a chart here that shows the reasons given from 1963 to 1967. Would you like this chart?

Senator BYRD. Yes, ma'am. Perhaps you would like to comment on it if you would.

Miss THOMPSON. These are the reasons they give on their resignation form. I don't think this always reflects the real reason why they leave.

Senator BYRD. Yes.

Miss THOMPSON. I think some of the reasons that they leave are the pressures of working in a public agency, the high caseloads. Some workers frankly don't want to work for a public agency. The criticism of the Department over a period of years has made some workers want to move into private agencies.

The Federal agencies outbid us in salaries for our more capable workers. Comparable jobs in Federal agencies pay at least a grade higher than they do in the District.

The opportunity to travel, if they move to a Federal agency. Being able to take an office job that doesn't require any traveling throughout the city covering a caseload, is another factor. In our institutions, the distance from the city contributes.

(The table follows:)

Reasons for personnel separations, social service staff, fiscal years 1963–67

	1963	1964	1965	1966	1967, July to April (10 months)
Employment within Department of Public Welfare:					
Director's office	1		3		2
PAD–DVR project			2		
PWTC		1	2	1	
CWD	1		1	7	1
OIC	4	3			
DCV		4			
FESLP	1				
Children's Center		1		1	
WTOC				1	
Total	7	9	8	10	3
Employment outside Department of Public Welfare	9	6	6	16	12
Subtotal, employment	16	15	14	26	15
Return to school	8	2	4	1	1
Moved out of area	5	1	8	9	7
Health reasons		1	3	3	
Personal reasons	3	4	4	5	3
Full-time housewife	1	8	2		4
Retirement		1		6	
Marriage		2			
Services terminated				1	
Total	33	34	35	51	30

DIVISION OF RESPONSIBILITIES OF SOCIAL WORKERS

Senator BYRD. Do you think that the social workers spend too much time making financial eligibility determinations?

Miss THOMPSON. No, I don't think they spend too much time. I think for many it is an onerous task. In our decentralized center in Northeast, we have trained our workers differently. One supervisor supervises them from the standpoint of determining eligibility, and the other supervisor, from the standpoint of giving services. This approach seems more successful; workers are more alert to eligibility factors.

I think we need to go a step further and look at the way we divide responsibilities in caseloads. Instead of having all of the job tasks in

one caseload we should have two workers carrying two caseloads, but have the worker who is better at determining eligibility, but who doesn't necessarily like to work with people as much, do the mechanical tasks, and have the more skilled, the more capable worker who is more effective in working with people, carry the service end of it.

This division of responsibility is something we are looking at carefully at the present time.

Subcommittee Recess

Senator Byrd. This will be a good point at which to stop.

The subcommittee will stand in recess, subject to the call of the Chair.

(Thereupon, at 4:05 p.m., Saturday, June 10, 1967, the subcommittee was recessed, subject to the call of the Chair.)

DISTRICT OF COLUMBIA APPROPRIATIONS FOR FISCAL YEAR 1968

THURSDAY, JUNE 22, 1967

U.S. SENATE,
SUBCOMMITTEE OF THE COMMITTEE ON APPROPRIATIONS,
Washington, D.C.

The subcommittee met at 10 a.m., in room S–126, the Capitol, Hon. Robert C. Byrd (chairman) presiding.

Present: Senator Byrd.

DISTRICT OF COLUMBIA

DEPARTMENT OF PUBLIC WELFARE

STATEMENT OF MISS WINIFRED G. THOMPSON, DIRECTOR, DEPARTMENT OF PUBLIC WELFARE; ACCOMPANIED BY ALBERT P. RUSSO, DEPUTY DIRECTOR FOR FAMILY AND CHILDREN SERVICES; A. R. ROSIN, CONTROLLER; WILLIAM R CALVIN, CHIEF OF OFFICE OF INVESTIGATIONS AND COLLECTIONS; AND MRS. JULIANNA K. CHAMBERS, BUDGET OFFICER

THIRTEEN PERCENT INCREASE

Senator BYRD. The subcommittee will come to order.

Congress directed the 13-percent increase be paid as a cost-of-living allowance and be added to the check after it had been determined what the check would be by deducting resources, and so forth. Miss Thompson, is this being done?

Miss THOMPSON. Yes, sir; at the present time.

Senator BYRD. You say at the present time?

Miss THOMPSON. Yes, sir. This is the way we have been doing it since January 1.

Senator BYRD. Let me say this and make it very clear. This was the intent of the committee. I will say this so that HEW will not be under any misunderstanding. This was the clear intent of the committee at the time the 13-percent allowance was granted, and this is the intent of the committee now.

Miss THOMPSON. You are aware, Mr. Chairman, that they have challenged this?

Senator BYRD. I am aware of that and I think we should just put them on notice that this is the intent of the Congress and if they want to challenge that, we stand ready. What Congress gives, Congress can take away.

Is the 13 percent being added to any actual cost allowance figure

provided at a fixed amount, such as homemaker's services change?

Miss THOMPSON. No.

Senator BYRD. Transportation, or is there any contingency or fixed cost item?

Miss THOMPSON. Yes. What we do, we compute the total grant, including contingency items, deduct the resources, and then apply the 13 percent. So that these items would be included in computing the total grant.

Senator BYRD. Are you including rent?

Miss THOMPSON. Yes, we would. We would include all of the items that normally would go into a grant.

Senator BYRD. Give me an example.

Miss THOMPSON. The grant would include food, shelter, clothing, contingency items, anything that would normally go into a grant. We would deduct from that the resources and then apply the 13 percent.

HEW PREFERENCE IN APPLYING INCREASE

Senator BYRD. HEW wishes you to apply the 13 percent before deducting the resources; is that correct?

Miss THOMPSON. Yes, that is correct.

Senator BYRD. Well, that was not the intent of the committee or the Congress, and that is not the intent now. The Department of Welfare has been following the procedure as was intended by the Congress in instituting the 13-percent increase.

Miss THOMPSON. Yes, we have.

Senator BYRD. Is the 13 percent being added to any underpayments for cost of services rendered?

Miss THOMPSON. I am sorry, Mr. Chairman, I do not quite understand your question.

ADDITION TO UNDERPAYMENT

Senator BYRD. Is the 13 percent being added to any underpayments for cost of services rendered?

Miss THOMPSON. Mr. Russo, can you answer that?

Mr. RUSSO. Yes, Miss Thompson. The 13 percent is being added to the underpayment amount that is reflected in the grant. It cannot be retroactive more than 2 months.

Senator BYRD. The 13 percent was authorized for public assistance recipients only. Has it been paid to anyone else?

Miss THOMPSON. No, sir.

Senator BYRD. Is it contemplated to pay this 13 percent to anyone else?

Miss THOMPSON. No, sir.

Senator BYRD. The answer is "No"?

PAYMENT TO TITLE V TRAINEES

Miss THOMPSON. It does include the title V trainees.

Senator BYRD. Have you been paying it to title V?

Miss THOMPSON. Yes, we have.

Senator BYRD. We may want to look into that.

Miss THOMPSON. All right.

Senator BYRD. The 13 percent was to cover a cost-of-living increase over the 1957–59 average, was it not?

Miss THOMPSON. Yes, sir.

Senator BYRD. Then why would you pay this 13-percent increase to title V trainess?

Miss THOMPSON. Well, it is based on the AFDC grant. Determining the payment for the trainess is based on the same standards as determining the payment for the AFDC caseloads, so we applied it equally to both groups.

Senator BYRD. Why are you asking for this 13-percent increase in WTOC?

Miss THOMPSON. One of the reasons that HEW objected to the way that we were applying it at the present time was because they felt we were using two standards. We applied it to WTOC so, again, we would not be using two standards yet, applying it as we thought was the intent of the Congress.

INTENT OF CONGRESS ON INCREASE

Senator BYRD. Well, it was not intended for WTOC. If this means a head on collision with HEW, we are ready. WTOC started in the last 2 years, but this increase was intended for those categories of assistance which have suffered since 1957–1959 because of the cost-of-living increase. WTOC has just been recently instituted. I see no reason why this 13-percent increase should carry over to the group.

Now, when the Congress instituted this 13-percent increase at my suggestion, at my request, at my recommendation, it was the intent to aid only those recipients of conventional welfare payments who were getting practically what they were getting roughly 7 years prior thereto. And it was my thought that they should have this cost-of-living increase. Certainly it was not my thought that new programs should be included. I do not think there is any justification for it. You do have a request for moneys in this budget that would provide for a 13-percent increase in WTOC.

ANNUALIZATION OF INCREASE

Miss THOMPSON. Our request in the budget includes annualizing the 13-percent increase. It does not include extending it beyond where we are extending it at the present time. We were prepared to furnish you with this figure.

Senator BYRD. But you are including in the budget moneys for a 13-percent increase to WTOC?

Miss THOMPSON. It does include WTOC at the present time.

Senator BYRD. Well, I think we will have a scrap over that if it is passed because that was not my intent. My intent was to cover only the conventional welfare categories, AFDC, APTD, GPA, OA, and AB.

PROVISIONS IN SENATE COMMITTEE REPORT NO. 2019

Now, I cite the provisions in the Senate committee report which should be very clear on this point for anyone in the Department or in HEW. I read from page 13 of the Senate committee report of last year, report No. 2019.

The sum of $250,000 has been approved by the Committee to permit a 13 percent cost of living increase for all assistance payments for the five regular categories of public assistance.

Now, we are not going to let the Department go further than that. I speak most respectfully. I certainly do not mean you as an individual. But we are not going to let the Department go beyond the intent of Congress, as expressed clearly in the committee report, regardless of HEW's feelings. We are not going to institute a cost-of-living increase here for five regular categories of assistance and then let HEW or the Department spread that increase further. We are just not going to let you do that.

Have you been doing that for WTOC?

Miss THOMPSON. Yes, we have been.

Senator BYRD. Well, it was not intended.

INCREASE NOT FOR USE IN WTOC

Miss THOMPSON. We are using Federal money to pay the 13-percent increase, but we are applying it the same way. However, it is not taking local money.

Senator BYRD. Well, this subcommittee cannot control Federal moneys, but as far as local moneys are concerned, they are not to be used for extending the 13-percent increase to WTOC.

Miss THOMPSON. For the portion of the WTOC program that we hoped to have incorporated in the budget, it would include the 13 percent.

Senator BYRD. Well, I am not committing myself one way or the other at this point on WTOC but if we go along with the request it will not include the 13-percent increase. WTOC is a new program. And to spread this increase to new programs which may evolve tomorrow or which evolved yesterday or a year ago was not the intent of the Congress. As the author of the proposal, I should be able to speak as to the intent back of the proposal insofar as local moneys are concerned.

RENTAL ALLOWANCES

You are asking $600,000 in rental allowances. How much of that is local money?

Miss THOMPSON. That would all have to be local money, Mr. Chairman, because we are earning our maximum in matching funds.

Senator BYRD. Would you please justify this item and explain how the program would work?

Miss THOMPSON. The rent allowance in the assistance grant is inadequate. Shelter is one of the most serious problems confronting our public assistance clients. For the average family of five the shelter allowance is around $46 short. For example, according to our present budget standard a family of five is allowed $64 for shelter and they have to pay an average of $110 for shelter. This means that they have to cut their expenditures for food, clothing, and other expenses in order to pay the shelter costs.

The critical problem that shelter presents for our PA family is shown in how we use some of the moneys in our special programs. For example, as of April 30, 86.6 percent of the funds for crisis assistance was used for shelter. Forty-two and a half percent of the funds in the family emergency services project was used for shelter. And 100

percent of the families that have been admitted into the temporary emergency family shelter was because of being evicted or problems around shelter.

PLAN FOR ESTIMATING RENTAL ALLOWANCE

Our plan is to evaluate the homes in which public assistance families are living at the present time. And if they are living in houses that meet minimum standards, then we will pay the going rent for this shelter. If they are living in inadequate shelter, then we would not pay any higher rent than they are paying at the present time until we could help them move into more adequate housing. We have about 9,500 clients living in private housing and 55 percent of these are living in adequate shelter. So, our plan would be to start with making a survey of the families who are presently living in adequate housing. For the first month we felt we could make 273 visits. And, roughly, 140 of these or 55 percent would be in adequate housing. On the table that we have prepared it shows the number of visits, the estimated number of families who are living in housing that meets minimum standards and the cost of making rental adjustments. So, by the end of the year the total cost would run cose to $600,000. This means that at least 2,500 families would be in adequate shelter, meeting minimum requirements.

Senator BYRD. Perhaps you would like to let us have that table, Miss Thompson?

Miss THOMPSON. Yes.

FUNDING OF INCREASE FOR WTOC PARTICIPATION

Senator BYRD. Now, once again, you say that this 13-percent increase has been made available already to your WTOC participants?

Miss THOMPSON. That is correct.

Senator BYRD. But strictly on a Federal funding basis?

Miss THOMPSON. It is funded entirely through Federal moneys.

Senator BYRD. No local matching funds whatsoever?

Miss THOMPSON. No local moneys.

Senator BYRD. Well, again, I say this committee has no control over Federal funding, but there is no room for any misunderstanding of the intent of the Congress in initiating this 13-percent increase. It was very clearly written into the committee report of last year.

IMPLEMENTING RENTAL PROGRAM

You state that the rental program would be fully implemented in 5 years?

Miss THOMPSON. We estimate that it would be. Now, this is contingent upon finding adequate shelter for the families who are presently living in substandard shelter.

Senator BYRD. What would this cost on an annual basis 5 years from now?

Miss THOMPSON. We estimate it would run about $5 million.

Senator BYRD. $5 million annually?

Miss THOMPSON. Yes, sir.

Senator BYRD. How could you implement a program in which some families would receive higher rental allowances for many years while families in the same situation, possibly living across the block, would receive less?

Miss THOMPSON. Well, this could happen, Mr. Chairman, but in the surveys that we have made and discussions that we have had with real estate dealers, there seems to be a going rent or an average rent for certain sized houses in certain physical conditions. We do not believe there would be too much difference in the payment. There might be some because we plan to relocate these families, family by family. We would have to have more experience with it to tell you just exactly what the range might be. There might be some range for four-member families. We might have a range of rent from and to, and for a five-member family from and to. There might be a little variation there, but I do not think it would be great enough to cause any real inequity or any real difficulty.

Senator BYRD. Then you would be reaching a group of families the first year?

Miss THOMPSON. That is correct.

Senator BYRD. And reaching another group of families 5 years later?

Miss THOMPSON. That is correct.

Senator BYRD. Yet both groups may be in the same category of circumstances.

Miss THOMPSON. We would have to constantly be evaluating this. There might have to be adjustments after the first adjustment.

Senator BYRD. Did HEW approve the plan?

CHECKING MOBILE CLIENTS

Miss THOMPSON. This has not been discussed with them.

Senator BYRD. How much checking and rechecking would be required to keep up with the constant mobile client? As I understand your request, each time a client or his family moves, you would have to send an inspector out to certify what rent would be allowed?

Miss THOMPSON. In many cases, one reason they move as often as they do is to seek better shelter or shelter they can afford. If we equalized the shelter and pay the going rent, it might help to stabilize them. There would obviously be some moving that we could not prevent.

Senator BYRD. How much would be allowed before the inspector sent in his authorization? If the amount allowed before the authorization is received was too much, would this be an overpayment?

Miss THOMPSON. It could be; yes, sir.

Senator BYRD. If it were too little would it be an underpayment?

Miss THOMPSON. Yes, sir.

COLLECTION OF OVERPAYMENT

Senator BYRD. How could you get it back if you created an overpayment?

Miss THOMPSON. It would get into the same routine as overpayments get into at the present time.

Senator BYRD. Would this be recognized as an agency error by HEW?

Miss THOMPSON. Yes, it could be so construed.

Senator BYRD. And if the HEW policy to which you referred recently were to be instituted, you would not be able to collect the overpayment by reason of its being an agency error.

Miss THOMPSON. If this policy is implemented, this would be true.

Senator BYRD. If the Office of Investigations and Collections had to collect it, how much additional staff would you request for OIC?

Miss THOMPSON. This would not require any additional staff on the part of OIC because rent is one of the items that is computed in the grant at the present time. So, rent would still be one of the items.

Senator BYRD. Suppose it were an overpayment?

Miss THOMPSON. Rent can be an overpayment at the present time.

Senator BYRD. OIC does not collect that?

Miss THOMPSON. If it is part of an overpayment, yes.

Senator BYRD. That is what I say. If you have an overpayment of rents.

Miss THOMPSON. It could still be collected.

Senator BYRD. By OIC?

Miss THOMPSON. That is correct.

Senator BYRD. Which would constitute an increased workload over the present one.

Miss THOMPSON. I don't quite see, Mr. Chairman, why it would make an increased workload since rent is one of the factors that determines the grant at the present time.

Senator BYRD. I know, but suppose that constituted only one overpayment for Mr. X. That would be an entirely new case for Mr. Galvin and I suppose that means an increased workload.

Miss THOMPSON. It could.

Senator BYRD. All right, if we compounded that by a number of additional cases I assume he would have to have an additional staff or work a lot more overtime.

EFFECT OF SUGGESTED PROGRAMS ON HOUSING

What effect would your suggested programs have on the housing situation for families not on welfare?

Miss THOMPSON. The first 2 years, according to our present plan would have no effect because these families, roughly 9,500 families under welfare, are already in adequate housing. When we begin placing families who are not presently in adequate housing it could have an effect if during this 2-year period additional housing has not been provided in the city.

Senator BYRD. Well, there is already a housing problem in the city, is there not?

Miss THOMPSON. A very serious one, yes, sir.

Senator BYRD. And any movers would affect somebody, would you not agree?

Miss THOMPSON. I agree. The welfare families at the present time are not in a very favorable competitive position for the available housing. We would like to make them in a more competitive position.

PROJECTED CASELOAD

Senator BYRD. What is your projected caseload by total of the categories for fiscal years 1968, 1969, 1970, 1971, and 1972?

Miss THOMPSON. We have only 1968 and that is 12,277 cases.

Senator BYRD. Are you not required to project a 5-year estimate?

Miss THOMPSON. We are working on that at the present time.

That is part of our 1969 budget preparation. We do not have it ready at the present time.

CLOTHING AND PERSONAL NEEDS ALLOWANCES

Senator BYRD. Why is there a $4 difference between AFDC and GPA and the other three categories and how long has this difference been in effect?

Miss THOMPSON. Well, this is in the clothing and personal needs allowance for AFDC and GPA recipients. We are asking that the clothing and personal needs allowance which run less than $4 be eliminated and computed on an average of $4 so that the payment for recipients in all categories would be the same.

Senator BYRD. How long has it been in effect?

Miss THOMPSON. This pertains to nursing care homes only. These are contingency items for nursing home care.

Senator BYRD. What does this $4 difference amount to in local and Federal funds in the APTD category, the AB category, and the OA category?

Miss THOMPSON. Mr. Chairman, I do not have that computed in that way. We would have to furnish that for the record.

Senator BYRD. All right, if you please.

(The information follows:)

INCREASE PAYMENTS FOR NURSING CARE

Funds are not requested in the Fiscal Year 1968 budget to extend the $4.00 a month increase resulting from additional Federal funds made available by the 1962 Public Welfare Amendments to GPA and AFDC cases. Funds are being requested under this activity to extend this $4.00 a month increase only to GPA or AFDC cases in which the recipient is receiving nursing home care.

JUSTIFICATION FOR INCREASE

Senator BYRD. What was the original justification used by the Department in its request to Congress to appropriate funds to increase the $4 allowance?

Miss THOMPSON. Mr. Russo, can you answer that?

Mr. RUSSO. Yes, Miss Thompson.

Mr. Chairman, this came about as a result of an increase in the Federal matching formula which was made possible by the Public Welfare

Amendments of 1962. The Congress permitted the Department in 1963 to pass on the increased Federal moneys as a result of the Public Welfare Amendments of 1962 to the three categorical programs which you have mentioned, but we were not permitted to extend the "pass-on" to AFDC and GPA cases, the increase in Federal matching $4.

Senator BYRD. So, the increase in social security was to be given to the recipients in the APTD, AB and OA categories?

Mr. RUSSO. Yes, sir.

Senator BYRD. And now you propose to extend this to the other two?

Mr. RUSSO. Yes, sir.

ESTIMATED INCREASE IN COSTS

Senator BYRD. What would be the estimated increase in costs resulting from the addition of $4 to ADC recipients in Federal and local funds for fiscal years 1968, 1969, 1970, 1971, and 1972?

Miss THOMPSON. Currently for 1968 the estimate is $72,000. All local moneys.

Senator BYRD. Yes, ma'am. So, you do not have this projected for the additional 4 years?

Miss THOMPSON. No, we do not.

Senator BYRD. If you would, please, supply that for the record.

Miss THOMPSON. Yes, sir.

(The information follows:)

ESTIMATE OF ADDITIONAL COSTS

As was indicated earlier in connection with the total caseload projection for fiscal years 1969, 1970, 1971, and 1972, the Department is currently developing this information in connection with its 1969 budget preparation. We cannot, therefore, estimate the additional costs which will relate to a $4 increase to all AFDC and GPA recipients. The 1968 budget requested this $4 increase for only nursing home grants.

ADDITIONAL COSTS FOR GPA RECIPIENTS

Senator BYRD. What are the fiscal year 1968 additional costs insofar as the GPA recipients are concerned?

Miss THOMPSON. This we would also have to supply for the record.

Senator BYRD. Do you not have that? I thought you included that in your request.

Miss THOMPSON. Our request represents the total.

Senator BYRD. So you cannot give us that item at the moment whereas you were able to do so with regard to ADC?

Miss THOMPSON. The total is $72,000. How much the costs are in each of the categories we would have to supply this for the record.

Senator BYRD. That was the total, rather than just for AFDC?

Miss THOMPSON. Yes. The total for all of the categories.

Senator BYRD. Yes, if you will supply that, please. May we have that for the record?

Miss THOMPSON. Yes, sir.

(The information follows:)

Breakdown of Nursing Home Grants

Detailed breakdown of the $72,000 requested for nursing home grants

Type of case	Monthly rate increase	OAA		AB		APTD		GPA		Total	
		Number of cases	Amount	Number of cases	Amount	Number of cases	Amount	Number of cases	Amount	Number of cases	Amount
Domiciliary	$15	106	$19,080	4	$720	35	$6,300	1	$180	146	$26,280
Intermediate	15	84	15,120	4	720	28	5,040	1	180	117	21,060
Skilled nursing	40	37	17,760	1	480	12	5,760	1	480	51	24,480
Total rate increase		227	51,960	9	1,920	75	17,100	3	840	314	71,820
Increase for personal needs									144		144
Total		227	51,960	9	1,920	75	17,100	3	984	314	[1] 71,964

[1] Round off, $72,000.

ADDITIONAL PROGRAMS

Senator BYRD. In addition to the five programs which have reference to the conventional welfare programs, what other programs does the Department have for providing financial assistance, emergency aid, job training, and so forth?

Miss THOMPSON. We have our WTOC program. We have the companion program, the TAFUP program. We have crisis assistance. We have our temporary emergency family shelter. Well, that does not offer payments, and we have our family emergency services project, which is a fully federally funded program at the present time.

Senator BYRD. Are there any others?

Miss THOMPSON. We have the Public Welfare Training Center.

FINANCING OF PROGRAMS

Senator BYRD. Now, which of these are federally financed and which are locally financed and which are both locally and federally financed?

Miss THOMPSON. WTOC is federally financed. FESP is federally financed.

Senator BYRD. FESP, what is that?

Miss THOMPSON. Family emergency services project.

Senator BYRD. That is federally financed?

Miss THOMPSON. Yes, sir.

Public Welfare Training Center is a combination of local moneys plus Federal matching. In crisis assistance, a portion of the salaries of the social workers are federally matched. In the emergency shelter, a portion of the salaries of the social workers are federally matched.

Senator BYRD. And TAFUP is local?

Miss THOMPSON. That is correct.

INITIATION OF PROGRAMS

Senator BYRD. When were these various programs first put into effect?

Miss THOMPSON. All except the Public Welfare Training Center began in October 1965. Public Welfare Training Center goes back to about 1961 or 1962.

PROGRAMS FINANCED BY OTHER DEPARTMENTS

Senator BYRD. What additional Federal programs are financed by other departments, such as UPO, the Labor Department, and so forth?

Miss THOMPSON. We have the halfway houses that are funded through UPO with juvenile delinquency funds. Three of our youth group homes are funded through juvenile delinquency funds administered through UPO. I believe that is all. Oh, yes, we do have an aging program administered by the Interdepartmental Committee for the Aging.

Senator BYRD. Do you not have some training programs administered by the Labor Department; are there not some of those in the District?

Miss THOMPSON. We have Bootstrap which involves training.

Senator BYRD. Any additional programs in the District sponsored or administered by the Labor Department, Mr. Russo?

Mr. RUSSO. Yes, there are, Mr. Chairman. There are a number of such programs, but while we relate to these programs they do not involve our clients.

Senator BYRD. They do not involve your clients?

Mr. RUSSO. I want to qualify that. For example, there is Opportunities Industralization Center which is funded by several Federal agencies and administered by private groups in the District of Columbia. It does accept our public assistance recipients. And our policy, of course, is to encourage any recipient to become involved in training programs whether they are our own training programs or whether they are administered by other agencies within the District.

PROGRAMS PROVIDING JOB TRAINING

Senator BYRD. That is what I have reference to. What programs are there in the District which are unrelated to the Welfare Department, but which provide job training?

Mr. RUSSO. First there is the Manpower Development Training Act program which is administered jointly by the Board of Education and U.S. Employment Service in the District. We have approximately 10 recipients at this moment participating in this kind of program.

Then there is the program I mentioned, the Opportunities Industrialization Center. I do not know the exact number of recipients, but I would say not more than 10 are participating in that program.

And recently a new program was federally funded in the District of Columbia, the Washington concentrated employment program, which is administered by the United Planning Organization in cooperation with the U.S. Employment Service, Washington Board of Trade and Central Labor Council. We are working with the WCEP staff. This program has not actually begun as yet. But we expect that they will open their doors any day now. We are working closely with the WCEP program in order to provide services to any of the unemployed persons who apply under this program and may be in need of services that are administered by the Department of Public Welfare and also in order to refer any of our recipients, Mr. Chairman.

Senator BYRD. Now, you are getting afield again, Mr. Russo. I would appreciate if you would just answer the questions and not go afield. Now, what additional job training programs are there that are not administered by the Welfare Department is all that I asked.

Mr. RUSSO. Those are the three, Mr. Chairman.

Senator BYRD. You covered MDT, the Opportunities Industralization Center, and WCEP.

Mr. RUSSO. Yes, sir.

Senator BYRD. All right, thank you.

REASONS FOR RISING CASELOADS

Why do the caseloads continue to rise in the face of all of these programs?

Miss THOMPSON. The Washington concentrated employment program, Mr. Chairman, is just getting started so it really has not made

an impact on the city at the present time. We are accepting in WTOC only about one-third of the people who apply for training, so the other two programs will pick up some of the slack. In some recent studies made by UPO, they have shown that the unemployment rate in a couple of sections of the city, principally the Cardozo and Anacostia-Congress Heights areas, still are very high. So that the persons we have reflected in our caseloads are the people who are still not able to enter the labor market, and earn a wage sufficient to support their families.

NURSING CARE PAYMENTS

Senator BYRD. How do the present nursing care payments compare with the payments in the surrounding communities?

Miss THOMPSON. Ours are lower. I can give you the figures. In fact, we find ourselves in a very poor competitive position for the limited number of nursing home spaces.

At the present time in Maryland, they are paying $90 for domiciliary care; $150 to $180 for intermediate care; and $210 a month for skilled nursing care.

In Virginia, they have two breakdowns. They pay $200 for the homes that are not certified and $325 for those that are certified. As of July 1, Virginia plans to increase its monthly rate to $225 a month for noncertified homes and $360 a month for certified homes.

If you compare that with our monthly payments you can see how badly we compare. After we submitted our budget the neighboring States increased their monthly payments. At the time we submitted our request we were in a competitive position but the States have already changed this. This is a result of the medicare program and anticipating medicare, where everyone is looking for extended care facilities in order to move patients out of hospital facilities as quickly as possible.

Senator BYRD. Let us have that table for the record.

Miss THOMPSON. Yes, I will.

(The information follows:)

Comparison of District of Columbia nursing home monthly rates with those paid in surrounding States

	District of Columbia		Maryland	Virginia	
	Present	Proposed		Present	July 1, 1967
Domiciliary	$114	$129	$90		
Intermediate	139	154	150-180		
Skilled nursing care	164	204	210		
Certified homes				$325	$360
Noncertified homes				200	225

NURSING CARE CASELOAD

Senator BYRD. What is the nursing care caseload at the present time?

Miss THOMPSON. It is around 308.

Senator BYRD. What has this caseload been for each of the 5 past fiscal years?

Miss THOMPSON. We would have to supply that.
Senator BYRD. You do not have that chart with you?
Miss THOMPSON. No, sir.
Senator BYRD. If you will let us have that chart for the record.
Miss THOMPSON. Yes, sir.
(The information follows:)

NURSING HOME CASELOAD

Average monthly nursing home caseload

Fiscal year:	
1963	(1)
1964	257
1965	292
1966	308
1967	334

[1] Separate records were not maintained during this period.

CRISIS ASSISTANCE PROGRAM

Senator BYRD. What is the purpose of the crisis assistance program?
Miss THOMPSON. The crisis assistance program permits the caseworkers to hold families together by paying a sum of money at the time of a crisis. As I pointed out earlier, most of this money, or a large percentage, 86.6 percent of these funds are paid for shelter. This helps to keep families from being evicted by paying for utilities, paying the back rent, and purposes of this kind.
Senator BYRD. What is the average caseload in crisis assistance at the present time?
Miss THOMPSON. The caseload for May was 74.
Senator BYRD. What is the average payment?
Miss THOMPSON. It is running a little less than $100.
Senator BYRD. When was this program instituted?
Miss THOMPSON. In October 1965.
Senator BYRD. What has been the average caseload and the average payment for each of the 2 years since the program started?
Miss THOMPSON. The average caseload for fiscal year 1966 was 88 cases. The average payment for 1966 was $98.52.
For 1967, the average caseload has been 74 and the average payment has been $96.56.
Senator BYRD. So, both the caseload and the payments have dropped on the average?
Miss THOMPSON. Slightly; yes, sir.
Senator BYRD. Have any payments been made to applicants or recipients of public assistance?
Mr. RUSSO. Not in the crisis assistance and services program.
Senator BYRD. So, the answer is "No"?
Miss THOMPSON. Yes, sir.

RECIPIENTS OF MORE THAN ONE PAYMENT

Senator BYRD. Has anyone received more than one payment?
Miss THOMPSON. Since the beginning of the program, 37 have received more than one payment.

Senator BYRD. All right. What did they receive each time and for what purpose?

Miss THOMPSON. I would have to supply that for the record.

Senator BYRD. You do not have it with you?

Miss THOMPSON. No, I do not.

Senator BYRD. All right, supply a breakdown on the 37 cases, if you please.

Miss THOMPSON. All right.

(The information follows:)

Crisis payments made more than 1 time to a family, October 1965, through May 1967

Case No.	Number of payments	Dates of payments	Amounts of payments	Number in family	Reason
1	2	Jan. 7, 1966	$113.00	9	Shelter.
		July 18, 1966	110.00		Utilities.
2	2	Oct. 22, 1965	33.00	10	Food.
		Mar. 2, 1966	100.00		Shelter.
3	2	Oct. 3, 1966	45.50	3	Shelter, $39.50; food, $6.
		Oct. 10, 1966	27.34		Utilities.
4	2	Oct. 8, 1965	14.00	6	Food.
		Sept. 1, 1966	100.00		Shelter.
5	2	Aug. 9, 1966	14.00	8	Food.
		Sept. 8, 1966	100.00		Shelter.
6	2	Apr. 18, 1966	145.00	6	Shelter, $100; utilities, $45.
		Mar. 24, 1967	6.00		Food.
7	2	June 15, 1966	30.00	1	Food.
		Apr. 18, 1967	40.00		Shelter.
8	2	Jan. 16, 1967	43.00	4	Utilities.
		Feb. 27, 1967	142.00		Shelter.
9	2	June 17, 1966	62.88	11	Utilities.
		Dec. 7, 1966	121.03		Shelter.
10	3	Mar. 31, 1966	74.50	6	Shelter.
		July 26, 1966	43.11		Utilities.
		Aug. 5, 1966	28.00		Food.
11	2	Feb. 21, 1966	50.00	5	Shelter.
		June 28, 1966	4.00	4	Food.
12	2	Mar. 29, 1966	4.00	4	Food.
		May 10, 1966	100.00		Shelter.
13	2	Oct. 6, 1965	115.00	5	Shelter.
		Mar. 1, 1967	203.84	4	Moving costs.
14	2	Dec. 27, 1965	151.66	8	Utilities.
		Aug. 12, 1966	121.25		Shelter.
15	2	May 13, 1966	111.25	5	Shelter.
		Aug. 19, 1936	15.00		Food.
16	2	Mar. 4, 1966	109.81	9	Utilities.
		June 28, 1966	157.00		Shelter, $126; food, $31.
17	2	Oct. 20, 1965	54.14	2	Food, $2; utilities, $52.14.
		Mar. 24, 1966	38.25		Shelter.
18	2	Apr. 14, 1966	47.00	10	Food.
		June 17, 1966	47.00		Shelter.
19	2	Jan. 28, 1966	103.00	3	Shelter, $100; food, $3.
		Apr. 11, 1967	83.50		Utilities.
20	2	Oct. 22, 1965	5.00	7	Food.
		Nov. 8, 1966	207.00		Shelter, $172; utilities, $35.
21	2	Apr. 25, 1966	95.00	5	Shelter.
		Apr. 28, 1967	90.15		Utilities.
22	2	Aug. 9, 1966	20.00	2	Food.
		Aug. 23, 1966	92.00		Shelter.
23	2	Jan. 21, 1966	112.00	2	Shelter, $110; food, $2.
		Oct. 21, 1966	45.00		Utilities.
24	2	Oct. 19, 1966	120.00	4	Shelter.
		Oct. 26, 1966	46.41		Utilities.

NOTE.—Of the 37 cases reported, 13 were actually only 1-time payments. In each case cash for food stamps was authorized at the same time as vendor payment for such items as shelter or utilities; 2 dates were recorded, date of cash payment for food stamps, and date for vendor payment check.

ONE-PAYMENT PROGRAM

Senator BYRD. What is the longest period over which any one of these recipients received payments?

Miss THOMPSON. It is just a one-payment program. They only received one payment.

Senator BYRD. That is what I thought.

Miss THOMPSON. A few families with a span of time in between have received two payments.

Senator BYRD. All right, so none have received, what would you say, two payments?

Miss THOMPSON. I'd better check that. In hearing a discussion of the program, how it is used, I am under the impression no more than two, but I would rather check the record.

Senator BYRD. All right, let us have that information, please.

Miss THOMPSON. Yes, sir.

(The information follows:)

NO PLURAL PAYMENTS

As indicated in the previous table, in no case has there been two payments for the same purpose.

PURPOSE OF PAYMENTS

Senator BYRD. I think what I am trying to get at is this: If this is a crisis program, are some of these people living in continuing crises? Have any payments been made to families which increased their equity, such as payments on the homes they own?

Miss THOMPSON. I do not believe so, Mr. Chairman. Since so many of the payments are reflected in rent or problems surrounding shelter, food, utilities, this is the way most of the money is spent. However, I would have to check that.

Mr. RUSSO. There have been several cases, Mr. Chairman, where crisis assistance payments have been paid to persons affecting their equity in their property. I can think of one case where a crisis involved repairs to a roof. Unless the repairs were done the property was going to be condemned and the family would become homeless. We did make payment through crisis assistance in this case.

Senator BYRD. So the payment through crisis assistance was made for repairs on a home?

Mr. RUSSO. Yes, sir.

Senator BYRD. Supply for the record a statement which would indicate how many of such payments have been made, the purpose therefor, and in what amounts.

(The information follows:)

Payments made on house notes in lieu of rent to prevent foreclosure and eviction of family, October 1965, through May 1967

Case	Date of payment	Amount of payment	Number in family	Reason for arrearage
1	Feb. 14, 1966	$131.50	7	Husband lost job.
2	Mar. 2, 1966	158.00	6	Husband had been injured.
3	Mar. 10, 1966	135.00	2	Mother of child had been unable to work.
4	Apr. 14, 1966	154.00	2	Operated own booth in beauty salon—business had not been good.
5	Apr. 21, 1966	125.00	8	Death of wife—cost of child care.
6	June 14, 1966	72.00	7	Husband had been ill.
7	June 20, 1966	164.50	11	Husband had accident. Now able to return to work.
8	June 20, 1966	300.00	2	Paid funeral expenses for father. Lost roomer.
9	July 14, 1966	200.00	7	Husband failed to keep up support payments.
10	July 20, 1966	179.36	7	Husband had been ill.
11	Aug. 15, 1966	190.00	6	Lost tenants. Husband incarcerated.
12	Oct. 19, 1966	165.00	4	Husband had been ill.
13	Dec. 27, 1966	174.00	2	Husband had been injured.
14	Jan. 16, 1967	261.36	3	Husband died—now starting to rent rooms to supplement earnings.
15	Jan. 20, 1967	67.37	6	Husband had been hospitalized.
16	Feb. 23, 1967	202.00	5	Wife died—only part-time work for a time.
17	Mar. 6, 1967	167.50	6	Robbed.
18	Mar. 15, 1967	180.00	5	Mother of children had been ill and unable to work.
19	Apr. 28, 1967	218.00	8	Father temporarily stopped support payments. Mother did not have full-time work.
20	Apr. 28, 1967	145.00	3	Disability payments from insurance company discontinued due to confusion concerning medical reports.
21	May 24, 1967	180.14	5	Mother of children had been ill and unable to work.

Crisis assistance payments issued for repairs, October 1965, through May 1967

Case	Date of payment	Amount of payment	Number in family	Reason
1	Feb. 7, 1966	$84.59	17	Replacement of fender on cab being purchased by husband. This was necessary so the cab could pass inspection test and the man could continue working. (Husband had no credit rating or insurance coverage for the repair. Balance due on cab $1,485.)

NOTE.—There have been no crisis assistance payments for repairs to homes.

METHOD OF APPROVING PAYMENTS

Senator BYRD. Who passes upon approval of a crisis payment?

Miss THOMPSON. Public Assistance. This is administered through the Public Assistance Division.

Senator BYRD. Who is in charge of the crisis assistance program?

Miss THOMPSON. We have a project director who makes the determination.

Senator BYRD. And who is that person?

Miss THOMPSON. Mrs. Thelma Turner.

Senator BYRD. And it would be she who would determine whether or not any payments could be made on property owned by the recipient?

Miss THOMPSON. If there was any question she would discuss this with Mr. Don Gray or Mr. Russo. We do have policies established for the programs as to how money should be spent. If it is a way of holding a family together, keeping them from being evicted, and if it looks like if we did not help in this crisis they would become regular public assistance recipients.

Senator BYRD. And it would be made by those persons whose names you mentioned?

Miss THOMPSON. Yes, sir.

Mr. RUSSO. The situation I stated was not a payment made through our crisis assistance program.

Senator BYRD. It was not made through that program?

Mr. RUSSO. No. It was made through family emergency services project. Mrs. Saxe is the director.

SOURCES, REASONS, AND AMOUNTS OF PAYMENTS

Senator BYRD. Also indicate the source or the program from which those payments are made.

List the reason, number, and amount of payments furnished in the crisis assistance programs. For example, totals, the amounts paid, purposes therefor, rents, and so forth. Could you do this for the record for us?

Miss THOMPSON. Yes, sir. From October 1965 through May 1967 a total of 1,616 cases were helped through crisis assistance—1,400 of these were for rent and the average payment—no, sir, I am sorry, I do not have the average payment.

Senator BYRD. All right, that does not fully answer it.

Miss THOMPSON. No, it does not; 119 cases were given money for food, 90 for utilities, and seven for clothing.

Senator BYRD. All right. I suggest that you supply for the record the information desired. List the reason, number, and amount of payments furnished in the crisis assistance program. The totals, for examples, amounts paid for rents, food, utilities, and so forth.

Miss THOMPSON. Yes, sir.

(The information follows:)

Reasons for opening crisis assistance and service cases, October 1965–May 1967

Category	Number of payments	Amount paid
Shelter	1,324	$135,736.20
Food	449	7,275.98
Utilities	377	14,722.12
Clothing	3	91.00
Other	5	123.99
Total	2,158	157,949.29

NOTE.—This is a duplicate count since some cases receive payments in more than one category. Total unduplicated cases was 1,616.

PAYMENTS OVER $100

Senator BYRD. How many payments were over $200?

Miss THOMPSON. None.

Senator BYRD. How many were over $100?

Miss THOMPSON. I do not have that. I just have the average. I would have to furnish that for the record.

Senator BYRD. All right, if you please, ma'am, let us have that.

Also list by reason the individual payments made in excess of $100. Would you do that, please?

Miss THOMPSON. Yes, sir.
(The information follows:)

Crisis assistance payments over $100 per case, October 1965–May 1967

Category	Number of payments	Total paid
Shelter	623	$81,063.69
Food	164	2,846.88
Utilities	160	9,456.20
Clothing		
Other	1	8.00
Total	948	93,374.77

NOTE.—This is a duplicate count since some cases receive payments in more than one category. Total unduplicated cases was 649.

	Number of cases	Total paid
Payments over $100 per case	607	$83,052.29
Payments over $200 per case	42	10,322.48
Total	649	93,374.77

STATISTICS ON CRISES ASSISTANCE

Senator BYRD. Let us have that chart, please. Was the request allowed by the House?
Miss THOMPSON. Yes, it was.
Senator BYRD. We will insert that table in the record.
(The table follows:)

Crisis assistance and service—Cases opened and cases closed, fiscal years 1966 and 1967

Month	Cases opened	Cases closed	Cases open during month	Payment
Fiscal year 1966:				
October	100	100	100	$9,180
November	93	93	93	6,348
December	80	80	80	8,877
January	74	74	74	6,283
February	58	58	58	8,793
March	127	127	127	11,978
April	86	86	86	8,158
May	97	97	97	9,174
June	78	78	78	9,335
Total	793	793		78,126
Fiscal year 1967:				
July	76	76	76	5,474
August	74	74	74	8,077
September	81	81	81	6,177
October	71	71	71	7,475
November	66	66	66	5,242
December	68	68	68	5,025
January	61	61	61	7,369
February	59	59	59	8,248
March	122	122	122	9,474
April	58	58	58	8,507
May				
June				
Total	736	736		71,068

GENERAL STATISTICAL TABLES

Senator BYRD. We will insert various other tables in the record at this point.

(The information follows:)

Basis for estimating increased shelter allowance

Month and year	Estimate of number of visits	Estimate of number of families meeting standards (55 percent)	Estimate of total monthly additional shelter allowance [1]
September 1967	273	140	$6,440
October 1967	382	210	16,100
November 1967	490	270	28,520
December 1967	490	270	40,940
January 1968	490	270	53,360
February 1968	490	270	65,780
March 1968	490	270	78,200
April 1968	490	270	90,620
May 1968	490	270	103,040
June 1968	490	270	115,460
Total estimate	4,575	2,510	598,460

[1] Based upon a $46 average monthly increase in shelter allowance.

NOTES

Annual cost of program as of June 1968, $1,385,520.
Ultimate annual cost of program if 9,500 recipients are living in adequate housing is $5,244,000.
Estimate of $46 a month is based upon $110 required for adequate housing compared to maximum current allowance of $64 for family of 5.

Cases receiving general public assistance, fiscal years 1963–1967

Month	Fiscal year					
	1963	1964	1965	1966	1967	
Average	878	600	727	834		
July	1,122	675	606	774	942	+168
August	1,032	566	690	784	983	+199
September	994	569	689	782	1,004	+222
October	958	568	680	800	959	+159
November	948	505	683	789	973	+184
December	888	551	708	849	1,014	+165
January	868	545	737	804	980	+176
February	828	576	754	850	1,000	+150
March	751	628	807	848	1,021	+173
April	726	626	794	841	959	+118
May	753	685	781	929		
June	663	700	799	962		

Cases receiving aid to the permanently and totally disabled, fiscal years 1963–67

Month	Fiscal years—				
	1963	1964	1965	1966	1967
Average	2,976	2,948	3,129	3,348	
July	3,057	2,900	3,053	3,268	3,486
August	3,042	2,909	3,057	3,318	3,493
September	3,005	2,916	3,062	3,301	3,482
October	2,989	2,880	3,091	3,322	3,566
November	2,982	2,929	3,102	3,304	3,604
December	2,972	2,935	3,146	3,300	3,646
January	2,954	2,973	3,112	3,349	3,682
February	2,955	2,967	3,132	3,359	3,703
March	2,959	2,997	3,183	3,405	3,801
April	2,946	2,983	3,206	3,404	3,867
May	2,966	2,996	3,193	3,408	
June	2,886	2,985	3,222	3,434	

Average number of cases receiving assistance, per year, by category, fiscal 1957–66 and 1st 10 months of 1967

Year	Total	Category				
		OAA	AFDC	AB	APTD	GPA
1957	8,592	3,005	2,241	261	2,458	627
1958	9,532	3,100	2,834	243	2,454	901
1959	10,680	3,115	3,539	235	2,474	1,317
1960	11,458	3,012	4,168	231	2,623	1,424
1961	12,497	2,954	5,069	216	2,779	1,479
1962	12,706	2,839	5,444	202	2,712	1,509
1963	11,067	2,650	4,373	190	2,976	878
1964	10,134	2,465	3,932	189	2,948	600
1965	10,647	2,385	4,205	201	3,129	727
1966	11,375	2,310	4,687	196	3,348	834
1st 10 months of 1967	11,907	2,229	4,864	197	3,633	984

Cases receiving aid to families of dependent children, fiscal years 1963, 1964, 1965, 1966, and 1967

Month	Fiscal years				
	1963	1964	1965	1966	1967
Average	4,373	3,932	4,205	4,687	
July	4,849	4,063	4,039	4,502	4,700
August	4,757	3,949	4,066	4,586	4,769
September	4,615	3,857	4,103	4,626	4,771
October	4,491	3,823	4,113	4,702	4,798
November	4,396	3,791	4,106	4,752	4,828
December	4,353	3,871	4,165	4,735	4,871
January	4,262	3,885	4,179	4,675	4,894
February	4,184	3,904	4,228	4,700	4,939
March	4,189	4,017	4,295	4,725	5,042
April	4,157	3,993	4,344	4,712	5,031
May	4,155	4,010	4,306	4,752	
June	4,062	4,023	4,441	4,780	

ESTIMATE OF COST-OF-LIVING INCREASE

Senator BYRD. How much did you estimate in formulating the fiscal year 1968 request for the 13-percent increase to WTOC participants?

Miss THOMPSON. We did not compute that for WTOC since that was a federally funded program. We did compute it if we would apply 13 percent to the grant rather than the payment, but we did not separate WTOC.

Senator BYRD. Now, somewhere in this budget I assume there are some moneys which would provide local moneys for the 13-percent increase to WTOC in the event that the——

Miss THOMPSON. Yes, we can break it out in just a minute by taking the WTOC budget. We would like to check our figures, Mr. Chairman, but it will run approximately $103,000.

Senator BYRD. That amount represents strictly local money which would be applied to a 13-percent cost-of-living increase for WTOC?

Miss. THOMPSON. No, that would be local moneys plus Federal matching moneys.

Senator BYRD. How much of that would be local?

Miss THOMPSON. The caseload influences us there and so we would like to supply it for the record.

Senator BYRD. All right.

(The information follows:)

FUNDING COST-OF-LIVING INCREASE IN OTHER THAN CATEGORIAL PROGRAMS

The following tabulation shows DPW's request for Fiscal Year 1968 to fund a 13 percent cost of living increase for programs other than the five regular categories of assistance:

Job placement and training program:	
Former TAFUP program	$86,515
Requested phased in portion of WTOC	103,615
Total	190,130

All of the above funds requested would be local.

INCREASE NOT FOR TEMPORARY PROGRAMS

Senator BYRD. I want that figure so that we will be able to delete that from any appropriations for WTOC in the event that when we get to WTOC we approve the request.

Miss THOMPSON. We will have it for the next hearing.

Senator BYRD. I do not think there is any justification, as I said earlier, to allow this cost-of-living increase for a purely temporary program while people are being trained. This is a new program. The 13 percent increase was intended for programs with a certain degree of permanency carrying families which have been on welfare for a number of years and who have been receiving payments geared to 1957 prices.

FOOD STAMP CERTIFICATION PROGRAM

For the food stamp certification program $119,116 is provided in the House bill for 1968. This is $468,000 above the 1968 base. The request for six additional employees was disapproved.

Would you please give the committee a brief explanation of the estimate and the House allowance?

Miss THOMPSON. The House allowed the mandatory items. They did not allow the staff. We requested the staff to handle the increased workload in decentralized locations and also to be able to make some field eligibility determinations, some spot checking, which we are not able to do at the present time but which the Agriculture Department asked us to do. So, we asked for one assistant supervisor, four certification officers and one clerk.

We find this to be a very helpful program, Mr. Chairman. It does permit families who participate in it to increase their purchasing power in food by approximately 35 percent.

PERSONNEL IN PROGRAM

Senator BYRD. How many employees are now engaged in the program?

Miss THOMPSON. There is a total of 20.

Senator BYRD. Twenty are authorized?

Miss THOMPSON. Yes, sir.

Senator BYRD. Do you have any vacancies?

Miss THOMPSON. There were four in April—no, May 31.

Senator BYRD. How effective has the program been in helping the needy people of the District?

Miss THOMPSON. I think it has been very helpful. Just yesterday I was at our northeast center and participants in the food stamp program have increased tremendously since the center was opened in that location and the certifying officers are closer to the clients. Our overall statistics show about 35 percent of our public assistance families are participating in the food stamp program.

EVALUATION OF PROGRAM

Senator BYRD. It is much better than the old surplus commodity program.

Miss THOMPSON. Yes. Much easier to administer, too.

Senator BYRD. How do you feel about it, Mr. Duncan?

Mr. DUNCAN. As you know, Mr. Chairman, I have been a strong advocate of this program and have worked with it for the last couple of years. I have watched it since then and I believe it to be much more effective. I think the controls are easier to handle.

Senator BYRD. What do the businessmen say about it?

Mr. DUNCAN. I have not conferred with them recently. I assume the Welfare Department might have and they might have some comments on it. In the early stages I conferred with the leading bankers and they were very much impressed. Initially they were not but after they went deeply into the program and analyzed it they showed more enthusiasm and this has happened in the last year and a half or so.

Senator BYRD. Have you found, Mr. Russo, that the small business people have looked with favor upon this program?

Mr. RUSSO. Yes, sir. The grocery stores, Mr. Chairman, have accepted the program. I do not know the exact number of grocery stores who are accepting stamps, but I know it is a very impressive number.

Senator BYRD. This has meant additional business for them, has it not?

Mr. RUSSO. Yes, Mr. Chairman.

Mr. DUNCAN. Mr. Chairman, if I might add, that is one field of industry I have conferred with and they look very favorably on it and I think they look upon it as a profitable business.

CHECKING PROGRAM OPERATION

Senator BYRD. Have you been able to comply with the Department of Agriculture's requirements in carrying out the program?

Miss THOMPSON. Yes. In all ways except for the spot checks which we have not been able to do.

Senator BYRD. Are you taking action to meet all the requirements?

Miss THOMPSON. Yes. We are staying current on recertifications and they are satisfied with the way we are handling that.

Senator BYRD. Have you been complying with the requirements regarding field visits?

Miss THOMPSON. We are not making as many field visits, spot field visits, as we would like to make.

Senator BYRD. Are you complying with the Agriculture Department's requirements?

Miss THOMPSON. Yes, sir. They are satisfied with the program.

Senator BYRD. They are?

Miss THOMPSON. Yes, sir. And the way we are administering it.

INELIGIBLE PARTICIPANTS

Senator BYRD. Have you found many ineligible participants under the program?

Miss THOMPSON. No, we have not.

Senator BYRD. What have been your findings?

Miss THOMPSON. We do not have a report on that, Mr. Chairman.

Senator BYRD. If you could supply us with that, please.

Miss THOMPSON. Yes, sir.

(The information follows:)

CASES OF FOOD STAMP FRAUD

Since the Food Stamp Program began in the District of Columbia in July 1965, only three cases of fraud, i.e. gross ineligibility, have been found. In these three cases, the certificates were altered and these cases are being investigated and prosecuted by the Department of Agriculture.

STAFF REQUESTED FOR FURTHER DECENTRALIZATION

Senator BYRD. The justification shows the staff is requested for further decentralization in order to make the program more available to people. Would you like to comment on this?

Miss THOMPSON. Yes, sir. When we opened the northeast center we thought we would need a food stamp certification officer there 1 day a week in the afternoon. We have found that we need a person there every day for a half day. People are coming in every day for food stamps. By being accessible and by being able to do a better educa-

tional job, people are learning about and are making use of the food stamp program.

According to Agriculture Department regulations, we determine eligibility right on the spot. For crisis situations, emergency certifications can be made immediately—the day the person comes in—and then we check and verify eligibility later. In most cases we have found the persons are giving us the correct information and even though we are making the determination right on the spot, very few are eliminated from the program as being ineligible after the total check is made.

Senator BYRD. Are you able to give any indication of what you mean specifically by very few?

Miss THOMPSON. I will have to furnish a report. I do not have the figures with me. I will supply them.

(The information appears on p. 1814.)

INCREASE IN CLERICAL WORK

Senator BYRD. Staff is also requested to cope with the increased volume of case activities requiring more clerical work. Would you speak to that, please?

Miss THOMPSON. For keeping records. We do have to make more reports as the program has grown and there is more bookkeeping and reporting to the Agriculture Department. Also, as we decentralize and put our certification officers out in the neighborhoods, there is more bookkeeping and clerical work connected with that. In order to free our certification officers to work with clients around applications and free them from clerical duties, we would like to have an additional clerk.

Senator BYRD. When you speak of this increased volume, increased activity, what statistics do you have on this point?

INCREASE IN CASES

Miss THOMPSON. Well, in July of 1965, we had a total of 2,872 cases participating in the program, and as of May 1967, there are 4,975 cases participating.

Senator BYRD. What percent of these are public assistance recipients? In each instance you indicated a moment ago, something like 35 percent were public assistance recipients.

Miss THOMPSON. Our statistics show about 35 percent of the persons participating are public assistance clients. I mean, about 35 percent of the total recipients under public assistance are participating in the program. However, about 75 percent of the public assistance cases certified are participating.

Senator BYRD. Does this 35-percent figure represent an increase over, say, a year ago?

Miss THOMPSON. In July of 1965, 49.2 percent of the certified public assistance clients were participating. In May of 1967, 81.8 percent of the certified public assistance clients were participating. So there has been an increase. And, again, these percentages are of those certified, not of the total caseload.

ENCOURAGING USE OF FOOD STAMP PROGRAM

Senator BYRD. Are you doing anything to encourage your public assistance clients to take advantage of the food stamp program?

Miss THOMPSON. Yes, we are.

Senator BYRD. What are you doing?

Miss THOMPSON. The caseworker talks about the food stamp program when she is visiting her clients and there is a regular conference with the clients. She points out to them how they can increase their purchasing power through using food stamps. We also have group discussions with our families. This is happening more frequently in the far Northeast where budget planning including increasing purchasing power by using food stamps is discussed with them. One of the problems is to teach clients and help them plan ahead to allow funds to purchase food stamps by saving back a portion of their grant. The real difficulty is for the smaller families who get their grant once a month, to save enough money to purchase food stamps.

Money management, plus planning ahead is an educational process.

Senator BYRD. You are not allowed to pay them twice a month?

Miss THOMPSON. Large families receive payments twice a month but small families receive payment once a month.

Senator BYRD. Is there any restriction on you by HEW?

Miss THOMPSON. No restriction. It is just the workload.

Senator BYRD. It would be prohibitive, would it?

Miss THOMPSON. The workload prohibits it.

LOW PARTICIPATION FIGURE

Senator BYRD. Do you feel that the 35-percent figure is low?

Miss THOMPSON. We would hope that more than 35 percent would participate in the program.

Senator BYRD. Do you find that many of the recipients do not know about the food stamp program?

Miss THOMPSON. I think most of them know about it because we have worked very closely with UPO and encouraged anyone working in the neighborhood to talk about food stamps. We had an educational campaign. We put out a newsletter. We have group discussions. The churches know about it. We have done everything we could to spread the word and let the people know about it and how it would help them. The major problem is money management.

Senator BYRD. Management on the part of the client so he has enough money to purchase coupons?

Miss THOMPSON. Yes, sir. There is some resistance, too, Mr. Chairman, to the stamps themselves. For some reason, many of our recipients would rather have the cash in hand than purchase with stamps. There is some feeling about stamps, although I do not think it is too widespread.

Senator BYRD. Do you think you are doing everything possible to inform the clients of the advantages in purchasing food stamps?

Miss THOMPSON. I think we have done a good job in this area. I would not say we have done everything possible. We are constantly looking for other ways we can make this appealing to clients and to encourage them to participate. I think more and more clients are learn-

ing about it. I think the decentralized offices offer much potential because some clients did not like to make the trip to the Welfare Building for recertification. If they can walk from their home to the office and make application and not have to wait very long, it helps the program considerably.

EFFECT OF DECENTRALIZATION

Senator BYRD. You think, then, that in decentralizing the program this would result in a higher percentage of your clientele's using the food stamps?

Miss THOMPSON. I do not think there is any question about that. This is true.

Senator BYRD. Has the importance of this been sufficiently stressed to the social workers, in your opinion, so that in going out to make their field visits they really press this program?

Miss THOMPSON. Mr. Chairman, I think the social workers are all sold on the program and they see the value of it. I think they do a good job in this area. And I know in the far Northeast where we have our Center, the social workers are able to make more home visits and talk more often with the clients.

Senator BYRD. You think this is sufficiently stressed, though, to the social workers to encourage them to put every ounce of effort they can put forth into stimulating the interest of the recipients?

Miss THOMPSON. We feel we have stressed it but we assure you it will be stressed even more.

Senator BYRD. Do you not think this should be stressed to the utmost?

Miss THOMPSON. I agree.

Senator BYRD. Is there any backlog in processing the certification of applicants for food stamps?

Miss THOMPSON. No, sir.

POSITIONS DISALLOWED BY HOUSE

Senator BYRD. Did the House allow the positions requested?

Miss THOMPSON. No, they did not.

Senator BYRD. How many positions are requested?

Miss THOMPSON. Six.

Senator BYRD. Do you think that with those six positions you can increase the percentage of your clients?

Miss THOMPSON. I think we can, Mr. Chairman. We are placing the staff in several public housing developments where they give us office space. The offices are right where the recipients can walk from their home to the office. As we branch out in the model cities program we will also have office space where we will put certification officers. This is the way you help people participate in the program.

You make it convenient. If a mother has small children and no babysitter she finds it difficult to come down to the Welfare Building so she puts it off and will probably not participate in the program. I think the best way was when we were able to make the services available in the area where the people need it.

VALUE OF PROGRAM EXPLAINED TO RECIPIENTS

Senator BYRD. Not only make them available, but strongly suggest to the recipients that they participate in the food stamp program. This program enables the recipient, indeed, to benefit from a payment which would be considerably in excess of the cost of living increase over 1959. Whereas we instituted the 13 percent increase to take care of this cost of living, the food stamp program which is new, is participated in by the clients, and will give them a bonus over the cost of living increase.

Miss THOMPSON. That is very true.

Senator BYRD. They should take advantage of it.

Miss THOMPSON. We have a Food Stamp Committee and on this Committee we have recipients represented and one of the things they devised was a newsletter in their language, which we have been using very effectively to spread the word to other recipients. This is telling them the story in their own language.

Senator BYRD. How many of these recipients can read newsletters?

Miss THOMPSON. Quite a few of them.

Senator BYRD. Well, I assume you are not relying too heavily on this mode alone?

Miss THOMPSON. No sir. We are not. It is just another device to put something in their hands to remind them. And we also use pictures.

Senator BYRD. I think the social worker is the key to this, do you not?

Miss THOMPSON. I do.

Senator BYRD. And, of course, the other media are not to be disregarded.

For the child welfare program the House allowed—by the way, now, I want to stay with you a moment on these six additional positions. Do you feel if you have the six additional positions you feel confident you can bring home to the recipients the advantages to be gained from participating in the food stamp program and increase the number of welfare recipients on your food stamp caseload?

Miss THOMPSON. That is correct.

Senator BYRD. If you get the additional six positions you will have no trouble in recruiting the people? You say now you have four vacancies among the authorized positions?

Miss THOMPSON. Yes. We can recruit, because it does not take trained social workers.

CHILD WELFARE PROGRAM

Senator BYRD. For the child welfare program the House allowed $6,851,345, $962,390 and 28 positions over the 1968 base.

Would you describe briefly the justifications for the increases beginning with the Child Welfare Service activities which reflect an increased allowance of $628,014 and 28 jobs in fiscal 1968.

POSITIONS REQUESTED

Miss THOMPSON. One position was for a receptionist needed to handle the increased telephone calls and increase in individuals who come into the Welfare Building. The number of persons who have requested child welfare services has increased from 1,950 in August of 1965 to

2,627 in November of 1966. We asked for four additional positions for the foster home study section. This is required to coordinate the group homes program. We have at the present time 11 group homes operated by the Family and Child Services and in our present budget we are asking to increase this by 15 more, making a total of 26 group homes.

Senator BYRD. Did the House allow these?

Miss THOMPSON. Yes, they did. In order to coordinate selection of children for group homes we do need four additional caseworkers in the foster home study section. We are also asking for a clerk-typist in the same section to work with the four additional workers. We are asking for 13 positions in our adoption section. The purpose for this is to work more concentratedly with our unwed mothers and also to conduct a campaign to see if we can recruit more potential adoptive homes for the nonwhite infants. So these 13 positions would concentrate in this particular area. We can at the present time help only about 25 percent of the unwed mothers who ask to place their child for adoption. Also we are asking for nine additional positions in our health unit. This is the unit where children are seen who come in from foster homes for periodic physical examinations and where we advise foster mothers who have children who have health problems. The workload in this particular area has increased. These nine persons represent public health nurses, nursing aides, practical nurses, and medical staff, all to be placed in the health unit.

MEDICAL DIRECTOR

Senator BYRD. One of these positions is GS–14 Medical Director. Why could not the Department use Public Health personnel?

Miss THOMPSON. We use the Public Health clinic facilities at the present time, Mr. Chairman. One of the complaints of the foster mothers is how long it takes to go to the clinic and the long waiting period to be seen. If she has more than one child she has to take all the children to the clinic or work out some way to provide supervision for the ones at home. As a result, many foster parents are reluctant to take children with health problems because of the amount of time it takes going back and forth to clinics. We find we can give better service if we have our own health facilities. This also gives an opportunity for the caseworker to talk with the foster mothers when they come to the clinic about the medical problems of their children.

GROUP HOMES

Senator BYRD. Then there is $230,000 for group homes.

Miss THOMPSON. This is correct. This is to fund in our regular budget the five additional group homes that are being paid for at the present time through UPO money. Last year Congress gave us money to fund six group homes which are being operated by Family and Child Services. We would like this year to include the five group homes funded through UPO funds and add to this an additional 15 homes each for five children.

Senator BYRD. Making a total of how many?

Miss THOMPSON. Twenty-six.

Senator BYRD. Do you feel UPO would continue to support five on top of the 26 which would make you 31?

Miss THOMPSON. No. UPO will not fund these any longer.

Senator BYRD. They will not?

Miss THOMPSON. No. In fact, we took some of our savings from Junior Village to fund them from April to July. The funding period expired April 30 and we had 2 months without funding for this year.

FEASIBLE NUMBER OF GROUP HOMES

Senator BYRD. Now, could you feasibly support more than 26 group homes?

Miss THOMPSON. This was discussed very carefully with the Director of Family and Child Services and he felt he could not develop more than 15 additional homes in a year. The only possibility of developing additional homes is to ask other private agencies if they are interested. There are two others in the city who might consider this. I think there would be a possibility of developing more if we had the funds.

Senator BYRD. How many children are placed in group homes?

Miss THOMPSON. Five. And they are children we anticipate will be under care for a long period of time. We feel this program is more beneficial than for long-term children to remain in an institution. There is very little movement of the children in the group homes.

Senator BYRD. Is this a way by which you can reduce the population of Junior Village?

Miss THOMPSON. We would hope to. We have 55 children living in group homes now that would probably be in Junior Village.

AVERAGE COST FOR CHILD IN GROUP HOME

Senator BYRD. What is the average yearly cost of carrying a child in a group home?

Miss THOMPSON. It runs approximately $20,000 a year.

Senator BYRD. For one child?

Miss THOMPSON. Oh, no—$4,000 per child. It runs about $316.50 a month.

Senator BYRD. What is the cost per child at Junior Village?

Miss THOMPSON. $361.26.

Senator BYRD. So this is a difference of $45?

Miss THOMPSON. Yes.

Senator BYRD. You save $45 by having a child in a group home if you think only in terms of dollars.

Miss THOMPSON. That is right. But it is more beneficial than in terms of dollars.

Senator BYRD. Yes. The House allowed the full request in this regard?

Miss THOMPSON. Yes, they did.

PERIOD COVERED BY FUNDING

Senator BYRD. And they would fund 26 group homes, the full request?

Miss THOMPSON. Yes, the $230,000 represents 6 months, funding only. It would fund 11 homes for the total 12 months and would permit us to phase in 15 homes on an average of 6 months. We felt that we would have to develop a couple a month. So, that is the average for 6 months. By the end of this fiscal year we would hope to have 26 group homes in operation.

Senator BYRD. Are food stamps available to group homes?

Miss THOMPSON. No.

Senator BYRD. But you say the 26 homes do not represent your potential?

Miss THOMPSON. No. because this can still be discussed with a couple of private agencies.

Senator BYRD. Mr. Duncan?

OTHER ORGANIZATIONS CONCERNED

Mr. DUNCAN. Mr. Chairman, I discussed at great length the possibility of 35 homes starting this year with Mr. Brewer before he left. He investigated and talked at great length with one organization. Of course, when we found they could not take more than 26 we had to leave it there.

With a more recent suggestion that there might be possibly other such private organizations and agencies which would become involved in the program I would strongly encourage some provisions for additional ones. In my view it should be 50 such homes but Mr. Brewer agreed 25 would be a progressive number. If there can be any substitutions of funds from one category to another, I do not know exactly how it may be done, but I am sure the chairman might in the course of his deliberations consider that if he would. I would like us to encompass a greater number than 35; indeed, go to 50. I would be very, very impressed. I think it is a wonderful solution for several reasons and which have already been mentioned for the Junior Village population situation.

REVIEW OF NEEDS REQUESTED

Senator BYRD. Miss Thompson, why do you not review your needs in this area and let us have your suggestions as to what your potential might be?

Miss THOMPSON. We have some savings in Junior Village we might use for this purpose.

Senator BYRD. We will find the savings and we will help you spend them.

Miss THOMPSON. We would like some flexibility in using the savings from Junior Village. We would hope also we would still have some protection there.

Senator BYRD. Yes. Let us know what your potential is here. How many group homes you can feasibly utilize.

Miss THOMPSON. All right.

Senator BYRD. And what the cost would be. Some on a 6-month basis, I presume, and some even on a 3-month basis as you taper out the fiscal year.

Miss THOMPSON. All right.

Senator BYRD. We certainly want to help you lower your Junior Village population and save the moneys and provide better services.

PAYMENT FOR BOARD AND CARE OF CHILDREN

For payment for board and care of children in fiscal 1968, $2,704,000 is allowed by the House. This is an increase of $322,000 over the 1968 base. What occasioned the increase?

Miss THOMPSON. This is to pay for 75 additional children in special institutions. This would be an increase of $20 a month for an average of 143 children. We would be increasing the monthly cost from $240 to $260 a month and then $5 in the increase for all groups placed in regular institutions. This is an annualization of the incentive payment that was begun last year.

SERVICE FEE INCREASE

Senator BYRD. Explain the item "Service fee, $116,155" increase?

Miss THOMPSON. This is the formula that was worked out last year: $5 for one child, $10 for two, and so forth, that Congress approved last year.

Senator BYRD. How is that program working?

Miss THOMPSON. It is working very well.

Senator BYRD. Do you think this is increasing the number of children that you are putting into foster homes?

Miss THOMPSON. Well, actually there is an increase of 1,704 children—no, I am wrong, it is an increase of 43 children at public expense, so 1,704 represents an increased number of children placed with relatives, foster homes, elsewhere.

Senator BYRD. So, in other words, your incentive is having desired results?

Miss THOMPSON. Well, it is helping us stabilize foster homes. We are not gaining as many as we had hoped to.

DRIVE TO GAIN FOSTER HOMES

Senator BYRD. Are you putting on any drive to gain foster homes?

Miss THOMPSON. Yes. We have had drives, continual drives. Spot announcements on radio, TV. We have foster parents recruiting and we work with churches, civic groups, and various organizations.

Senator BYRD. Do the spot announcements cost anything?

Miss THOMPSON. No, sir. They are public service announcements.

Senator BYRD. How many spot announcements have you had over the past year, would you say?

Mr. RUSSO. They go on continuously, Mr. Chairman.

Senator BYRD. What do you mean by continuously?

Mr. RUSSO. Practically daily. This is radio stations, television stations.

Senator BYRD. How many days per week is this being announced over the radio?

Mr. RUSSO. As I said, it goes on practically daily.

Senator BYRD. When you say goes on, what do you mean?

Mr. RUSSO. We arrange with a radio station or television station for a spot announcement which the station sends out. As I said, it goes out practically daily. Not every single day of the year.

Senator BYRD. I have not seen any or heard of it. I do not have an opportunity to watch TV very often.

Miss THOMPSON. In the evening frequently when there is a break by a commercial or the program runs short they put a spot announcement. Somebody narrates while they show a foster child. Sometimes it is just an announcement with an address and telephone number—that kind of information. We have had good press coverage. We highlighted the foster father of the year at a recent ball game at District of Columbia Stadium. So we are publicizing the foster home program as much as we can.

Senator BYRD. I heard over the radio as I came in to work this morning an advertisement urging persons to apply for police positions in one of the neighboring counties.

COMPARISON OF FOSTER HOME RATES

How do foster home rates compare with those in surrounding areas?

Miss THOMPSON. In Prince Georges County, I could give this to you in chart form if you like Mr. Chairman.

Senator BYRD. Yes. Let us have that. Generally speaking, how do we compare?

Miss THOMPSON. Favorably. We are in a good competitive position.

Senator BYRD. We have improved our status over the past few years?

Miss THOMPSON. Yes.

Senator BYRD. How about adjoining counties, have they gone up as we have gone up?

Miss THOMPSON. They have gone up but we are just a little higher than they are in most of the age groups.

Senator BYRD. Now, I have the surrounding counties, plus Baltimore, Md., but I do not have the District of Columbia.

Miss THOMPSON. Oh, we can give you that. Take infants to 6 months, for example, in the District of Columbia, we pay $75 a month. Montgomery County comes closer with $70, so we are $5 ahead. Fairfax County pays $55 and Prince Georges—but then they add clothing and additional items, so we have to compute all this.

Senator BYRD. We do not add clothing?

CLOTHING ALLOWANCE

Miss THOMPSON. Yes, we do. Clothing is separate for us.

Senator BYRD. So, clothing is not reflected in the $75?

Miss THOMPSON. No, it is not. Clothing is in addition and medical expenses are in addition.

Senator BYRD. On the average, what would this addition amount to?

Miss THOMPSON. We just worked out a clothing allowance. What does that average?

Mr. RUSSO. Right now the average clothing cost per child is about $10.50 a month.

Senator BYRD. Perhaps your chart should reflect this in the future so we may have a clearer picture.

Miss THOMPSON. Would you like for us to line it up so you can compare it?

Senator BYRD. That would be helpful.

Miss THOMPSON. All right, we will do that.

Senator BYRD. Because clothing allowance is included in all the adjacent jurisdictions and Baltimore area but they are not included in the District of Columbia table.

Miss THOMPSON. That is correct.

Senator BYRD. All right, if you will do that for the record.

Miss THOMPSON. Yes, sir.

(The information follows:)

Board rates—District of Columbia and surrounding counties of Maryland and Virginia, as of Mar. 15, 1967

	District of Columbia	Prince Georges County	Montgomery County	Fairfax County	Arlington County	Alexandria County	Baltimore County
REGULAR BOARD RATES							
All ages				$55.00		$55.00	
Infants to 6 months	$75		$70	55.00		55.00	
Infants to 1 year				55.00	$53.00	55.00	
Infants to 6 years				55.00		55.00	$50
Infants to 12 years		$50		55.00		55.00	
6 months through 5 years	65		60	55.00		55.00	
1 year to 12 years				55.00	50.00	55.00	
6 years through 11 years	70		65	55.00		55.00	50
12 years and over	80	60	75	55.00	56.00	55.00	60
CLOTHING ALLOWANCE							
Initial:							
Infants to 6 years			44				44
6 years to 12 years			57				57
12 years and older			72				72
Under 14 years	(1)						
14 years and older	75						
Monthly:							
Infants to 6 years		9	9				9
6 to 12 years		15	15		12.00	7.50	15
12 years and older		19	19				19
1 to 5 years				5.00	6.00	8.00	
6 to 8 years				8.00			
9 to 11 years				9.00			
12 to 18 years				14.00			
13 to 21 years					15.00		
Infants to 1 year						3.00	
Under 14 years	(1)						
14 years and older	18						
SPENDING MONEY							
1st to 3d grade				.75			
4th to 7th grade				1.50			
Intermediate and high school				4.00			
4 to 6 years					1.00		
6 to 8 years					1.50		
8 to 10 years					2.50		
12 to 16 years					4.00		
16 to 18 years					5.00		
6 to 12 years						2.00	
13 years and over						3.00	
School supplies				.25		.50	
SERVICE FEE							
1 child	5						
2 children	10						
3 children	15						
4 or more children	20						

[1] Foster home children under 14 years old participate in the Department's long established clothing-in-kind program under which the Department maintains a clothing room at 500 1st Street, NW., and issues clothing to the foster parents for the foster children. The average clothing cost is approximately $10 per month per child.

NUMBER OF CHILDREN IN FOSTER HOMES

Senator BYRD. How many children are now under this program?

Miss THOMPSON. In foster homes?

Senator BYRD. Yes, ma'am.

Miss THOMPSON. As of April 1967, 1,912 were in regular foster homes.

Senator BYRD. How do these figures compare with a year ago and 2 years ago, please?

Miss THOMPSON. In comparing a year ago there is an increase of 1,704 children in free foster homes—This is with parents or relatives. And an increase of 19 children in regular foster homes for which we are paying care. We have the figures for 1966 and 1967, only.

Senator BYRD. Perhaps we ought to have a summary table which would go back 5 years. This would enable us to see what progress the Department is making. Apparently you are doing a good job in placing children back in homes of relatives and parents?

Miss THOMPSON. Yes, sir.

Senator BYRD. We would like to see what this progress is.

Miss THOMPSON. We will furnish this for the record.

(The information follows:)

Children receiving child welfare services by expenditure of public funds for care and living arrangements

Living arrangements	Fiscal years					
	June 30, 1962	June 30, 1963	June 30, 1964	June 30, 1965	June 30, 1966	May 31, 1967
Total children receiving service at end of year	4,498	5,080	5,665	6,246	6,875	8,328
Public expense	2,960	3,207	3,357	3,598	3,486	3,646
Department of Public Welfare institutions	1,220	1,379	1,429	1,564	1,349	1,447
Other institutions	231	213	224	235	253	274
Foster homes	1,509	1,615	1,704	1,769	1,846	1,891
Elsewhere					38	34
No public expense: Free living arrangements	1,538	1,873	2,308	2,648	3,389	4,682
Parents or relatives	1,306	1,611	2,040	2,341	2,993	4,262
Foster home	95	91	75	81	75	87
Elsewhere [1]	137	171	193	226	246	249
Unrelated caretaker					75	84

[1] Includes children living independently, absconded, serving the Armed Forces, imprisoned, and in hospitals.

CHILDREN UNDER BOARD AND CARE

Senator BYRD. All right. How many children are represented under this program which shows up as payments for board and care? Is that what we have just been talking about, foster homes, is that all that is included?

Miss THOMPSON. Yes, sir.

Senator BYRD. Do you feel that your foster home payments are sufficiently high to make you strongly competitive in this field?

FUNDS FOR INCREASE IN FOSTER HOME PLACEMENT

Miss THOMPSON. At the present time, this is true. We are asking to increase the money in order to increase the number of children in regular foster homes to 1,980. We are paying for 1,912 at the present time. We would like to increase that to 1,980.

Senator BYRD. Did the House allow that?

Miss THOMPSON. Yes, the House did allow that.

Senator BYRD. Do you think that is sufficient to meet your potential?

Miss THOMPSON. I think so, as far as estimates at the present time are concerned.

Senator BYRD. Would you like to reevaluate it and be more sure than you are at the present time?

Miss THOMPSON. We will reevaluate it.

And part of the money is also to increase the $5 for regular institutions and $20 in special institutions per child per month. We are at the period now where we are renegotiating contracts with private institutions and their cost for care has gone up. If they are going to continue to provide space and care for some of our children they are asking to increase their rates.

REQUEST FOR REEVALUATION NEEDS

Senator BYRD. Well, reevaluate your needs in this area. Let us be sure that you are getting all that you can feasibly and economically and wisely use in the area of foster home payments.

Miss THOMPSON. We will be glad to.

Senator BYRD. What about the foster home homes, can they utilize food stamps?

Miss THOMPSON. No.

Senator BYRD. They cannot?

Miss THOMPSON. No.

FOSTER HOME PLACEMENTS BY RACE

Senator BYRD. What percent of your foster home children are Negro?

Miss THOMPSON. We do not have this breakdown, Mr. Chairman.

Senator BYRD. Can you supply it?

Miss THOMPSON. Yes, we can.

(The information follows:)

Children in foster homes by race, May 1967

White	224
Percent	11.3
Nonwhite	1,754
Percent	88.7
Total	1,978

ADOPTION SERVICE

Senator BYRD. You indicate having some difficulty in getting Negro foster parents for Negro children?

Miss THOMPSON. These were adoptive parents.

Senator BYRD. Can you step up your activity in this?

Miss THOMPSON. This is what we hope to do with the two units we asked for to increase caseworkers in adoption service. We hope to be able to develop additional adoptive parents.

Senator BYRD. But can you accelerate it above this if you had additional units?

Miss THOMPSON. We are asking for two additional units. One to work with Negro unmarried mothers and another to concentrate on developing adoptive homes for Negro infants. I would have to ask Mr. Russo——

Mr. RUSSO. I certainly think we can with the additional staff; yes, sir.

Senator BYRD. Over and above what the House allowed?

Mr. RUSSO. No, including the positions the House allowed.

Senator BYRD. We are talking about additions above that.

Mr. RUSSO. In addition to what the House allowed?

Senator BYRD. Yes.

Mr. RUSSO. Yes. If this staff would be increased above what the House allowed, I am sure we would find more Negro adoptive parents.

Senator BYRD. How many units do you now have working in this activity, Miss Thompson?

PERSONNEL IN ADOPTION SERVICE

Miss THOMPSON. We have 25 positions in the Adoption Section. This includes a chief, three supervisors, 13 social workers, and adoption recruiter, two social service representatives, a secretary, and four unit clerks. That means we would have three units, the equivalent of three units.

Senator BYRD. Do you have difficulty recruiting these people?

Miss THOMPSON. Actually, there are two vacancies which are clerks. All of our social workers in this section are filled. This is a very desirable type of work. Social workers enjoy this.

Senator BYRD. And the House allowed how many additional positions?

Miss THOMPSON. They allowed 28 for Child Welfare, the 13 for adoption.

Senator BYRD. They allowed 13. In other words, they increased this activity from 25 to 38 positions?

Miss THOMPSON. This is correct.

Senator BYRD. Is this an area where we can hit a good lick at the population of Junior Village?

Miss THOMPSON. No, it would not affect Junior Village because there are not this many adoptive children at Junior Village.

Senator BYRD. But the foster home program?

Miss THOMPSON. It would help Child Welfare and the total child welfare population.

Senator BYRD. But the group program would affect Junior Village?

Miss THOMPSON. Yes. Directly.

Senator BYRD. More so than with this?

Miss THOMPSON. That is correct.

DISPOSITION OF ADOPTION PETITIONS

Senator BYRD. How many adoption petitions were granted?

Miss THOMPSON. There were 418 petitions granted in fiscal year 1966.

Senator BYRD. How many were disallowed?

Miss THOMPSON. We do not have that number. Do you know of any being disallowed?

Mr. RUSSO. I think we need to clarify this question, Miss Thompson. We include in this figure 418 so-called independent adoptions through the court of general sessions where the presiding judge submits a request to Child Welfare for child study. It also includes the children which the Adoption Section itself placed in adoption, which comes to about 100.

REJECTION OF APPLICATIONS BY POTENTIAL ADOPTIVE PARENTS

Senator BYRD. What I am trying to get at here is the percentage of applications by potential foster parents, that are turned down or rejected.

Miss THOMPSON. Under relationship of petitioner to child we have 156 petitioners not related to child, five petitioners that are the child's own parents, 178 stepparents, and 79 other relatives, but this is not precisely your question.

Senator BYRD. Could you supply information which would indicate the percentage of rejections of applications? I assume you have potential foster parents who apply for a child but who are rejected, do you?

Miss THOMPSON. Yes.

Senator BYRD. Do you have some rejections?

Miss THOMPSON. Yes.

Senator BYRD. And do these rejections constitute a very high percentage of those who apply?

Miss THOMPSON. Your question is how many of the persons who apply for an adoptive child are rejected?

Senator BYRD. Yes. And for what reasons. You just indicated you have difficulty in getting Negro adoptive parents for Negro children.

Miss THOMPSON. Yes.

Senator BYRD. How many of these applications are rejected? For all I know, you may be turning down 50 percent of them, you may be turning down 75 percent of them, you may be turning down 5 percent of them. What are the reasons?

Miss THOMPSON. We have with us Mrs. Alexander, who is our licensing officer. I'd like to call on her.

Mrs. ALEXANDER. I do not have the exact figures but I am sure I am safe in saying it is a very small percentage. I think we have a policy not to turn down foster parents who apply for adoption, per se. This used to be an old time policy countrywide. It is not any longer. I know we can supply the figures but I do not know whether the court of general sessions does on the ones who apply independently to the court for adoption, but we can supply them.

Miss THOMPSON. We can for the Department.

(The information follows:)

CWD adoption applications

Year	Total	White	Negro	Other	CWD foster parents	Previously unknown to Department	Approved	Withdrawn (by family)	Rejected (by agency)
July 1, 1966, through May 31, 1967	105	49	55	1	8	97	90	10	5
1966	118	66	48	4	8	110	96	12	10
1965	125	78	44	3	6	119	103	----------	[1] 22
1964	147	95	48	4	4	143	108	----------	[1] 39
1963	105	77	26	2	2	103	81	----------	[1] 24

[1] These figures cover both withdrawals and rejections; no breakdown available.

PAYMENTS FOR INSTITUTIONAL CARE

Senator BYRD. What is the justification for the $430,150 allowance for payments for institutional care? I note your estimate is $600,000 for the current year. What is the occasion for the decrease?

Miss THOMPSON. The National Training School will no longer be furnishing space for District of Columbia boys after January 1, 1968. We are building facilities at the Children's Center at Laurel to take the older group of aggressive boys. Since we are not purchasing care from the Federal Bureau of Prisons we will no longer need that money.

Senator BYRD. Do these costs cover the care of pregnant women and infants born under the institutional care?

Miss THOMPSON. Yes. This is the amount that covers maternal home care for pregnant women and infants. Also board and care for the boys at the National Training School. We are dropping out the cost of the care for the boys at the National Training School.

Senator BYRD. That figure last represents the cost of the maternity care only?

Miss THOMPSON. And one-half year at the National Training School from July 1 to January 1.

Senator BYRD. What amount would represent the maternity care?

Miss THOMPSON. We will have to furnish that. We do not have this broken out. We have the total of the two programs, Mr. Chairman.

(The information follows:)

CARE FOR UNWED MOTHERS

$55,630 is included for Maternity Home Care for unwed mothers and their babies.

SUBCOMMITTEE RECESS

Senator BYRD. The subcommittee will stand in recess, subject to the call of the Chair.

(Whereupon, the hearing was recessed at 11:55 a.m., Thursday, June 22, 1967, subject to the call of the Chair.)

DISTRICT OF COLUMBIA APPROPRIATIONS FOR FISCAL YEAR 1968

FRIDAY, JUNE 23, 1967

U.S. SENATE,
SUBCOMMITTEE OF THE COMMITTEE ON APPROPRIATIONS,
Washington, D.C.

The subcommittee met at 10:05 a.m., in room S–126, the Capitol, Hon. Robert C. Byrd (chairman) presiding.

Present: Senator Byrd.

DISTRICT OF COLUMBIA

DEPARTMENT OF PUBLIC WELFARE

STATEMENT OF MISS WINIFRED G. THOMPSON, DIRECTOR, DEPARTMENT OF PUBLIC WELFARE; ACCOMPANIED BY ALBERT P. RUSSO, DEPUTY DIRECTOR FOR FAMILY AND CHILDREN SERVICE; A. R. ROSIN, CONTROLLER; WILLIAM R. GALVIN, CHIEF OF OFFICE OF INVESTIGATIONS AND COLLECTIONS; AND MRS. JULIANNA K. CHAMBERS, BUDGET OFFICER

DAY CARE PROGRAM

Senator BYRD. The subcommittee will come to order.

Give the committee some specifics on the allowance of $255,000 for the day care program. I note that the House disapproved the request for a day care specialist of $7,546 and $50,000 for day care servicing, and for which $223,000 is in the base.

Miss THOMPSON. This is a program that has expanded rapidly, Mr. Chairman, and it is a program that permits children to remain at home by having the children in a day care program. In some cases the mothers are working, in other cases they are not. But, we feel that it is one of the programs that does help to hold families together.

We have just been talking with the people who are running the day care program and they have reflected an increase in cost, so one reason we were asking for the increased amount is not only to expand the program, but to pay the increased cost of about a dollar a day per child. We have at the present time 289 children in the day care program.

Senator BYRD. Is this a 5-day-a-week program?

Miss THOMPSON. Yes, it is.

Senator BYRD. What is the average daily cost?

Miss THOMPSON. It runs around $3.50 a day per child.

Senator BYRD. What was the caseload a year ago?

Miss THOMPSON. 167.

LANDLORD-TENANT CONSULTANT SERVICE

Senator BYRD. The landlord tenant consultant service program, I believe we discussed that already, did we not?

Miss THOMPSON. Yes, we did. Under shelter allowance.

Senator BYRD. The House did not allow that?

Miss THOMPSON. No, sir.

Senator BYRD. Did the House allow the request for day care?

Miss THOMPSON. No, they did not.

Senator BYRD. They did not?

Miss THOMPSON. No.

Senator BYRD. No, that is right. Did the House disapprove the total increase requested?

Miss THOMPSON. For day care?

Senator BYRD. Yes.

Miss THOMPSON. Yes, sir.

Senator BYRD. The total increase?

Miss THOMPSON. Yes.

BASIS OF DISALLOWANCE FOR DAY CARE

Senator BYRD. What was the basis for the House disallowance? Do you have any indication?

Miss THOMPSON. They gave the mandatories, but that was all.

Senator BYRD. Do you have any indication of their reasoning?

Miss THOMPSON. No, sir; I do not.

Senator BYRD. Did they go into the matter pretty thoroughly with you? They did allow some increase.

Miss THOMPSON. The mandatory, yes, $9,805 they allowed.

Senator BYRD. I see.

Miss THOMPSON. They did not go into it too thoroughly; no, sir.

INVESTIGATIONS AND COLLECTIONS

Senator BYRD. I would like to talk about investigations and collections for a while. The House allowed $1,092,700 for this activity and this is an increase of $140,538 over the 1968 base. None of these 14 additional positions requested were approved. Miss Thompson, could we have your justification for the additional positions requested?

ADDITIONAL POSITIONS REQUESTED

Miss THOMPSON. The additional positions represent staff that are needed for supervision and for increased workload with the courts. We have just extended the responsibility of OIC to cover collections and report collections from the District court. This represents the area of court orders covering parental support cases, of processing trust funds. Because of lack of staff, this is an area that is suffering at the present time. We asked for eight additional investigators, to carry the collection responsibility. Four for evaluation and control, and two to cope with the increased workload.

Senator BYRD. Mr. Galvin, would you like to speak to this?

Mr. GALVIN. Yes, sir. The positions are to provide the necessary staff for reorganization into branches. We presently have staff at sec-

tion levels. Also staff to cope with some of the ever-increasing workload. For example, in the collections in the accounting section——

Senator BYRD. Mr. Galvin, come a little closer so that we can hear you better, please.

BACKLOG OF WORK

Mr. GALVIN. To continue, for example, in the Collections and Accounting Section as of April 30, 1967, we were 3 months in arrears in posting our DCV accounts receivable and 4 months in arrears in posting our PAD accounts receivable. As of March 31, 1967, we had pending overpayment referrals of 1,245 closed nonagency error, 275 closed agency error, 524 active nonagency error, and 194 active agency error. We had 1,509 overpayment referrals to be computed with an approximate value of $100,000.

As of March 31 we also had pending referrals on 49 fraud reviews, 133 child welfare department parental support cases, 31 District Training School relative support cases, 40 District Training School trust fund accounts, 76 child welfare division trust fund accounts, and 13 estate claims.

In our Resources Section, we had a backlog of 240 PA Form 91's, which are the new domestic relations court support orders that Miss Thompson referred to. Five hundred Forms PA–241, which are referrals to Juvenile Court for support; 267 verifications of PAD resource referrals, 150 Forms PA–241 to be filed, 60 small claims referrals to be sent to the District court, and 200 PA–3's, which are approvals and closing actions to be processed.

So, we have a tremendous backlog. We have not been able to reduce it much, or cut down on overtime much. We are working as much overtime now as we were last year, in spite of the increased staff that we have received.

AMOUNT OF OVERTIME

Senator BYRD. How much overtime are you working?

Mr. GALVIN. I don't have the exact number of hours.

Senator BYRD. Perhaps you could supply that for the record.

Miss THOMPSON. $51,841 we have spent in overtime. This is through April. The first 10 months.

Senator BYRD. Ten months?

Miss THOMPSON. Yes, and that compares with $40,927 for 12 months last year.

Senator BYRD. That will probably project out at a little over $60,000 for the year.

Mr. GALVIN. Close to 60, yes, sir.

Senator BYRD. And what would be the total cost of 14 additional positions for a year?

Mr. GALVIN. $359,160. Federal and local money. $219,156 is local only.

Senator BYRD. So you are spending one-sixth of that amount for overtime?

Mr. GALVIN. That is right, sir. The figure that I gave you, of course, included the additional mandatory increases.

Senator BYRD. Yes, which would amount to how much?

Mrs. CHAMBERS. The net amount requested for the 14 positions is $67,618 in this budget for local money this year. It would cost another $6,792 to annualize these positions next year. This is the local portion.

FRAUD CASES

Senator BYRD. How many fraud cases have you referred for prosecution, Mr. Galvin?

Mr. GALVIN. Through May 31 of this year we have referred 17.

Senator BYRD. How many have been prosecuted?

Mr. GALVIN. One went to trial and the judge dismissed the case because of lack of witnesses. This is the only case that has been prosecuted this year.

Senator BYRD. In your judgment, why have there been so few prosecutions?

Mr. GALVIN. There is a considerable difference in prosecution between last year and this year. Last year we had 14 prosecutions. This year, to date, we have had one.

Senator BYRD. Why, in your judgment, have there been so few? Have you had any problem with the Office of the Corporation Counsel?

REQUEST TO CORPORATION COUNSEL

Mr. GALVIN. We have some—I think that the attitude has changed in terms of prosecutions and we have tried to have a meeting with the Acting Assistant Corporation Counsel, who is in charge of the prosecutions. To date we have received no response to the correspondence that we sent out.

Senator BYRD. When did you send the correspondence?

Mr. GALVIN. Last April, or the first part of May.

Senator BYRD. And you asked for a meeting?

Mr. GALVIN. Yes sir. We had been advised, through the Assistant Corporation Counsel with whom we are in contact, that the decision was that they would rather have restitution instead of prosecution and we were trying to determine whether or not this was the attitude of the Acting Assistant Corporation Counsel in regard to fraud and to explain to him the processing we went through before we referred a case. We have a very extensive screening process before we refer a case for prosecution, and we refer only flagrant cases. For example, we received from the social workers 165 alleged fraud offenses so far this fiscal year, and out of that we have only referred 15. We have screened the rest of them and eliminated every possibility, using our best judgment on whether the case should or should not be prosecuted whether or not it was actual fraud, whether or not we had facts and whether or not it was a flagrant case.

Senator BYRD. I understood you to say 17 a little earlier.

Mr. GALVIN. I am sorry, 17. The ones we do send we feel have prosecutive merit. We have made all the investigation we can on them, and we feel these are flagrant cases. Of course, it is the decision of the Corporation Counsel as to whether or not to prosecute.

ELIMINATIONS FROM ORIGINAL REFERRALS

Senator BYRD. So 165 alleged fraud cases were sent to you by the social workers which would indicate that in the social worker's viewpoint there were 165 cases which would have prosecutive merit and after your office screened these very carefully, you eliminated 148 and you referred 17?

Mr. GALVIN. We actually eliminated more than that, sir. We had a balance on hand from the prior year. We eliminated 148 plus 53, 201 cases, and referred 17.

Senator BYRD. And referred 17?

Mr. GALVIN. Yes, sir.

Senator BYRD. And the Office of the Corporation Counsel has done nothing on these?

ONE OF 17 REFERRALS TO TRIAL

Mr. GALVIN. Of the 17, as I said, one went to trial. This particular case, we lost because it was called and there were no witnesses told to be at the hearing.

Senator BYRD. No witnesses told to be there?

Mr. GALVIN. That is right, sir.

Senator BYRD. What do you mean by that?

Mr. GALVIN. The judge called the case. Ordinarily the case will be continued if the Corporation Counsel has not notified the witnesses. In this particular trial this did not happen, and——

Senator BYRD. Witnesses were not notified?

Mr. GALVIN. Witnesses were not notified.

Senator BYRD. And the case was not continued?

Mr. GALVIN. The judge decided to try the case—he said he was tired of cases being continued.

Senator BYRD. He said what?

Mr. GALVIN. He said that he was somewhat tired of the case being continued.

Senator BYRD. Had it been continued theretofore?

DISPOSITION OF CASE

Mr. GALVIN. It had been continued once before, but this is the normal court process that if a case is called up suddenly it would be continued possibly to the next week. It happened in this particular case that this was the second time. It happened within 2 weeks, I believe, with the same judge. The case was dismissed, and the other——

Senator BYRD. It was dismissed because no witnesses had been notified? Whose responsibility was it to notify the witnesses?

Mr. GALVIN. This is the Corporation Counsel's.

Senator BYRD. And who is the judge?

Mr. GALVIN. I would have to check. I think it was Judge Halleck.

Senator BYRD. Who was that?

Mr. GALVIN. I think it was Judge Halleck, but I would have to supply that for the record.

(Note.—It was Judge Halleck.)

Senator BYRD. Go ahead, Mr. Galvin. You started to talk about another case, I believe.

CASES RETURNED

Mr. GALVIN. Twelve of the other cases were returned. One we had requested to be returned because the woman had reapplied and been approved for public assistance. We have adopted a policy that we do not prosecute for fraud any cases on public assistance.

Senator BYRD. How is that, now?

Mr. GALVIN. The woman reapplied for assistance and was approved. We do not prosecute for fraud any cases currently receiving assistance. We do not feel that under these circumstances they would still have prosecutive merit.

There are four cases still at the office of the Corporation Counsel. In one of them warrants have been out for a month and a half but they have not been served.

Senator BYRD. Why have they not been served?

Mr. GALVIN. I do not know, sir. This particular case is in Mr. Duncan's office.

LETTER TO CORPORATION COUNSEL

Senator BYRD. So, what was the purpose of your letter to the Office of the Corporation Counsel?

Mr. GALVIN. It was to determine whether or not they have changed the policy. If their policy is that they will not prosecute, there is not much purpose in sending any fraud cases to them. And to explain to the acting Assistant Corporation Counsel what steps we go to before we refer a case to them.

Senator BYRD. Do you have a copy of that correspondence with you?

Mr. GALVIN. No, sir. I could supply one for the record.

Senator BYRD. OK, and what was the date on it?

Mr. GALVIN. It was in April or the first part of May. It has been at least 2 months.

(The letter follows:)

OFFICE OF INVESTIGATIONS AND COLLECTIONS,
April 13, 1967.

Mr. ROBERT H. CAMPBELL,
Chief Assistant Corporation Counsel,
Law Enforcement Division, 5th & E. Street, NW.:

At the conclusion of a review on the welfare fraud case of L——— D——— with her attorney, Assistant Corporation Counsel, Mr. McCullock, and members on my staff a short conference was held on the pending M——— case.

Prior to the above meeting, we were advised by our OIC Collection Agent that your office was not going to proceed with prosecution as the defendant's attorney had indicated that the client desired to make restitution of monies received fraudulently from public assistance payments. This was of concern to me as my office feels that there was sufficient or obtainable evidence to successfully prosecute the case. We only present for your consideration those cases which we feel are flagrant. Here restitution would hardly seem warranted in the cases we send to you. My staff was further informed that your instructions were to always accept offers of restitution in lieu of prosecutions.

I am fully aware that the decision to prosecute or not is completely within your jurisdiction.

I feel that it would be advantageous to both your Division and the Department of Public Welfare to have a meeting to discuss the various aspects of our fraud referrals so that I may know what instructions to issue my staff.

I shall appreciate your calling me on 629-6532 to arrange an appointment and I would also suggest that we use my office for the meeting if this is convenient with you.

An early telephone call shall be appreciated.

WILLIAM R. CALVIN,
Investigations and Collections Officer.

LACK OF KNOWLEDGE OF SITUATION

Senator BYRD. Mr. Duncan, do you know anything about this situation?

Mr. DUNCAN. No, sir, I do not, Mr. Chairman. It surprises me. I frequently call the Corporation Counsel for many of my departments. They usually come right over within an hour, and set up a meeting. I find that we enjoy a high degree of success in resolving problems. Sometimes it may be a backlog in his office, depending on the nature of the problem. Some departments may have to seek an opinion on a given legal question. This has not come to me from the Welfare Department. Now, there may be—I just do not know enough about it to reason this one through. If it is a question of restitution instead of prosecution, I would want to hear the point of view of the Corporation Counsel on that.

The second question is if it is a matter of witnesses not being present as distinguished from witnesses not being notified, then I would want to ask some questions about that. And, as for the case where there was no service, I just do not know the answer, but I have made some notes here today to get those answers, and I intend to get them.

RESPONSE FROM CORPORATION COUNSEL REQUESTED

Senator BYRD. All right, Mr. Duncan; will you ask the Office of the Corporation Counsel to respond to this letter?

Mr. DUNCAN. Surely. I would like to have a copy of it myself, if I may, Mr. Galvin.

Senator BYRD. All right. I think these people should have an opportunity to discuss the matter with the Office of the Corporation Counsel.

Mr. DUNCAN. I certainly agree with you, Mr. Chairman.

Senator BYRD. So they will know what the policy is.

Mr. DUNCAN. Yes, indeed. And as a rule we resolve these problems between agencies and the Corporation Counsel almost daily, where there are questions. I am a little surprised that it has not come to my attention.

CORPORATION COUNSEL RESPONSIVE TO DIRECTOR

Miss THOMPSON. Mr. Chairman, I would like to say that Mr. Duncan of the Office of Corporation Counsel, has been very responsive. He has responded to all of my requests. I did not know that Mr. Galvin had not received an answer, because I have called Mr. Duncan on several occasions and set up conferences on short notice and in every case he has responded.

Mr. GALVIN. I would like to clarify this. I did not write it to Mr. Duncan. The letter that I was talking about was to Mr. Campbell.

Senator BYRD. Mr. Campbell, all right. Well, we may want to talk about this a little more later, after you have had your meeting with the

Office of Corporation Counsel, so if we could have that meeting right away, we will be talking with the Welfare further and we might want to know what came out of the meeting and we will be talking with the Corporation Counsel later. We have not heard from that office yet, have we, Mr. Merrick?

Mr. MERRICK. No, sir.

FURTHER JUSTIFICATION OF POSITIONS

Senator BYRD. Now, Mr. Galvin, do you have anything further to say in justification of the 14 positions requested?

Mr. GALVIN. Our workload is increasing, for example, and our cash collections. We will collect this year approximately a million dollars, which is about a 10-percent increase over the prior year. Our overpayments have gone up approximately 20 percent over the prior year. The reason for the reorganization is to have fewer people reporting to me and to provide a more effective type of organization than we presently have.

Senator BYRD. How many people report to you?

Mr. GALVIN. At the present time 10 people.

Senator BYRD. Ten people?

Mr. GALVIN. Yes.

Senator BYRD. And would the additional 14 persons ameliorate this situation for you?

Mr. GALVIN. Two of the 14 are to ameliorate this.

Senator BYRD. What would be the advantage of having fewer persons report to you?

Mr. GALVIN. It would allow me a bit more time to do some planning and to see that the operation is as well managed as it could be.

Senator BYRD. All right, now, what else do you have to say in this regard?

Miss Thompson, perhaps you have something further?

Miss THOMPSON. This request was submitted last year so that this backlog and overload is something that we have been aware of for at least 2 years and it is increasing rather than decreasing. I think the relationship with the court is very important since we have just worked out this new policy. They were very pleased and it makes the reporting of court orders much faster, permits us to keep our records better if it is handled by OIC, so we would like to keep the workload as current as we possibly can.

COLLECTION OF OVERPAYMENTS

Senator BYRD. Speaking of overpayments, Mr. Galvin, would you tell us something about the overpayments? How much was collected, for example, by OIC in fiscal year 1966? How much on the first 9 or 10 months of fiscal 1967?

Mr. GALVIN. In fiscal year 1966 on overpayments we collected $87,028, and in the first 10 months of fiscal year 1967 we collected, $77,000.

Senator BYRD. So, you are running ahead of fiscal 1966?

Mr. GALVIN. Yes, sir. For overpayments through May 31, we have had a total of 2,210 cases referred to us. This compares with 1,999

that were referred to us for all of last year. We estimate that we will receive approximately 2,437 this year. In other words, 227 for the month of June which would be 2,437 for the full year as compared to 1,999 for the prior year.

Senator BYRD. Now, you collect other money, other than overpayments, do you not?

Mr. GALVIN. Yes, sir.

Senator BYRD. Then the 87,000 to which you referred represented collections of overpayment in fiscal year 1966. What was your total, overall collections; and tell us about these.

TOTAL OVERALL COLLECTIONS

Mr. GALVIN. In 1966 we collected $61,473 for death benefits for PAD recipients. This is insurance, estate, property, and other types of recoveries.

Senator BYRD. And these are turned over then, to the PAD recipients?

Mr. GALVIN. No, sir. These are death benefits which would be recovered when a PAD recipient dies.

Senator BYRD. I see.

Mr. GALVIN. From District of Columbia Village residents, we collected $381,343. These are funds from the residents and relatives of residents that are residing in District of Columbia Village.

In death benefits from District of Columbia Village, we collected $37,032.

Senator BYRD. Now, what do you mean by that?

Mr. GALVIN. This is for District of Columbia Village residents who died and on whom we had liens on property or insurance of some nature. We provide burial for them and collect whatever remaining benefits we may recover up to the cost of care.

DISTRICT TRAINING SCHOOL ACCOUNTS

On District Training School accounts we collected from relative support $38,982; from court orders, $72,219; and from trust funds, $89,381. For Child Welfare Division trust accounts, $75,456; for board and care, for support for Child Welfare Division wards, $41,127; collections through juvenile court for child welfare amounted to $9,215.

We had collections in miscellaneous accounts and reserves of $27,292 and $2,493, for a grand total for 1966 of $923,041. For the first 11 months of this year we have collected in PAD death benefits $71,311; overpayments, $77,000; District of Columbia Village resident accounts, $462,333; District Training School relative support, $17,661.

Senator BYRD. Why is that one down?

Mr. GALVIN. We had a large settlement in the District Training School in 1966. The gentleman had not been paying over a period of 12 years and we took him to court and the settlement was over $10,000.

On court orders we have collected, through April 30, $53,996.

Senator BYRD. That item is showing an increase?

Mr. GALVIN. Yes.

TRUST FUNDS HELD

In trust funds for the District Training School, $85,682; in trust funds for Child Welfare, $77,390; and in relative support for Child Welfare wards, $29,516.

Senator BYRD. That is down, is it not?

Mr. GALVIN. We have 1 more month to go, sir.

Senator BYRD. But even so, it is going to go down.

Mr. GALVIN. It is down, sir.

In our Child Welfare Division, Juvenile Court, $6,101; miscellaneous, $3,476; and reserves, $28,046.

Senator BYRD. What is meant by "reserves"?

Mr. GALVIN. This is a type of benefit we hold in reserve; for example, we have an insurance policy that is assigned to the Department. If the person is still living and the insurance policy becomes paid up we do not put the money into cost of care, we put it into this reserve account and hold it until the person dies. We do this because we may receive a request from relatives to help them out in the burial and this would be the only way we could handle such a request.

1967 AND PROJECTED COLLECTIONS

Senator BYRD. You collected $923,000 last year?

Mr. GALVIN. And to May 31 of this year we collected $912,506.

Senator BYRD. What do you project for the years?

Mr. GALVIN. Well, at the moment we project $995,461, but I think we will collect over a million. These collections do not include all of the collections that we handle for the Department. We have Juvenile Court collections so far this year for PAD recipients amounting to $72,420. That through their payroll of January 1967, so we have 5 more months of that. We estimate that will total about $120,000 for the year.

Senator BYRD. Your collections more than offset the 1966 direct appropriation obligation. That is, your collections total $923,000 and your obligations were $771,824. So the excessive collections over obligations would be $151,200. Am I quoting the correct figures?

Mr. GALVIN. I would have to check. Do you mind—I will write them down.

Senator BYRD. Yes, your collections indicated $923,000, and the justification sheet shows that total direct appropriations for OIC obligations is $771,800, which would indicate that the excess collections over obligations is $151,000.

Mr. GALVIN. That is right, sir.

Miss THOMPSON. That is correct.

Senator BYRD. Is that right?

Mr. GALVIN. Yes.

Senator BYRD. Now, are there any other collections over and above the $923,000 for fiscal year 1966? That was the total in all categories?

Mr. GALVIN. This was the total in all categories. It did not include Juvenile Court collections which we handle, which were $119,949. So the grand total would be $1,042,990.

Senator BYRD. $1,042,990? That would be the total collections in all categories?

Mr. GALVIN. For everything, yes.

Senator BYRD. Then your obligations were $771,224. This was excluding Federal grants, is that correct?

Mr. GALVIN. Yes, sir.

COLLECTIONS EXCEED OBLIGATIONS

Senator BYRD. So that the excess collections over obligations would be $271,000; is that about right?

Mr. GALVIN. That is right, sir.

Senator BYRD. How much Federal grant was involved? How much is involved in Federal grants for that same year?

Mrs. CHAMBERS. $482,189.

Senator BYRD. So it means you have almost paid your own way through collections alone, does it not?

Mr. GALVIN. Yes, sir.

Senator BYRD. Throwing in the Federal moneys, your obligations exceeded your collections by $211,000. Am I correct in that figure?

Mr. GALVIN. Yes.

Senator BYRD. And you are dealing, as I say, with collections alone. What percent increase do you project your collections to be in fiscal year 1967 over fiscal year 1966?

Mr. GALVIN. Approximately 8 percent, sir.

Senator BYRD. 8 percent. How does this run as against earlier years?

Mr. GALVIN. Last year was approximately 10 percent increase.

Senator BYRD. Over the previous year?

Mr. GALVIN. Over the previous.

ADDITIONAL POSITION TO INCREASE COLLECTIONS

Senator BYRD. Do you feel that you could improve this increase considerably by having the additional 14 positions?

Mr. GALVIN. Well, we have increased our collections every year since I have been handling them.

Senator BYRD. But the previous year, over the prior year, showed a 10-percent increase; this year will show 8 percent over last year, and I take it that your 14 persons will more than offset the additional cost, and possibly help you to bring the 8 percent up to 9 or 10 or something like that?

Mr. GALVIN. We should hope so. This will vary, but I think it will be over 10 for 1968.

RESPONSIBILITY FOR MAKING COLLECTIONS

Senator BYRD. How long have you been in charge of collections for the Department?

Mr. GALVIN. Since February 1960.

Senator BYRD. 1960?

Mr. GALVIN. Yes.

Senator BYRD. What office performed the duty of making collections prior to your assuming this responsibility?

Mr. GALVIN. This was the same office. The chief of the office left and went to HEW.

Senator BYRD. In 1960?
Mr. GALVIN. In 1960.

COLLECTIONS IN PAST YEARS

Senator BYRD. How much was collected in that year?
Mr. GALVIN. $337,836 for the fiscal year 1960.
Senator BYRD. This was the total overall, everything?
Mr. GALVIN. Yes.
Senator BYRD. How much was collected in each succeeding year?
Mr. GALVIN. In 1961 the total was $388,921. In fiscal year 1962, $503,726. In fiscal year 1963, $546,767. In fiscal year 1964, $717,418.
For fiscal year 1965, $840,360.
In fiscal year 1966, $923,041, and in fiscal year 1967, to date, $912,506.
Senator BYRD. So you have shown an increase each year during which you have been in charge of the office?
Mr. GALVIN. Yes, sir.

PERCENTAGE OF ACCOUNTS RECEIVABLE COLLECTED

Senator BYRD. Now, let us take fiscal year 1966 again. You collected $923,000. What kind of a batting average is this? What was your potential? What percentage of your potential were you able to collect?
Mr. GALVIN. We have an outstanding accounts receivable of $1,018,243.
Senator BYRD. This is cumulative?
Mr. GALVIN. This is cumulative figures. So, I would say that we have collected over 60 percent of our potential.
Senator BYRD. I assume this cumulative figure goes back over a considerable time, possibly back as far as your tenure of office or beyond?
Mr. GALVIN. That is right, sir.

TOTAL COLLECTIONS SINCE 1960

Senator BYRD. Now, what was the total—what is the total amount of collections in this period, from the time you assumed the responsibility?
Mr. GALVIN. Including 1960, for which I had part of the collection activity, it would be $5,170,575. If we exclude that it would be $4,832,739.
Senator BYRD. What percent increase does the $923,000 collected in fiscal year 1966 represent over the $388,000, I believe you said, collected in fiscal year 1960?
Mr. GALVIN. In 1960 it was $338,000, approximately. That would be about 170 percent, sir.
Senator BYRD. About 170 percent? Well, that is a pretty good record, would you not think? Would you say so, Miss Thompson?
Miss THOMPSON. Yes, I would, and a very essential function.

OVERALL SAVINGS

Senator BYRD. Yes. Not only are you collecting almost as much money as is being spent locally and federally for his Office, but you are also developing facts upon which social workers are able to eliminate the costs and the savings which do not appear in these figures. Can you project the savings, the overall savings that your Office is able to accomplish for the Department, Mr. Galvin, as a result of the elimination of ineligibles based on the findings of your Office and independent of collections of your Office?

Mr. GALVIN. In fiscal year 1966 we showed $2,693,238 in savings for investigative activities.

Senator BYRD. Repeat that, please.

Mr. GALVIN. $2,693,238.

Senator BYRD. Now, what does this represent?

Mr. GALVIN. It represents the savings from investigative activities.

Senator BYRD. For fiscal year 1966?

Mr. GALVIN. It includes both local and Federal money.

Senator BYRD. How do you arrive at this figure?

Mr. GALVIN. We use the number of cases that are closed and project the time that they would ordinarily be on assistance and subtract from that the time that they were on assistance, at the time we investigated.

FACTS INVOLVED IN CASE CLOSURE

Senator BYRD. Are these the cases that are closed entirely on the basis of the facts that were accumulated by your office?

Mr. GALVIN. There is no way to tell this with 100 percent accuracy. The only thing that we can do, is that if the case has been investigated by us and the case is closed and we get a reply from the PAD that the case is closed, we use this figure. It comes relatively close to what PAD in their reports say about cases closed after investigation.

Senator BYRD. Are cases closed on the basis of information that is not provided by your Office?

Mr. GALVIN. Very definitely. Yes, sir.

Senator BYRD. And, you are not including these cases?

Mr. GALVIN. No, sir. These are only the cases on which we received a PAD reply to our investigation report.

Senator BYRD. And, as I understood, the statements made a few days ago, you have not received a PAD reply on all of the cases that you have referred for fiscal year 1966.

Mr. GALVIN. Yes.

Mr. RUSSO. That is right.

Senator BYRD. Mr. Galvin, your figure of 2.6 or 2.7 would show an increase?

Mr. GALVIN. I was just shaking my head because there went my summer.

Miss THOMPSON. And some other people's too.

Mr. GALVIN. And a lot of other people's too.

Senator BYRD. All right, what do you think about this, Miss Thompson, this figure of 2.7 million which Mr. Galvin says that he saves from investigations?

REFERRALS MADE BY SOCIAL WORKERS

Miss THOMPSON. It is a very impressive figure and I am sure it is correct, and certainly speaks to the thoroughness of the investigations that Mr. Galvin makes. I do think that we have to remember that many of the referrals are made by the social workers and even though we have no evidence of the savings they make—they are aware that they need more information on which to base a decision. I think we cannot discount their role because I think the social workers are becoming more and more aware of needing additional information and this is the reason they make the referral.

Senator BYRD. Yes.

Miss THOMPSON. I certainly want this to be recognized.

Senator BYRD. Yes. The social workers should be credited with these referrals.

Miss THOMPSON. That is right, because this is an area in which we are holding them more and more accountable. We are doing more and more training in this particular area; we are reviewing the cases from the standpoint of eligibility with the case records more frequently, and I would hope that they would be more alert to picking up signs which would indicate possible ineligibility or that they need additional information on which to base such a decision.

Senator BYRD. Well, this would seem to be an indication that this is the type of work which the social workers cannot really do. They have to refer this to the office.

Miss THOMPSON. Well, they have not the time to do their own investigation.

Senator BYRD. They do not have the time or the training to do this type of work. Could you handle more referrals, Mr. Galvin, if you had more people in your office?

Mr. GALVIN. Well, it would have to be a decision made by the Director on which type we would handle. We cannot handle all of the intake review cases we should handle. This is a matter of decision by the Director. We could handle more referrals. What type of referrals, or where the stress would be——

INVESTIGATION OF CASES REFERRED BY SOCIAL WORKERS

Senator BYRD. What percent of the cases is your office investigating that are referred by social workers?

Mr. GALVIN. In fiscal year 1966, we completed 1,950 locations for the social workers and 328 complaints for the social workers. There is practically no closing in the location type of case. The total investigated was 4,018 and counting both locations and the complaints it would amount to 56 percent of the cases which were completed, for fiscal year 1966.

LOCATION OF MISSING PERSONS

Senator BYRD. Now, what do you mean by locations? You said you made 1,950 locations for the social workers.

Mr. GALVIN. These are location requests completed. This means that when a woman comes on assistance in the AFDC category because of a deserting or missing husband or father of children the workers are

required to send us a request to locate the missing person. It also includes those cases of a missing legally responsible relative other than the father of the children in the other categories whose location is desired by the social worker.

Senator BYRD. It is the responsibility of your people to locate the so-called deserting husband and father?

Mr. GALVIN. That is right, sir.

Senator BYRD. And the responsible relative and so on?

Mr. GALVIN. Yes. In that particular year, fiscal year 1966, we located 1,623 persons.

Senator BYRD. Now, after you locate the persons, what happens?

Mr. GALVIN. We send the location report to the social workers. If it is a case that is to be referred to court, they will refer it to another section of our office and we have the recipient go to court. Quite often the social worker talks to the father, to determine from him what efforts he will make toward going back to the children, or to support the children.

Senator BYRD. Mr. Galvin, much is said and written about your investigators and how they conduct surveillance and investigate the clients. Apparently only a little of the total story is ever heard. Nothing is ever said about the efforts of your people to locate these husbands and fathers who absent themselves. Nothing is said about the collections you make of overpayments, and the collections in these various other categories. Tell us something about the work that your people do in carrying out these various functions.

Mr. GALVIN. The investigators were assigned to the Department by an act of Congress in fiscal year 1955, and since that date we have located over 11,000 missing persons for the social workers.

OVERALL FUNCTIONS OF OFFICE OF INVESTIGATIONS AND COLLECTIONS

Senator BYRD. Yes; what I want now is what the OIC does other than investigate. The general impression of your people is they just go around investigating, snooping, peeping under the beds and into the closets. Now, what does your section do other than simply investigate the complaints referred to you by social workers and cases concerning which you have not received complaints? What else do you do?

Mr. GALVIN. We handle all contract burials of indigents for the Department and we have been doing this since 1946. There are approximately 300 a year. To do this it is necessary that we interview the people that desire the burial for the deceased person to determine whether or not the person is eligible for public burial. We have people that come in, for example, a colonel or a high Government official with a sufficient income that you wonder why they do it, and request a public burial. Of course, in such cases we do not approve it. There are even cases where a recipient of public welfare dies and we will not approve this burial request. There is a difference between a person's resources when he is alive or dead. Resources are often found, or often become available upon death. We have found thousands of dollars, for example, in homes of people who have died. We have property, insurance, and money that becomes available at the point of the death. We do not bury all deceased recipients, even though they

were on assistance and were eligible for assistance at the time of death. They may not be eligible for public burial.

We make overpayment collections for the Department. We compute, control, and validate the overpayments and we endeavor to collect them. We bring to court those cases as previously discussed, where we decide that fraud is clear and evident, and the case is so flagrant that it should be brought to court.

Senator BYRD. Incidentally, while you are on that point, will you submit for the record the information on the 17 cases, without revealing the names of the parties involved?

Mr. GALVIN. Yes, sir.

Senator BYRD. Let us see what kind of cases you are talking about.

DATA ON 17 FRAUD CASES

1. FRAUD REFERRAL—E. AND V. C. I., AFDC CATEGORY

Overpayment in the amount of $1,555.00 for seven months resulted from Mr. C.'s return to the home.

The report of overpayment was based on statements signed by Mr. and Mrs. C. for the investigators. These are two separate statements on one sheet of paper, one signed by Mr. C. offering support to his family and admitting to a continuing relationship with his wife since he returned home; the other signed by Mrs. C. indicating her willingness to accept a support contribution and asking that her case be closed.

2. FRAUD REFERRAL—B. M., AFDC CATEGORY

Overpayment in the amount of $573.00 during a four month period resulting from client's failure to disclose receipt of support payments through Domestic Relations Court.

Mrs. M. signed a PA 47 (Statement of Resources)' during the overpayment period indicating she had no resources. There is no PA 47 in record dating from original application. Social Worker notes in PAD case record that client's responsibility to report changes in her circumstances were discussed with her before she signed form PA 93 (Application form for assistance).

3. FRAUD REFERRAL—I. F., GPA CATEGORY

Mrs. F. misrepresented her living arrangements for a three month period by failing to disclose that R. R. was residing in the same household and that R. R. paid the rental costs from his own funds. As a result of this misrepresentation and failure to disclose information she received and the Department of Public Welfare was defrauded of monies of the value of $241.00.

4. FRAUD REFERRAL—C. D., AFDC CATEGORY

Mrs. D. failed to reveal to the agency her true living arrangements in that she failed to disclose that she and her husband were operating and receiving income from a rooming house. During this same period, Mr. D., who is disabled, also received employees compensation payments which he failed to report to the Department. As a result of this concealed income, they defrauded the Department of $594.00.

5. FRAUD REFERRAL—S. P., AFDC CATEGORY

Mrs. P. failed to disclose income from employment as a maid at a golf club during a two-month period. As a result of her actions she received and the Department was defrauded of monies in the amount of $170.00.

6. FRAUD REFERRAL—MR. R. G., APTD CATEGORY

7. FRAUD REFERRAL—MRS. R. G. AFDC CATEGORY

Mr. and Mrs. G. failed to disclose income from a food delivery service during a five-month period. As a result, they received and the Department was defrauded

of monies in the amount of $925.00, of which $125.00 was in Mr. G.'s APTD case and $800.00 in Mrs. G.'s AFDC case.

8. FRAUD REFERRAL—J. L., APTD CATEGORY

Mr. L. failed to report full-time employment during an eight-month period. He was employed alternately with a plant nursery and various trucking firms thus fraudulently obtaining $632.00 in assistance payments.

9. FRAUD REFERRAL—A. O., APTD CATEGORY

Mr. O. fraudulently received $408.00 in assistance payments by failing to disclose his employment as a barber during a four-month period.

10. FRAUD REFERRAL—M. AND D. M., AFDC CATEGORY

Mr. and Mrs. M. failed to disclose Mr. M.'s employment at the U.S. Naval Propellant Plant for a three-month period, receipt by Mr. D. M. of VA pension for a ten-month period and Civil Service Retirement benefits for a three-month period, thus defrauding the Department of monies in the amount of $1,281.00.

11. FRAUD REFERRAL—M. W., AFDC CATEGORY

Mrs. W. fraudulently received $481.00 in assistance payments in that she was not in the home with her children during a three-month period in which she received these payments.

12. FRAUD REFERRAL—V. J., AFDC CATEGORY

Mrs. J. failed to disclose her employment as a custodial laborer for a two-month period and receipt of support payments for three months, thus defrauding the Department of $223.00 during the three-month period.

13. FRAUD REFERRAL—I. R., AFDC CATEGORY

Mrs. R. defrauded the Department in the amount of $1,204.00 during a seven-month period in that the father of one of AFDC children had returned to the home and was fully employed, earning over $350.00 a month.

14. FRAUD REFERRAL—M. L., AFDC CATEGORY

Mr. L. failed to report his employment at a bottling company during a three-month period, thus defrauding the Department of $639.00 during this three-month period.

15. FRAUD REFERRAL—L. B., APTD CATEGORY

Mrs. B. failed to disclose her self-employment during a five-year period, falsely reported her living arrangements and other rental agreements associated with her self-employment, thus defrauding the Department of $13,166.00 during this period.

16. FRAUD REFERRAL—E. J., AFDC CATEGORY

Mrs. J. failed to disclose her employment at a restaurant during a 28-month period, using different aliases during her employment. As a result of her action, she defrauded the Department of $4,421.00.

17. FRAUD REFERRAL—C. M., APTD CATEGORY

Mr. M. failed to report that he was living with his wife and that his wife was employed as a domestic, thus defrauding the Department of $4,107.00 during a 4½ year period.

OVERALL FUNCTIONS (CONTINUED)

Mr. GALVIN. We handle all court liaison for the Department. In any case that goes to court for support or for attempt to secure support from the father of the children or from relatives, we are the liaison staff to the courts. We handle all estate claims. We probate all

claims. We handle all court cases on relative responsibility for the whole Department. We are the insurance advisers for the Department and review every case that has insurance to determine whether or not is to the best advantage of the recipient to maintain the insurance. In some cases, for example in OA and ATD, it is required that if the insurance has a face value over $300 it must be assigned to the Department. We make these assignments. We have applicants come in whom an agent has persuaded to buy too much insurance, the premiums are too high and it would be of very little value for them to have the insurance policies on the children. We do give them advice, to give up such insurance but it is merely advice. They do not have to follow it. It would be very difficult to pay the insurance premiums out of their budget, and this we explain to them. We have the authority to provide contingent funds for insurance when it is necessary and the insurance is assigned. We handle all property reviews of the Department to determine whether or not there must be a lien on the property, and if so, we execute the lien and record it in court.

HANDLING OF DECEDENT'S PROPERTY

At the death of the recipient we collect on the property by requiring that it be sold. Here we make an exception, for example, if the spouse is still living in the property, even though the spouse is not on public assistance, we do not take action on this until after the spouse has died. In other words, if a husband and wife were to own a piece of property and only the husband comes on assistance—she is employed and does not—they would be required to execute a lien on the property. If he were to die we could at that time force the sale of this property. We do not do this. We let the spouse live in the property until she dies. We have had property that we did not enforce our lien until 25 years after the death of the person receiving assistance. We handle all miscellaneous resource checks and verifications for public assistance and for District of Columbia Village, except for social security. We check on railroad retirement benefits, provide verification of all types of resources, civil service retirement, VA, pensions, insurance pensions; we handle all cases involving accidents or any type of injury claim, we act as fiduciary for the Department when the Director is appointed as guardian and there are financial resources available to the wards.

POSSIBLE RESOURCES OF CHILD WELFARE WARDS

We provide service to the wards of the Child Welfare and the District Training School in evaluating and analyzing their cases to determine whether there is any possibility of a resource coming to them. We do this whether or not the child is committed for 6 months or committed indefinitely because what we are trying to do is to provide every possibility of income for this child; if the child goes out of the Department care we are as much interested that they have the available income as if we were to collect it. We have been quite successful in this field. We are the small claims administrator for the Department and we handle all cases through court on small claims.

We have excellent relations, and have had over the years, with all divisions of the Corporation Counsel. This is why the particular prob-

iem I mentioned before is upsetting. It has never happened before. We will, starting the 1st of July, process all domestic relations court orders and all PAD voluntary agreements. When the person receives money after the voluntary agreement has been terminated, we will also collect that.

Starting the 1st of August, a court order, when possible, will not be deducted from a client's assistance payment. The client will receive the full assistance check and we will collect on the court order. This will not be possible in all cases, but it will be possible in most cases.

This is one of the new service functions we will be providing. This is in general the other functions of OIC.

Senator BYRD. Well, I think it is good for the record to show what the overall functions of your office are. I do not recall myself having heard you explain this in detail, as you have this morning. It is good for those who read the record to revise the misleading impressions, if they have formulated such, that your office just has the function of investigating the case load and ferreting out the ineligibles, although this is a very justifiable function in itself. The record will show that your responsibilities go far beyond that and the services that you perform for the Department and for the taxpayers. Not for a minute do I apologize for any support I have ever given your office. I think that your people have more than paid for their salaries, on the basis of the record that you have presented.

Mr. GALVIN. I think, sir, that it is like a newspaper man once explained to me; the good things that happen aren't news. They do not excite people, they do not sell newspapers, and they very seldom get in the news. I think this affects not only OIC, but the Department itself which does many useful things that you never hear about in the news.

Senator BYRD. The entire Department.

Mr. GALVIN. If you think of the children at the District Training School, if the community could see them and the amount of care and attention that is given to them, it would be rewarding. Most people have no understanding of just how vital this service is, or are they aware of the care and attention that is given to the elderly people in the District of Columbia Village institute. The Department has many, many good functions but it is not news.

DISPOSITION OF FUNDS COLLECTED

Senator BYRD. What do you do with these collections?

Mr. GALVIN. We have three or four possibilities. We put into District of Columbia revenue, all the funds that are recovered that are allowable for credit to the revenue accounts. I can give you some figures on this and show you some examples.

Senator BYRD. All right.

Mr. GALVIN. In fiscal year 1960 we placed in District of Columbia revenue accounts $302,479.

Senator BYRD. Now, when you say you placed in District of Columbia revenue accounts, what does this mean?

Mr. GALVIN. We transfer the money we collected into District of Columbia revenue accounts.

Senator BYRD. And what happens there. Does it go back into the general fund?

Mr. GALVIN. It goes back into the general fund. In fiscal year 1965 we transferred into District of Columbia revenue $855,216. So far this year, $600,309.

Senator BYRD. Now, you mentioned fiscal year 1965, but you did not refer to fiscal year 1966.

Mr. GALVIN. $763,538. We have transferred into District of Columbia revenue since 1960, $4,389,417. That is where part of the money goes which we collect.

Part of the collections and recoveries that we make——

Senator BYRD. Wait just a moment, please. Now, this goes back into the Treasury?

Mr. GALVIN. Yes, sir.

Senator BYRD. All right, go ahead.

Mr. GALVIN. This does not all come from the Treasury because some is money we collected on support or on trust accounts or from District of Columbia Village residents and did not come from the Treasury.

Senator BYRD. So, it would go into the Treasury.

Mr. GALVIN. This would go into the Treasury. Some of the recoveries came from Federal reimbursements and we transfer this money back to the Federal Government. Some of the accounts on which we collected have a Federal matching portion. We make up each year a percentage formula, depending on the amount that was granted by the Federal Government, and use this as a basis to transfer a portion of the money back to them.

We put money in reserve accounts for later use, possibly of a resident or a ward.

The fourth possibility is we do release funds for friends or relatives of the deceased person, to provide for a private burial. We are allowed to release a certain amount of money under stipulated conditions. So, this is the four sources into which we put our funds.

TYPES OF OVERPAYMENTS

Senator BYRD. What is an overpayment?

Mr. GALVIN. An overpayment is an amount of money received over and above that to which the recipient is entitled.

Senator BYRD. How many types of overpayments are there?

Mr. GALVIN. There are agency error, and nonagency error. We have subdivisions of those depending on whether the case is on assistance or the case has been closed, and we have further subdivisions by categories. We have to keep our overpayment accounts by categories because the amount of Federal reimbursement varies according to the category of assistance. For example, in the GPA category this is all local. If it is an OA it may be 60 percent return to the Federal Government. If it is AFDC it could possibly be 62 percent. The percentage is based on a 5-year average of expenditures.

NUMBER OF OVERPAYMENTS

Senator BYRD. How many overpayments have been referred? Let us say annually, from fiscal year 1960 to date.

Mr. GALVIN. In 1960—I could find no available records when I took over, and in the year, after we started keeping statistics, we had a total of 170. In fiscal year 1961 we had a total of 278, with a value of $85,480; for fiscal year 1962 we had 606, with a value of $181,165; in fiscal year 1963 we had 1,035, with a value of $253,777; fiscal year 1964 we had 261, with a total value of $451,356.

Senator BYRD. 261?

Mr. GALVIN. I am sorry, 2,161.

Senator BYRD. And the value was?

Mr. GALVIN. $451,356. In fiscal year 1965, we had 2,291, with a value of $519,241; in fiscal year 1966 we had 1,999, with a value of $403,317; and in fiscal year 1967 for the first half of the year we had received 1,004, with a value of $185,254. And we have received through May 31, 2,210.

Senator BYRD. 2,210 in 11 months?

Mr. GALVIN. In 11 months.

Senator BYRD. And the amount of money involved?

Mr. GALVIN. We have to compute that. We do not accept the figure we receive, we always have to compute it.

Senator BYRD. How do you account for such a large increase in the number of overpayments referred to your Office in the last few years?

Mr. GALVIN. The principal——

Senator BYRD. Well, from 170 the year you took over to 278 the year following, to over 2,000 annually now.

Mr. GALVIN I think the big reason is that with the increase of investigators in fiscal year 1963 there was far more activity in the cases, and with more activity in the cases more overpayments were discovered both by investigators and by social workers.

Senator BYRD. Has the investigation at the intake point resulted in an increase in the referral of overpayments to your Office?

Mr. GALVIN. In the intake cases we investigated from January 1963 to December 1966, there were 1,513 overpayments in those cases for which we have received PAD replies.

Senator BYRD. So, investigating at the intake point——

Mr. GALVIN. Just at intake, yes.

Senator BYRD. Brings to light these overpayment situations?

Mr. GALVIN. That is right, sir.

PROBLEMS IN AREA OF OVERPAYMENTS

SENATOR BYRD. What problems do you have in the area of overpayments?

Mr. GALVIN. Well, one of our main problems is lack of staff. As I stated before, we have over 1,500 computations as of March 31 that we had not made. We have a relatively tight deadline because we have to compute, where possible, all of our active cases before the payroll of the next month. If we validate that the overpayment or verify that the overpayment is different from what the social worker has referred to us, then we notify them of the difference in the amount, whether it is above or less, or none, and the reason for it, with a request that they let us know if they concur in our decision. We do this because we want both the social worker and OIC operating together

in this area. This was not necessary between 1963 and 1965, when the method of referral was changed. We did compute at first and then sent the workers the answer. At that time it did not require additional correspondence. The method of referral was changed in 1965 to where the social worker has to compute the overpayment first. It now involves two of us computing; they compute it, and since we have the responsibility for the computation, we compute it, and their computation is often wrong. It seems to me it is an unnecessary ordeal for the social worker.

Senator BYRD. What suggestions would you make to correct this?

Mr. GALVIN. Well, I have made several proposals. I would go back to the former system when they send them directly to us. If there was a difference in opinion on the OIC computation, no action would be taken until we were notified. In other words, we would still give them 10 or 15 days for notification, and if we received nothing by that time we would put our computation into effect.

SOCIAL WORKERS' RESPONSIBILITIES

Miss THOMPSON. I was just going to say, if you take away all computations from the social workers, then they never learn to determine eligibility. They have no basis for determining eligibility except in the general sense. A part of the way of determining it is to use the facts that they have and work out the grant, and many of the errors are computation errors. This is what Mr. Galvin is saying, and I agree with him there, that our social workers are not the best mathematicians. On the other hand, this is an area that we feel, to be taken entirely away from them and let OIC or some other department to all the computations, takes out a vital part of their responsibility.

When we applied the 13-percent increase, and I will use that as an example, the social workers did not compute the 13-percent increase. This was all done outside of the social work area. The social workers never understood for a long period of time how the 13-percent increase was applied and could not explain it to their clients nor could they explain it to people who called in and were asking questions about how it was applied. And the reason was that they did not have to go through the computations. You could explain it to them, but until they actually worked it through it had very little meaning for them. We do have this whole area under study at the present time with our management staff and we do feel that we can make some improvement by eliminating some duplications that we have at the present time by sharing information back and forth by—well, there are improvements that we can make, but I would not want to go all the way and say take all eligibility determination entirely away from the social workers.

Senator BYRD. Well, now, you have raised a point here which I think is worthy of some exploration. You say if you take this away from the social worker they would never learn—I am quoting you—they would never learn to determine eligibility. You say this would take out part of their training and part of their responsibility. Might this not be a good thing? It just occurs to me that it might be a good thing to relieve them of this responsibility so that they could put more time into working with the recipient. I believe you indicated the other

day that the social worker was in the field only about 21 percent of the time. Now, it seems to me that is what social workers are for. Not so much to determine eligibility, but rather to help to rehabilitate the recipient and work with the recipient, work in the home and teach the recipient how to spend money and how to formulate a budget in such a manner that there will be more money for food stamp coupons, and so on and so on. So, it seems to me you have opened up an area of possible discussion here.

VALUE OF SOCIAL WORKER CONTACTS

Miss THOMPSON. Mr. Chairman, one of the fastest ways for a social worker to form a relationship with a family is to sit down and talk about eligibility. Now, I am not saying that our social workers are doing it as skillfully as we would like to have them do it, but, talking about resources, talking about the needs of the family, actually getting down to working out budgets and so forth, this is where the social worker really gets involved with the family in the intake process. Now, if you take all of this away, then the social worker at some point has to discuss finances, has to discuss budgeting, but if—I mean if she does not actually compute the budget or work it through with the family, then she comes in on a theoretical basis but not on a practical every-day we-worked-this-out-together basis. Now, what we are looking at in our Public Assistance Division, is to share case loads instead of having every case worker responsible for eligibility, continuing service, carrying all of the responsibility is to take two caseloads and have one worker carry the eligibility functions and responsibilities and select a person who is skilled in determining eligibility and then have the other worker carry the service end of it.

Senator BYRD. May I interrupt here?

Miss THOMPSON. Yes, sir.

Senator BYRD. You are getting a feeling of the point that I want you to develop here. If you will pardon me, you are talking about various actions which the Department is taking which would hopefully result in more time spent by the social worker in the home. That is all well and good and I think it is an area we ought to discuss, but the one point that I want to probe here is this one wherein you have indicated that if OIC or some other division, I believe you said in the Department, were to be given the responsibility of determining eligibility, this part of the social workers' training would be eliminated and they would never learn so as to determine eligibility.

MORE AVAILABLE TIME FOR WORK IN HOMES

Well, it seems to me that if you have some other division given this responsibility it would be entirely irrelevant for the social workers to learn how to determine eligibility because this responsibility would be shifted to someone else, and the social worker would be relieved of it and, therefore, would be able to spend more of her time in the home of the recipient where she can establish a continuing relationship.

She could go there more often, and she could devote more of her time to helping that recipient learn to budget, or encouraging that

recipient perhaps to enroll in a training course. It just seems to me that this is one of the problem areas we ought to come to grips with.

Now, I have been sitting here for 7 years and over this period of 7 years, Mr. Russo, we have been talking about the relatively small percentage of the social worker's time that is spent in the home. We were asked to provide additional clerical personnel so as to relieve the social worker of clerical duties and we did this. We gave dictating machine operators, clerk-typists, and other clerical personnel, in an effort to relieve the social worker of the paperwork, and today we find that only one-fifth of the social worker's time is spent in the field. That is where the social worker ought to be, I would think. Eighty percent of the social worker's time is spent somewhere else; this time could well be spent by someone else.

It would appear to me that the social worker, who is trained to deal with the problems of these people—who are illiterate in most or in many instances, and need help in budgeting and in spending a dollar wisely—should be in the field more. Here is where the social worker ought to be, to help lift that person out of continuing dependency, rather than in the office typing or operating an adding machine, possibly interviewing the recipient one time at intake and maybe not seeing that person again for 6 months. Why not shift it to somebody else, this matter of determining eligibility.

WORK IN NORTHEAST HOMES

Miss THOMPSON. In the Northeast where we put our social workers right out in the middle of the families they are serving we found out that in the first 30 days, 17 social workers made 407 home visits. Now, this means an average of two and a half visits during a 30-day period. The social workers out there know more about their families in 30 days than they knew over a period of months when the recipient came into the office down at 500 first Street on an appointment basis. This is the way social workers are able to get into the homes, know the families and have access to the families and the families to them. This is where they share and exchange information.

Now, I did not make myself clear earlier. Just the mechanical computation part of determining eligibility, yes, can be done by someone else.

Senator BYRD. Who is doing that now?

Miss THOMPSON. The computations are being done by our administrative branch.

DETERMINATION OF ELIGIBILITY

Senator BYRD. But who is determining the eligibility?

Miss THOMPSON. But the eligibility is determined by the social worker and the social worker discusses this with the client.

Senator BYRD. Is not a lot of this done at intake?

Miss THOMPSON. Yes, it is, but it has to be changed periodically as you know.

Senator BYRD. Why could this not be done at the intake point by someone else, so as to free the social worker?

Miss THOMPSON. Well, my understanding is that the social worker just works it out in general, and the computations are still worked out by the business office. Is this not true, Mr. Russo?

Mr. RUSSO. As far as the computations are concerned, yes.

Senator BYRD. Maybe you could have a social worker who would be the receptionist who would meet these people and who could refer them to other people? I am looking at this through a glass darkly, but I cannot understand why a social worker can only spend 20 percent of the time dealing with the people who need help.

APPLICATION OF THE 13-PERCENT INCREASE

Well, let us think about that. Now, you mentioned a moment ago the 13 percent and indicated that the social worker had difficulty in explaining the application of this increase to the recipient. Would you, for the record, explain how the 13 percent is determined?

Miss THOMPSON. The way we are applying the 13 percent at the present time it is being applied to the payment rather than to the grant. For example, if a family is eligible for a grant of let us say $100, and they have no resources, then the 13 percent would be applied to the $100 which means that their payment would be $113. If, on the other hand, another recipient whose grant averaged $100 had $20 in resources, the resources would be deducted and then the 13 percent would be computed on the $80 rather than on the $100. This is the difference. So that the 13 percent is applied to the payment, that is the grant minus the resources, rather than being applied to the grant.

Senator BYRD. Yes, we want to talk a little more about this later.

Now, we will develop this further to show why I think it is important that this procedure be followed. This time is short today, but we want to get into this further. I want the record to show what it would mean if it were followed according to the way that HEW would have you follow it.

Miss THOMPSON. And you understand Mr. Chairman, this is the way we are applying it, the way I explained it.

Senator BYRD. Yes, I do. Yes, I do, and you are applying it right.

Miss THOMPSON. Thank you.

Senator BYRD. We are going to show, just for the record, just what it would mean if it were applied the other way. We are going to go behind these figures and see that it makes quite a difference, not only in the cost of the program but also in the size of the case load. It would have the result of increasing the caseload if HEW had its way.

COST-OF-LIVING INCREASE

Now, we last year determined that the cost-of-living increase was 13 percent over and above what it was in 1959. What is the cost of living increase as of now?

Miss THOMPSON. Well, overall it is 17.8.

Senator BYRD. 17.8.

Miss THOMPSON. 17.5 in food and 16.2 in housing, 15.7 apparel—clothing.

Senator BYRD. 17.5 in food?

Miss THOMPSON. Yes, sir.

Senator BYRD. And last year it was 13.7, was it not, Mr. Herman?

Mr. HERMAN. That is the figure I recall; yes, sir.

Senator BYRD. We establish roughly a 13-percent increase. Would you supply at a later date the estimate of cost involved in again bringing this cost-of-living increase up to date?

Miss THOMPSON. Using the overall of 17.8?

Senator BYRD. No, ma'am; using the overall of 17.5.

Miss THOMPSON. Oh, I see.

Senator BYRD. Well, now what were we talking about last year?

Mrs. CHAMBERS. It was a combined total.

Senator BYRD. But we did not meet the overall of 13.7 and we made it roughly 13. See what kind of an increase would be involved, and what the estimated cost would be. As I said before, it rains alike on the just and on the unjust, and the ineligibles will collect the increase also, but, Mr. Rosin, go after these ineligibles.

Mrs. CHAMBERS. On an annual basis, sir?

Senator BYRD. What do you mean by "on an annual basis"?

Mrs. CHAMBERS. How much would it cost for 1968 for the full year or for 9 months' funding?

Senator BYRD. Compute it on the basis of 9 months.

TIME SPENT BY SOCIAL WORKERS IN THE HOME

Senator BYRD. I want to read one sentence from the fiscal year 1963 committee report. This is on the time spent by social workers in the home. "The GAO also advised that less than 15 percent of the social worker's time was spent outside the office. This would indicate insufficient time to properly conduct material elements and clarification of recipients continuing eligibility for relief."

GAO there was addressing itself in the main to the high percent of ineligibility that was found in some of the caseloads. It would seem that this point was very well taken, and that more of the social worker's time should be spent outside the office.

At that time, 5 years ago, social workers spent about 15 percent of the time outside the office. Now it is up to 20, I believe.

Miss THOMPSON. 21.

EMERGENCY CERTIFICATION FOR FOOD STAMPS

Emergency certification can be given in the office within a short time after the person is seen, but in every case *all* eligibility requirements have been *verified*. The Plan of Operation clearly sets forth that *no* situation warrants certification without establishing eligibility.

Certification for non-public assistance cases can be made for three (3) to six (6) months depending upon the stability of a situation. Unstable case situations are not opened for continuing participation but are reviewed each month for all eligibility requirements before a certificate can be issued for that month.

Public Assistance cases are certified without an established review period but are controlled by case action reported by the Public Assistance Division.

SUBCOMMITTEE RECESS

Senator BYRD. All right, the subcommittee will stand in recess until tomorrow morning at 10 o'clock.

(Thereupon, at 11:55 a.m., Friday, June 23, 1967, the subcommittee was recessed, to reconvene at 10 a.m., Saturday, June 24, 1967.)

DISTRICT OF COLUMBIA APPROPRIATIONS FOR FISCAL YEAR 1968

SATURDAY, JUNE 24, 1967

U.S. SENATE,
SUBCOMMITTEE OF THE COMMITTEE ON APPROPRIATIONS,
Washington, D.C.

The subcommittee met at 10:05 a.m. in room S–126, the Capitol, Hon. Robert C. Byrd (chairman) presiding.

Present: Senator Byrd.

DISTRICT OF COLUMBIA

DEPARTMENT OF PUBLIC WELFARE

STATEMENT OF MISS WINIFRED THOMPSON, DIRECTOR; ACCOMPANIED BY MRS. JULIANNA K. CHAMBERS, BUDGET OFFICER, DEPARTMENT OF PUBLIC WELFARE; A. R. ROSIN, CONTROLLER; ALBERT P. RUSSO, DEPUTY DIRECTOR FOR FAMILY AND CHILDREN SERVICES; AND WILLIAM GALVIN, CHIEF, INVESTIGATIONS AND COLLECTIONS OFFICE

NET SAVINGS

Senator BYRD. The subcommittee will come to order.

Mr. Galvin, yesterday you indicated the savings that resulted from the investigations. You also indicated the amount of moneys that you had collected for overpayments.

Now, would you add these, please, and then subtract this from the cost of your operation. Let's see what kind of a figure we get.

Mr. GALVIN. We had $923,041 from cash collections, and $119,994 from juvenile court collections for a total of $1,042,990. We had $2,693,238 savings from investigations. This gives us a grand total of $3,736,228.

Our total obligations, Federal and local, were $1,234,013, in 1966. The savings on this would be $2,482,215.

If we relate only the direct appropriation against the total. We would deduct from the $3,736,220——

Senator BYRD. Well, you have gone far enough. You have answered my question.

The savings, after all local and Federal costs have been paid, were $2.482,215, is that correct?

Mr. GALVIN. Yes, sir.

Senator BYRD. And of course that doesn't count the services which are performed by your office, and which cannot be translated into dollars.

Mr. GALVIN. That is correct, sir.

FUNCTIONS OF OFFICE OF INVESTIGATIONS AND COLLECTIONS

Senator BYRD. I believe you, for the record yesterday—you stated the various duties, functions, and responsibilities of your office.

Mr. GALVIN. Yes, sir. I left out a couple. But I gave most of them.

Senator BYRD. You left out a couple. What are they?

Mr. GALVIN. I have here a functional statement on all functions of our office. In our investigations, for example, we are responsible not only for the location of missing relatives of public assistance clients, based on requests for social service, but we are also responsible for locating all missing persons of interest to the Department. We are not only responsible for reviewing and establishing the existence, value and status of financial resources of applicants and recipients of public assistance, but we also do this for applicants and residents of District of Columbia Village.

We not only file the requests for probate and estate claims, but we also request appointment of administrators and guardians for residents and wards of the Department who need this type of financial assistance.

We also review wills on behalf of the Department.

FUNCTIONAL STATEMENT

Senator BYRD. Perhaps you would like to submit that functional statement for the record.

(The material follows:)

OFFICE OF INVESTIGATIONS AND COLLECTIONS

PURPOSE

The Office of Investigations and Collections is responsible directly to the Director of the Department of Public Welfare. This office is the central collection and special investigation agency for the Department. It assumes the Department's responsibility for assuring the maximum benefits and protection to the community, to the Department, and to the clients of the Department; and assures that Federal and District monies are properly used for the purposes for which they were appropriated, and that the Department is operating according to laws and regulations covering this phase of its program.

FUNCTIONS

1. Responsible for reviewing of and establishing the existence, value and status of financial resources of applicants and recipients of Public Assistance and of applicants and residents of D.C. Village.

2. Responsible for the investigation of public assistance clients based on requests from social service, complaints or OIC selection to establish such facts as are pertinent to eligibility, and for the location of all missing persons who are of interest to the Department.

3. Responsible for the recovery and restitution of Federal and District funds for care provided by the Department, and such other recoveries of grants and payments as are provided for by law, either through the exercise of such authority as is granted by laws and regulations, or by legal recourse, civil or criminal, through the appropriate courts in such areas as Small Claims, Estate

Claims, Relative Responsibility, Fraud, Delinquent Accounts, judgments, and any and all such legal recoveries due the Department.

4. Responsible for the control, computation, validation and collection of all overpayments and determination as to their referral for legal action to the Office of the Corporation Counsel.

5. Serves as a key advisor to the Director and to the Department on matters of finance, support and legal proceedings.

6. Reviews all policies and proposed policy changes, including Directives and Commissioners' Orders, of the Department, and proposes such policies or policy changes as are pertinent and applicable.

7. Files all probates and estate claims, requests appointment of administrators and guardians, reviews wills on behalf of the Department.

8. Responsible for the collection and accountability of all non-appropriated funds of the Department, except donations and grants.

9. Serves as fiduciary for wards of the Department.

10. Responsible for preparing briefs, warrants, summonses and subpoenas for court action by the Corporation Counsel and for interviewing witnesses for trials, for administering small claims cases for the Department, and for Departmental contact and coordination with Legal Aid representatives and other attorneys on such matters.

11. Responsible for initiating and following through to final decision, court action in criminal cases and other actions of law or violation of law affecting the Department; for filing complaints and representing the Department with the courts for Public Assistance applicants and recipients and for other components of the Department, as applicable.

12. Reviews, assigns, files claims on, and releases insurance and serves as advisor on insurance to clients and staff of the Department; reviews, executes liens, authorizes expenditures for, and collects on sale of real property and serves as advisor to clients on retention, sale or disposal of real property.

13. Responsible for making, amending, increasing, reducing, adjusting, suspending or canceling all agreements to pay made by individuals with the Department for monies expended by the Department and for applying for, receiving, collecting and/or contracting statutory benefits and other funds of wards and residents of the Department.

14. Responsible for burial of deceased District of Columbia residents who are eligible for burial at public expense.

15. Evaluates action taken by other components of the Department on OIC investigation and other reports to assure that established policies are properly and uniformly applied and in accordance with the reports rendered.

PROBLEMS CREATED BY 13-PERCENT INCREASE

Senator BYRD. I believe you said yesterday your office was responsible for the computation of the 13 percent increases in the payments, is that correct?

Mr. GALVIN. We are responsible only if it relates to an overpayment.

Senator BYRD. I see. Only as it relates to overpayments. Now, does it create any problems for you in regard to overpayments?

Mr. GALVIN. Well, the 13 percent has created problems within the agency. Every new program would create a problem in dealing with the budget.

There was a Commissioners' order based on the understanding that the Department had as to what Congress wanted to apply the 13 percent, and getting the items completely organized and properly in the budget has created some overpayments due to the 13 percent. Some items were included which shouldn't have been, and others excluded which should not have been. This has been straightened out and the proper method is now in effect.

Senator BYRD. So there have been some overpayments as a result?

Mr. GALVIN. Yes, sir, there have been some.

Senator BYRD. Are there continuing to be overpayments because of this misunderstanding?

Mr. GALVIN. Not merely misunderstanding about the 13 percent, but misunderstanding of the budget itself. There are continuing to be mistakes in the 13-percent area, sir.

One of the primary reasons is that when you compute an overpayment, you must go back and redo the budget as it should have been. This is not always done.

Senator BYRD. Go back and redo the budget?

Mr. GALVIN. As it should have been at the time the overpayment occurred.

COMPUTATION INVOLVED IN CHANGES

For example, if the overpayment occurred prior to December 31, 1966, it would not have the 13 percent in it. If it occurred after January 1, 1967, it is possible that the overpayment is actually larger because of the 13 percent. If I could give you an example—a juvenile court payment, instead of coming to the Department, is sent in error directly to the recipient. The juvenile court payment is $17, and is a resource. If this were unknown to the Department, what would happen is instead of deducting $17 from the budget needed, we would have given $17 plus 13 percent. The woman has received a check for $17 from juvenile court. She assumes that if she has to repay it, she only has to repay $17. But this is not true. The Department has given her more than $17. When you recompute the budget, you are actually taking about more money.

COMPUTATION OF THE 13-PERCENT INCREASE

Senator BYRD. How do you compute the 13-percent increase?

Mr. GALVIN. If I could give you some figure, I think it might be easier.

Senator BYRD. All right.

Mr. GALVIN. You take your basic personal requirements, and let's say this is——

Senator BYRD. What do you mean by "basic personal requirements"?

Mr. GALVIN. This is food and allowances for clothing, incidentals. Let us assume that that is $175. You add——

Senator BYRD. Can't you give a clear statement of just how you do this without using an example at this point?

Mr. GALVIN. Yes, sir. You take your budget deficit to which you add the 13 percent.

Senator BYRD. Budget deficit.

Mr. GALVIN. Your budget deficit.

Senator BYRD. Now, what does that mean?

Mr. GALVIN. That is your need minus your resources.

Senator BYRD. Need minus the resources.

All right.

Now, what is the need? What do you mean by that?

Mr. GALVIN. Your need is the standard that has been set up by the Board of Commissioners. It includes food, clothing, and allowances, all of which is called BPR, and shelter. This is the——

Senator BYRD. That is the need.

Mr. GALVIN. That is your need.

Senator BYRD. Need is the food, clothing, and shelter?

Mr. GALVIN. That is right, sir.

Senator BYRD. All right. Now, you say the budget deficit is that factor minus the resources.

Mr. GALVIN. You take from your need your resources, and this gives you your budget deficit.

Senator BYRD. Then you multiply the budget deficit by 13 percent.

Mr. GALVIN. That is right, sir. The only time that you would adjust it would be in case you had to give back an underpayment from a prior month.

Senator BYRD. You are getting me confused now. I want to understand the simple elements in this first.

All right.

Start out with the need.

Mr. GALVIN. Your need minus your resources.

Senator BYRD. Let me say what I think you have said.

Start out with the need.

Mr. GALVIN. That is right, sir.

Senator BYRD. The need is that figure which is represented by food, clothing, shelter. Am I right thus far?

Mr. GALVIN. That is right, sir.

Senator BYRD. And then you would substract from that figure whatever the resources are.

Mr. GALVIN. That is right, sir.

Senator BYRD. Meaning part-time employment, social security, and so forth.

Mr. GALVIN. That is right, sir.

Senator BYRD. Then the resulting figure is the figure of which we would take 13 percent.

Mr. GALVIN. That is right. The resulting figure is your budget deficit.

EFFECTS OF HEW COMPUTATION METHOD

Senator BYRD. I take it, then, that HEW would have you compute this on the basis of 13 percent of the need, forgetting the resources.

Mr. GALVIN. That is right, sir.

Senator BYRD. All right.

Now, are we right thus far, Miss Thompson?

Miss THOMPSON. Yes.

Senator BYRD. Mr. Russo?

Mr. RUSSO. Yes, sir.

Senator BYRD. All right. Now, give us the example so we can better understand it. I indicated yesterday that not only would the procedure suggested by HEW result in increased money payments, but that it would also result in an increased caseload.

Now, let's see if this is correct.

Proceed with your example.

Mr. GALVIN. If you were allowed for food and shelter $175—we call this BPR.

Senator BYRD. That is basic personal requirements.

Mr. GALVIN. Yes, sir. We add to that a shelter allowance of, let us say, $75.

Senator BYRD. All right.

Mr. GALVIN. This would give you a total need of $250. So in relation to the family that we are now speaking about, if their needs were $250 or more, they would not be eligible for public assistance.

Senator BYRD. You mean if their resources were $250.

Mr. GALVIN. That is right, sir.

Senator BYRD. The need is $250.

Mr. GALVIN. Yes, sir. If their resources were $250 or more, they would not be eligible.

BUDGET DEFICIT

Senator BYRD. All right. Let's say the resources are $250. So this cancels out the need. Is that correct?

Mr. GALVIN. By the way we are doing it; yes, sir. This cancels out the need.

Senator BYRD. All right. So the so-called budget deficit, I believe you referred to it, as the budget deficit—the need minus the resources. So that would be zero. And multiply that by 13 percent and you get zero.

I follow you thus far.

Mr. GALVIN. If you took the same set of facts, and applied the 13 percent——

Senator BYRD. All right—the same set of facts meaning what?

Mr. GALVIN. $175 for food and $75 for shelter, for a total need of $250. If you multiplied that by 13 percent——

Senator BYRD. Which would be HEW's way of doing it—am I correct?

Mr. GALVIN. Yes, sir.

Senator BYRD. All right.

Mr. GALVIN. That would amount to $32.50. This would be rounded off to $33. So your need would be $273.

Senator BYRD. $283.

Mr. GALVIN. I am sorry—$283.

Senator BYRD. All right. And again assuming the same set of facts—where do the resources come in?

Mr. GALVIN. That is what I was just saying, sir. If we assume the same set of facts on resources of $250, this family would be eligible for $33.

Senator BYRD. $250 resources. And the family would then be eligible for $33 payment.

Mr. GALVIN. Yes, sir.

Senator BYRD. What do you call that? Is that what you call the budget deficit at that point?

Mr. GALVIN. That would be the budget deficit.

Senator BYRD. You have not finished yet, have you?

Mr. GALVIN. This was one example, sir.

Senator BYRD. All right.

Mr. GALVIN. I could give you another one.

Senator BYRD. May I just study this one for a moment.

What you have shown here is this. You take a family whose food and clothing needs, which represent the basic personal requirements, amount to $175, and whose shelter requirements amount to $75. These figures add up to a total of $250, which represents the need, in either case.

Mr. GALVIN. That is right.

Senator BYRD. Now, if we apply the procedures which are being followed by your department, in this instance if there are $250 in resources, the resources are subtracted from the need, leaving a figure of zero which represents the budget deficit. Consequently, the 13 percent of the budget deficit comes out zero, the family gets no more money as

a result of the 13 percent and as a matter of fact it doesn't even go on welfare, is that right?

Mr. GALVIN. That is right.

Senator BYRD. All right.

Now, in the same situation, under the HEW proposal, it would be like this—$175 for the basic personal requirements, and $75 for shelter. That makes a total of $250 need. At that point you would apply the 13 percent, and you would come out with $33, which would be added to the need figure, making a total of $283. If the family has $250 in resources, that leaves a budget deficit of $33. So whereas under your procedures the additional cost to the Department would be zero, and no recipient on the caseload because the resources canceled out the need—in this situation, under HEW's procedures, there would be an additional family on the caseload at a cost of $33.

Mr. GALVIN. That is right.

PROCEDURE FOLLOWED BY DEPARTMENT

Senator BYRD. If a portion of the $250 represents social security or a retirement annuity check, the 13 percent is added to such resources. In fact, a cost of living increase has already been added to the retirement check under the law.

Miss Thompson nods her head in agreement.

Let me see now if I can put it in simple form.

The procedure which the Department is following is that of applying the 13 percent increase to the budget deficit. Is that correct?

Miss THOMPSON. You can call that a budget deficit, yes. We understand it better if that is considered the payment.

Senator BYRD. Put it another way.

The procedure the Department is following is to apply it to that figure (budget deficit) which results from the computation of the BPR—food, clothing, plus the rent factor, which represents the need minus the resources.

Miss THOMPSON. That is right.

Senator BYRD. Let me say it again.

The procedure which you follow is this. The BPR, which represents food, and clothing, is added to shelter—and there may be some other small factors.

Miss THOMPSON. Contingency items and so forth.

Senator BYRD. OK, all right. Now, let's explain this. Mr. Galvin shakes his head "No."

MAKEUP OF GRANT

Miss THOMPSON. Well, Mr. Chairman, food, clothing, contingency items, shelter, the things that we are talking about constitute the grant.

Senator BYRD. They don't constitute the grant, because your resources have not been taken out.

Miss THOMPSON. No. But these things make up the grant, what we call the grant.

Senator BYRD. They make up the need.

Miss THOMPSON. Well, the grant is the need.

Senator BYRD. No. The resources have not been taken out.

Miss THOMPSON. Minus the resources.

Senator BYRD. Minus the resources.

Miss THOMPSON. And this becomes the payment, the net payment.

Senator BYRD. All right. Now, let's talk in terms that we all understand.

Miss THOMPSON. All right.

Senator BYRD. Let's start out again.

Food, clothing——

Miss THOMPSON. Shelter.

Senator BYRD. Let's take it as we started. The BPR—that is the food and clothing.

Miss THOMPSON. Personal household needs—becomes the BPR.

Senator BYRD. All right.

Miss THOMPSON. Then in addition to that, you have rent, heat and fuel, utilities, refrigerator.

Senator BYRD. What do you mean by refrigerator—electricity?

Miss THOMPSON. Yes, and shelter.

Senator BYRD. We already put that in as rent.

Miss THOMPSON. That makes the maximum grant.

INTERPRETATION OF "NEED"

Senator BYRD. To me that makes the maximum need.

Miss THOMPSON. All right. The grant and need are the same.

Senator BYRD. To me the grant is what the recipient receives.

Miss THOMPSON. All right.

Senator BYRD. To me it does.

Miss THOMPSON. Yes. Need determines the grant.

Senator BYRD. All right.

So that represents need.

Then under your procedure, you subtract from that the resources.

Miss THOMPSON. That is correct.

Senator BYRD. Whatever figure you have then, you multiply by 13 percent.

Miss THOMPSON. That is right. That is the way we do it.

Senator BYRD. That is the way I thought would be correct. Now, Mr. Galvin, do you find anything wrong with that?

Mr. GALVIN. Miss Thompson, would you mind repeating what you said because I think you said two different things. I am just trying to get it clear. Are we saying now that you have food, clothing, plus shelter gives you need, and need minus the resources gives us a budget deficit. This is to what we apply the 13 percent?

Miss THOMPSON. That is correct. We are just using different terminology. But it is the same.

Mr. GALVIN. To this amount you would add the contingency items, to give them the check.

Miss THOMPSON. You add your contingency items before you deduct your resources. That is still part of your need factor.

Senator BYRD. Mr. Russo, how do you view this? We have two here who are slightly in disagreement.

Mr. RUSSO. I think Mr. Galvin's—Mr. Galvin and Miss Thompson I think are saying the same thing, Mr. Chairman.

We do apply under our present method the 13 percent, once we establish what Mr. Galvin has referred to as the budget deficit, which is need as determined by the application of the Commissioners' stand-

ards of need, minus resources. We apply the 13 percent to the budget deficit.

If I may add, sir, under the position that HEW is taking, they are proposing that the 13 percent be added to the Commissioners' standards. One of their objections, sir, is that under our present——

Senator BYRD. Well, let's don't get into that field now.

Miss THOMPSON. Mr. Russo, I think the only place Mr. Galvin and I are differing in the way we are explaining it is where are the contingency items added.

Senator BYRD. That is it. Now, Mr. Russo, for once, stay on the track. At this point I don't care what HEW's objections are. What I want to do is to be sure that we understand what your Department is doing, and what the intent of the Congress is, and that is where we are going to stay, regardless of HEW's objections.

CONTINGENCY ITEMS

Mr. RUSSO. The question was raised, I think, on the contingency items.

Miss THOMPSON. Right. Where are they added.

Mr. RUSSO. The contingency items are a part of the need. The recipient's need.

Miss THOMPSON. So that is part of determining the grant.

Mr. RUSSO. But they are subtracted, because the contingency items represent fixed charges—they are substracted from the amount of the budget deficit. Then the 13-percent increase is added to the budget deficit, and then the contingency items are restored after the 13 percent has been applied. We are not applying the 13-percent increase to contingency items, because they represent fixed charges.

Senator BYRD. So then who is——

Miss THOMPSON. Mr. Galvin is correct. I stand corrected.

Senator BYRD. All right.

Now, Mr. Galvin, Miss Thompson says you are correct. Now, can you explain it so I can understand it?

Mr. GALVIN. I would like to state one point. The reason that I explained it this way is so that no one would be confused about the 13 percent. I did not intend to confuse Miss Thompson.

Let me explain actually how it is done, and then let me go back to the simple method that I am taking about.

Senator BYRD. I think if you give us an example, at least I can understand it a little better.

Mr. GALVIN. Let me go through the way it is done in the Department, the way it has to be done because of the budget. But the way I was explaining what actually is done is a much simpler way.

Senator BYRD. If you are going to compute the overpayments you have to know, and if you are wrong, the overpayments are being computed wrong, is that right?

DETERMINATION OF AMOUNT GOING TO RECIPIENT

Mr. GALVIN. Yes. I was not talking about the check that goes to the recipient. This is what most people talk about.

Let me explain how we determine the amount of the check that goes to the recipient.

You take food and shelter of $250. You deduct from that your resources, and in the example—let's use a different example. Let's use $100 as resources.

Senator BYRD. That comes off the $250.

Mr. GALVIN. That would come off the $250. This would give us $150. From that, if there were an overpayment deduction being taken out of the grant, let us say this is $10—that would be a minus figure. So that is $150 minus $10, which gives us $140.

If there were an underpayment——

Senator BYRD. Wait a minute. Do you mind just staying with overpayment.

Mr. GALVIN. I am explaining the whole budget so that you can see the complications and why I did not go into this. I was trying to make it simple. We were discussing only the 13 percent.

Senator BYRD. OK.

Mr. GALVIN. You have an underpayment. Let us say that the underpayment that we have to repay is $5. So that gives us $145.

Senator BYRD. OK.

Mr. GALVIN. You have contingency items. Let us say this contingency item we are talking about is transportation. We are paying taxicab fare of $2.50 back and forth four times a month, or $10.

Senator BYRD. This is taxicab fare where?

Mr. GALVIN. To the hospital. The client is unable to use public transportation, and must take a taxi.

Senator BYRD. OK. Ten dollars.

Mr. GALVIN. This gives us $155.

Senator BYRD. You add that.

Mr. GALVIN. You add this.

Senator BYRD. All right.

Mr. GALVIN. This is the figure that the social worker has on her P–4 which is the authorization that she signs. This goes to the data processing unit. The data processing unit, to compute the 13 percent, takes $155, deducts from that the contingency items——

Senator BYRD. Which are——

Mr. GALVIN. $10 for transportation.

Senator BYRD. $10 for transportation?

QUESTION OF OVERPAYMENT

Mr. GALVIN. That is right. This is $145. Adds back the overpayment, which is $10.

Senator BYRD. I thought you said it was an underpayment.

Mr. GALVIN. No, sir, I am not talking about the underpayment.

Senator BYRD. This is where you got me off the track.

Mr. GALVIN. I am sorry. First we had $150 budget deficit. So we took from that a $10 overpayment. That gives us $140. We added to that a $5 underpayment, which gave us $145. I am talking now about only the overpayment.

Senator BYRD. I see. All right.

Mr. GALVIN. We add back the overpayment, and this gives us $155. This is the figure that data processing uses to compute the 13 percent. One hundred and fifty-five dollars times 13 percent would be $10.15. So we would add $10—we round it off to the nearest dollar.

Senator BYRD. Wait a minute. Thirteen percent of $155 is not $10. It is about $20, isn't it—at least in round figures.

Mr. GALVIN. Yes, that is right.

So this you would add—this $20 which is the 13 percent, you would add this to the budget figure that the social worker had computed of $155.

Senator BYRD. Making $175.

Mr. GALVIN. Which makes $175.

Senator BYRD. What about the $10 overpayment?

Mr. GALVIN. This is why I didn't want to confuse anybody, sir.

Senator BYRD. Well, you did. You subtracted the overpayment at first, from the $150, leaving $140. And then for some mystical reason, you brought in a $5 underpayment. I am not being critical of you. But you have to remember that I do not operate these data processing machines down there, and I have to just sort of think along the surface of this complicated formula.

One hundred and fifty dollars minus the $10 overpayment.

Mr. GALVIN. We can leave out the $5 if you want.

Senator BYRD. Well, I think we should.

Why would you have an overpayment of $10 and an underpayment of $5, anyway?

Mr. GALVIN. They are deducting an overpayment that has happened some time in the past, and during the time that they are deducting it, let's say the rent increased by $5, it was not put into the check for the prior month—this would be an underpayment of $5. But let us eliminate it.

Senator BYRD. Yes, let's eliminate that. We are all in agreement as to the correctness of the procedure by which Mr. Galvin indicated that the 13-percent increase would be applied, are we?

Miss THOMPSON. Yes, sir.

Mr. RUSSO. Yes, sir.

TABLE SHOWING RESULTS OF TWO FORMULAS

Senator BYRD. For the record, I want to put in this table of my own creation. I am putting into the record an improvised table which will indicate graphically the results of the application of the two formulas, using the same set of facts. The first is the formula being used by the Department of Welfare, the set of circumstances being these.

The BPR factor is determined to be $150. This added to shelter amounting to $50 equals $200. Resources in this hypothetical case amount to $200, which, when subtracted from the need factor, to wit, $200, leaves zero as the budget deficit. At this point the 13 percent would be applied by your Department, and the resulting figure is zero. Consequently the family is not on welfare.

On the other hand, under the same set of circumstances, and using the HEW formula, the $150 BPR would be added to $50 representing the shelter needs. The resulting figure of $200 represents the overall need. At this point, the 13-percent increase would be applied. The $26 resulting therefrom would be added to the $200, representing the need, making a total of $226.

It is only at this point that the resources in the amount of $200 are subtracted by HEW, leaving a figure of $26, which would repre-

sent the welfare payment, and which would bring this family into the welfare caseload.

In the first hypothetical case the family would not go on welfare, but in the second case the family would go on welfare at a cost of $26, to say nothing of the additional administrative cost.

(The material follows:)

The DPW formula (by Congressional intent):

BPR (food and clothing)	$150
Shelter	+50
Need	200
Resources	−200
Balance	0

Balance ($0) ×13%=$0 welfare payment.

Under the same circumstances, the HEW formula would work as follows:

BPR (food and clothing)	$150
Shelter	+50
Need	200

Need ($200) ×13%=$26. $200+$26=$226.

Adjusted need	$226
Resources	−200
Welfare payment	26

Senator BYRD. Well, there should not be any doubt now as to the fact that the Department of Public Welfare is proceeding in accordance with the intent of the Congress in allowing the 13-percent increase.

That is the way it should be.

EFFECT OF APPLICATION OF HEW FORMULA

By the way, do you have any way—can you indicate what might be the result to the caseload if the HEW formula were applied?

Miss THOMPSON. We have an estimate, Mr. Chairman, and the way we computed this estimate—we took the average resources for all of our cases, and the average resources worked out to about $17.

Mrs. CHAMBERS. There are two factors involved here, Mr. Chairman. One is that recipients presently on welfare would receive a larger payment, because they would get the 13 percent on total needs. Then there is a second factor—some families that now are not on the welfare rolls would be eligible, but their payments would be small, reasonably small. So we worked up each factor. The first one—we had a special run made of all actual resources of recipients on the February 1967 roll. Projecting the actual average resources by category to the budgeted caseload for 1968 would cost $23,600 per month, or an annual cost of $283,200.

That is the first factor—the people now on the rolls.

The second one, we had to make some assumptions. We took the 789 cases that were rejected in fiscal year 1966 because the resources were sufficient for need. We assumed 25 percent of these cases were borderline. They would have to be borderline to become eligible for welfare. On that assumption we came up with a caseload increase of about 200

a month, an average of 200 a month, for the year. And that would cost us——

Senator BYRD. Two hundred——

Mrs. CHAMBERS. Additional cases. That would cost us about $3,500 a month.

Senator BYRD. This would be in AFDC alone?

Mrs. CHAMBERS. No, this would be across the board, sir, because it would involve all categories.

I am sorry. The total cost of the program would be $325,000 for both items. The first item $23,600 a month and the second item $3,500 a month, for a total monthly cost of $27,100 for the combination of the two, and on an annual basis it would be $325,200.

Senator BYRD. Do you agree with this, Mr. Galvin?

Mr. GALVIN. As a very conservative figure, yes; however it doesn't take into consideration all the other people that could apply every time you increase your need allowance—a basis for assistance is the need. Every time you would increase this, say, $25—if your need went up from $175 to $200, you bring in a strata of people between $175 and $200—that could be thousands. If you went up to another level, let's say to $225, you would bring in another strata.

REASONS FOR INCREASED CASELOADS

This is actually one of the reasons for the increase in caseloads throughout the country. Your need has been increased, and also HEW is permitting the disregard of various income factors. For example, your first child can earn $50 a month and this is disregarded as a resource. Three children could earn $150 a month, and this would be disregarded as a resource. Your budget deficit would be higher. This very factor alone certainly has resulted in an increase to the caseloads throughout the country, and also in the District.

Senator BYRD. My desire, in proposing the 13-percent increase—my desire was to increase the check that the recipient gets by 13 percent, and all of the complicated details—such as excluding contingency items from the 13-percent increase—would be something that the Department would have to work out. And I think that is what you have done.

Miss THOMPSON. Yes, sir.

NUMBER OF NEGRO INVESTIGATORS

Mr. Galvin, how many of the investigators are Negro?

Mr. GALVIN. Mr. Chairman, I——

Senator BYRD. I believe you said you had 74 on board the other day, or 75.

Mr. GALVIN. We have 73 and one vacancy committed. This is as of May 31. He is now on board. Twenty are Negro, and 53 are white.

PRIOR EXPERIENCE

Senator BYRD. How many have had prior experience as investigators?

Mr. GALVIN. All except 26; 47, sir.

TURNOVER RATE

Senator BYRD. What is your turnover rate for investigators?

Mr. GALVIN. In our last year, we have had a turnover rate of 14 percent. Over the full period from July of 1962—34.5 percent.

Senator BYRD. Why did they leave?

Mr. GALVIN. Most of them go to other agencies or private industry, for promotion or better promotional opportunities.

AGE RANGE OF INVESTIGATORS

Senator BYRD. What is the age range, would you say, of your investigators?

Mr. GALVIN. Their median age is between 41 and 50. We have five investigators that are 25 to 30 years old; eight, 31 to 35; 13, 36 to 40 years: 17, 41 to 45 years; 15, 46 to 50 years; 11, 51 to 55 years; three, 56 to 60 years; and one over 60.

Senator BYRD. Now, you don't have any women investigators?

Mr. GALVIN. No, sir.

REASON FOR NO WOMEN INVESTIGATORS

Senator BYRD. Is there any reason for this, other than that they don't apply?

Mr. GALVIN. The conditions are extremely hazardous in some parts of the city to which we go. The working hours are quite extended and the working areas are in some very rough neighborhoods.

Senator BYRD. Social workers have to go into those neighborhoods.

Mr. GALVIN. During the day. There is quite a difference between day and night.

AID TO FAMILIES OF DEPENDENT CHILDREN

Senator BYRD. Now, heretofore you have described the activities with reference to the AFDC audit review. Suppose you bring this description up to date.

Mr. GALVIN. 1,258 cases were assigned to field investigations. Before they could be investigated four had been withdrawn, because the cases were closed.

We completed field investigations on 1,203. We have had 25 desk reviews made by the OIC evaluators on the cases. This makes a total of 1,228 reports that were sent to PAD. We have received 974 PAD decisions on these OIC reports and one returned and there were 253 reports still outstanding as of the date of this report, which was through February 28, 1967.

In the PAD final decisions, 296 cases were reported as closed subsequent to OIC review; this is 30.4 percent. Five cases, or 0.5 percent were closed by transfer. Seven cases, or 0.7 percent, were terminated, but remained open for assistance. And 666 cases or 68.4 percent, continued on assistance in the AFDC category.

IRREGULARITIES

Of the 666, 72 cases, or 7.4 percent, had no irregularities.

Senator BYRD. What percent?

Mr. GALVIN. 7.4 percent. There were 294 overpayments.

Senator BYRD. Pardon me. This would mean 92.6 percent had irregularities.

Mr. GALVIN. Yes, sir.

Senator BYRD. What do you mean by irregularities?

Mr. GALVIN. That the case was ineligible for financial assistance in the AFDC category, there was an overpayment or other type of action requiring a grant adjustment, or there was some action that had to be taken by the social worker that hadn't been taken.

Senator BYRD. It could be an underpayment also.

Mr. GALVIN. It could be an underpayment, yes, sir.

Senator BYRD. All right.

Mr. GALVIN. The 294 overpayments amounted to $114,519, for an average of $389.52 overpayment.

In the cases reported closed——

Senator BYRD. Pardon me. What about underpayments? May we have that at this point?

Mr. GALVIN. We don't have the underpayments.

Senator BYRD. Why don't you have them?

Mr. GALVIN. This is not reported back to us on a regular basis. There are very few cases.

Senator BYRD. All right.

ADDITIONAL STATISTICS ON AFDC CASES

Mr. GALVIN. In the 301 cases closed in the AFDC category, 22 of the recipients were white, and 279 were Negro. The average time on assistance was 63.2 months. The total monthly payments were $34,991. The principal reason for closing the cases was the recipient was employed. This was in 72 cases, or 23.9 percent.

The approximate amount expended in assistance payments to the recipients during the time that they were receiving it was $2,212,470.

Senator BYRD. What period of time are you covering here, Mr. Galvin?

Mr. GALVIN. The report is a report on the activity from March 1966 to February 1967, and we were covering the total figures, July 1963 through February 28, 1967.

Senator BYRD. All right.

Why don't you submit that for the record—would you please?

Mr. GALVIN. Yes, sir.

(The document follows:)

OFFICE OF INVESTIGATIONS AND COLLECTIONS AUDIT REVIEW—MARCH 1966–FEBRUARY 1967

The Audit Review Section assumes the full responsibility for the Audit Review phase of the Investigations and Collections Program by initiating a thorough intensive field investigation of Aid to Families of Dependent Children (AFDC) cases in the January 1, 1963 caseload and Aid to the Permanently and Totally Disabled (APTD) cases to determine the validity of the eligibility of each recipient.

The Section contributes to the efficient and economical administration of the Welfare Program and to the discovery of overpayments in assistance payments authorized.

SOURCE OF CASES FOR AFDC AUDIT REVIEW

The purpose of the AFDC Audit Review is to make a full field investigation of all cases in the AFDC caseload as of January 1, 1963, which are still on assistance in the AFDC category when selected for review and investigation.

The Office of Research and Statistics, Department of Public Welfare, was responsible for furnishing to OIC the total AFDC caseload as of January 1, 1963. This caseload included all active cases whether receiving financial assistance or not.

The January 1, 1963, AFDC caseload as adjusted totaled 4533 cases (Table I–A).

CONTROL OF PAD CASE CLOSINGS

OIC requested the Field Administrative Branch, Family and Children Services (FAB–FCS), to provide OIC with a notice of all AFDC case closings subsequent to January 1, 1963. Such notification serves to insure immediate cessation of OIC activities in situations in which PAD closed the case, either prior to OIC review and investigation or while OIC was investigating the case. To assure that OIC received all case closing notifications, OIC requested the Office of Research and Statistics to furnish OIC monthly a consolidated list of all AFDC closings reported by PAD to the Office of Research and Statistics.

SELECTION OF CASES FOR AFDC AUDIT REVIEW

The Investigations and Collections Officer or his designated representative reviews each case using guidelines furnished by the Office of Research and Statistics and other criteria to determine the cases to be investigated first.

The guidelines furnished by the Office of Research and Statistics at the request of OIC were based on their analysis of the AFDC Random Sample Investigation. The report of the Office of Research and Statistics was as follows:

"We have made an analysis of the length of time on assistance and age of the mother for those cases (AFDC Random Sample Investigation). It indicates that the highest proportion of cases which were closed during the investigative period were those which had been on assistance less than 3 years and in which the mother was under 40 years of age. Next were those cases in which the mother was on assistance for 3 years or more and under 40 years of age; third were those in which the mother was on assistance less than 3 years and was over 40 years of age; and fourth were those in which the mother was on assistance for 3 years or more and was over 40 years of age."

When a PAD case subject to audit review has been requested and received, it is assigned an OIC number. All OIC numbered cases are reviewed and scheduled by the OIC evaluator and analyzer and forwarded to the investigation section for full field investigations with the following exceptions:

A. Cases closed by PAD prior to OIC review and scheduling.

B. Cases where the OIC evaluator, through case record examination only, questions the eligibility of the recipient for assistance, returns the case record to PAD and PAD closes the case. This type of action is called an OIC Desk Review.

C. Cases selected for Quality Control. If the recipient continues on assistance after the quality control is complete, the case is then investigated by OIC.

AFDC AUDIT REVIEW ACTIVITY

A. Of the 4533 cases subject to AFDC Audit Review, 2083 cases (45.9 per cent) had been closed by PAD prior to review (Table I).

B. Fourteen hundred and forty-seven were reviewed by OIC.

C. Twelve hundred and fifty-eight (1258) cases were assigned to field investigations but four were subsequently withdrawn. Reasons for not assigning the balance of the cases received this period are enumerated in Schedule I–D.

D. Field investigations were completed on 1203 of the assigned cases, in addition 25 Desk Reviews were sent to PAD making a total of 1228 reports sent to PAD (Table III).

E. Final PAD decisions were received on 974 cases. There were 253 reports at PAD still awaiting final PAD action at the close of the reporting period.

F. The 974 PAD final decisions received show that 296 cases (30.4 per cent) were closed subsequent to review; five cases (0.5 per cent) were closed subsequent to review by transfer to another category of assistance; seven cases (0.7 per cent) had the assistance payment terminated but remained open for service only and 666 cases (68.4 per cent) were continued on assistance in the AFDC category. Only 72 cases (7.4 per cent) of the total decisions received showed no irregularities.

G. There were 294 overpayments reported in the PAD decisions received. The overpayments amounted to $114,519, an average of $389.52 per case (Table I).

H. Table IV shows the characteristics of the 301 closed cases. Twenty-two recipients were white and 279 were Negro. The average time on assistance was 63.2 months. The total monthly payments were $34,991—an average of $116.25 per case per month. The principal reason for closing was "Employed recipient", totaling 72 cases (23.9 per cent).

The approximate amount expended in assistance payments to recipients was $2,212,470.

PAD ACTIONS

Schedule II–C shows the characteristics of 68 cases for which PAD final decisions were received. The average number of days between the date of the OIC report and the date of the last payment was 33 days. The average number of days between the date of the OIC report and the date of PAD closing the case was 78 days. The average number of days between the date of the OIC report to PAD and the PAD notification to OIC of its final decision was 119 days.

The reports at PAD still awaiting PAD final decision are shown in Schedule II–A by the months OIC submitted them to PAD.

UNREPORTED PAD FINAL DECISIONS

There were 253 reports at PAD still awaiting PAD final action as of February 28, 1967. Assuming that for these unreported decisions the percentage of case closings were at the same rate (31.1 per cent) as reported for the first 44 months, there would have been a decrease of 78 cases in the AFDC caseload.

LACK OF ADDITIONAL OIC STAFF FOR OIC PROGRAMS

The APTD Audit Review Program was undertaken by OIC in mid-September 1963 and continued through June 1964. Staff was assigned from the AFDC Audit Review Program to handle this new program. The Intake Review was increased from 50 per cent field investigations to 100 per cent field investigation on a graduated basis starting in April 1964 and operating at 100 per cent by July 1, 1964. Staff was assigned from the AFDC Audit Review Program to handle this increased Intake Review Program. In November 1965 some staff was reassigned to Audit Review.

During the period July through December 1963, 463 AFDC Audit Review reports were sent to PAD. During the next fifteen months (January 1964 through March 1965) 273 reports were forwarded to PAD. From April 1965 through February 1966 only 131 reports were forwarded to PAD. During January to June 1964 the shift of staff to the APTD Audit Review accounted for two thirds of the decrease and the shift of staff to the Intake Review for the other third. From July 1964 to December 1965 the shift of staff to the Intake Review was the reason for the decrease in AFDC Audit Review Investigations.

With the present staff it will take approximately two years to complete the AFDC Audit Review.

RECOMMENDATIONS

It is recommended that—

1. Staff be added for OIC to conduct the APTD Audit of the APTD caseload of June 30, 1963 so that it will be completed in a reasonable time.
2. The Intake Review be conducted at 100 per cent field investigations.
3. Additional staff be approved to make these audit and intake reviews at the strength recommended.

Activity report

	Prior	Reported this period	Total
AFDC caseload on Jan. 1, 1963 (schedule I-A)	4,533		4,533
Closed by PAD prior to audit (schedule I-B)	1,881	202	2,083
Balance to be requested	2,652	(202)	2,450
Not requested	1,573	(702)	871
Requested (schedule I-C)	1,079	500	1,579
Closed prior to receipt and OIC numbering	16	6	22
Balance requested	1,063	494	1,557
Not received	1	109	110
Numbered	1,069	[1] 385	1,454
Numbered in error	7	0	7
Received	1,062	385	1,447
Not assigned for field investigations (scheduled I-D)	117	72	189
Assigned for field investigation	945	313	1258
Assigned, but not investigated	3	1	4
Balance for field investigation	942	312	1,254
Still under investigation	98	(47)	51
Field investigations completed (schedule I-E)	844	359	1,203
Overpayments:			
Number			294
Amount			$114,519
Average per case			389.52

[1] Current.

Caseload on January 1, 1963

May 1963, received 3 decks IBM cards of AFDC caseload as of Jan. 1, 1963 from Research and Statistics	4,482
May 17, 1963, received IBM card from Research and Statistics	1
Subtotal	4,483
May 23, 1963, received IBM cards from Research and Statistics	42
Subtotal	4,525
Deleted duplicate IBM cards	10
Subtotal	4,515
June 7, 1963, received IBM cards from Research and Statistics	19
Subtotal	4,534
Deleted duplicate IBM card	1
AFDC caseload, Jan. 1, 1963 as adjusted	4,533

Closings by PAD prior to audit

Memo Number	Memo dated	Number closed	Memo Number	Memo dated	Number closed
38	Mar. 31, 1966	16	47	Jan. 30, 1967	12
39	May 2, 1966	15	48	....do....	11
40	May 27, 1966	16	49	Mar. 1, 1967	12
41	June 28, 1966	22			
42	Aug. 2, 1966	9	Total		203
43	Aug. 30, 1966	23	Cancellation of closings reported	Oct. 3, 1966	1
44	Oct. 3, 1966	19			
45	Nov. 9, 1966	11	Total closings		202
46	Dec. 9, 1966	37			

Requested

Memo number	Memo dated	Number requested	Memo number	Memo dated	Number requested
22	Mar. 22, 1966	50	29	Dec. 22, 1966	50
23	Apr. 5, 1966	50	30	Jan. 4, 1967	50
24	May 2, 1966	25	31	Mar. 6, 1967	50
25	May 3, 1966	25	32	Mar. 8, 1967	50
26	May 4, 1966	50			
27	Sept. 2, 1966	50	Requested through Mar. 8, 1977		500
28	Sept. 3, 1966	50			

Reasons not assigned for field investigation

Reasons not assigned for field investigation:	
Closed by PAD prior to review	35
Terminated prior to review	5
In Hayes Training Center	3
Subsequent to OIC numbering, found to be:	
Numbered in error	2
Closed desk review	2
Total completed	47
Not yet scheduled by evaluators	28
Eligibilty questioned, desk	5
Total pending	33
Total not assigned	80
Reported prior: Not yet scheduled by evaluators	8
Grand total	72

Investigations completed by month

	Field investigations	Desk review	Total
1966			
March	19	0	19
April	17	1	18
May	27	1	28
June	30	0	30
July	26	0	26
August	40	0	40
September	40	0	40
October	32	0	32
November	30	0	30
December	25	0	25
1967			
January	31	0	31
February	42	0	42
Total	359	2	361

Reports submitted to PAD

	Field	Desk	Total
Reports to PAD, February 1966	81	0	81
Reports submitted to PAD this period	359	7	366
Total	440	7	447
Returned from PAD, closed prior	0	0	0
Balance	440	7	447
Reports at PAD awaiting decisions (schedule A)	248	5	253
PAD final decisions received	192	2	194
Dirposition of PAD final decisions:			
Closed subsequent to review	65	2	[1] 34.6
Closed subsequent to review by transfer to another category of assistance	1	0	[1] 0.5
Payment terminated, open for service only	2	0	[1] 1.0
Continued on assistance in AFDC category with money payments	124	0	[1] 63.9
Payment adjusted (GA)	38		[1] 19.6
Administrative action	70		[1] 36.1
No irregularities	16		[1] 8.2

[1] Percent.

Reports at PAD awaiting decision

The reports at PAD awaiting decision were submitted during the following months:

	Field investigations	Desk reviews	Total
1963			
October (1)	1	0	1
1964			
April	1	0	1
November (1)	1	0	1
1965			
January	1	0	1
March	1	0	1
April	1	0	1
May (1)	4	0	4
June (1)	2	0	2
December	1	0	1
1966			
January	3	0	3
March (1)	8	0	8
April (2)	4	0	4
May (2)	10	0	10
June (1)	12	2	14
July	10	0	10
August (4)	22	0	22
September (1)	22	1	23
October (2)	21	0	21
November	25	1	26
December	25	0	25
1967			
January	31	1	32
February	42	0	42
Total (17)	248	5	253

NOTE.—Figures in parentheses denote the number of cases on which a reply has been received from PAD and either OIC has requested clarification or PAD has requested additional information.

Characteristics of closed cases

Characteristics of closed cases	68
A. Race:	
White	5
Negro	63
B. Months on assistance	5,978
Average months on assistance	87.9
C. Total monthly payments	$10,357
Average monthly payment	$152.31
D. Approximate amount of money expended in assistance payments to recipients	$910,509
Estimated Federal share	546,305
Estimated local share	364,204
E. Reasons for closing:	
1. Income sufficient to meet needs	6
2. Employed recipient	21
3. Employed parent in home	3
4. AFDC parent returned home	4
5. No child in home	5
6. Continuous absence not established	4
7. Receipt of statutory benefits (OASDI, etc.)	7
8. Inability to establish need	0
9. Employable	3
10. Withdrew	13
11. Loss of contact	0
12. Refusal to comply with agency regulations	0
13. Loss of residence eligibility	1
14. In public institution	0
15. Transferred to another category of assistance	1

Flow of work of closed cases

Characteristics of closed cases for which PAD final decisions were received in current reporting period:

A. Number of cases	68
B. Number of days from the date of the OIC report to the date of the last payment	2,272
Average number of days per case	33
C. Number of days from the date of the OIC report to the date of the case closing	5,316
Average number of days per case	78
D. Number of days from the date of the OIC report to PAD and the date of the PAD notification to OIC of its final decision)PA–315)	8,097
Average number of days per case	119

Cases open for service only

Characteristics of cases, payment terminated, open for service only	2
A. Race:	
White	0
Negro	2
B. Months on assistance prior to termination of payment	114
Average months on assistance with payment	57
C. Total monthly payments	$267
Average monthly payment	$134
D. Approximate amount of money expended in assistance payments to recipients	$15,272
Estimated Federal share	9,163
Estimated local share	6,109
E. Reason for termination of payment: Recipient employed	2

Reports submitted to PAD, July 1963–February 1967

	Field	Desk	Total	Percent
Reports submitted to PAD	1,203	25	1,228	
Returned from PAD, closed prior	0	1	1	
Balance	1,203	24	1,227	
Reports at PAD awaiting decisions (schedule II–A)	248	5	253	
PAD final decisions received	955	19	974	100.0
Disposition of PAD final decisions:				
Closed subsequent to review	278	18	296	30.4
Closed subsequent to review by transfer to another category of assistance	5	0	5	.5
Payment terminated, open for service only	6	1	7	.7
Continued on assistance in AFDC category with money payments	666	0	666	68.4
Payment adjusted (GA) 220				(22.6)
Administrative action 374				(38.4)
No irregularities 72				(7.4)

Characteristics of Closed Cases, July 1963–February 1967

Characteristics of closed cases	301
A. Race:	
White	22
Negro	279
B. Months on assistance	19,032
Average months on assistance	63.2
C. Total monthly payments	$34,991
Average monthly payment	$116.25
D. Approximate amount of money expended in assistance payments to recipients	$2,212,470
Estimated Fedral share	$1,327,482
Estimated Local share	$884,988
E. Reasons for closing:	
1. Income sufficient to meet needs	19
2. Employed recipient	72
3. Employed parent in home	25
4. AFDC parent returned home	12
5. No child in home	28
6. Continuous absence not established	28
7. Receipt of statutory benefits (OASDI, etc.)	19
8. Inability to establish need	16
9. Employable	15
10. Withdrew	40
11. Loss of contact	3
12. Refusal to comply with agency regulations	14
13. Loss of residence eligibility	3
14. In public institution	2
15. Transferred to another category of assistance	5

Senator BYRD. Could you submit the same information for the period subsequent to January 1966, let's say?

Mr. GALVIN. Yes, sir.

(The information follows:)

AUDIT REVIEW—APRIL 1965–FEBRUARY 1966

The Audit Review Section assumes the full responsibility for the Audit Review phase of the Investigations and Collections Program by initiating a thorough intensive field investigation of Aid to Families of Dependent Children (AFDC) cases in the January 1, 1963 caseload, General Public Assistance (GPA) cases in the January 1, 1963 caseload, and permanently and Totally Disabled (APTD) cases to determine the validity of the eligibility of each recipient.

The Section contributes to the efficient and economical administration of the Welfare Program and to the discovery of overpayments in assistance payments authorized.

SOURCE OF CASES FOR AFDC AUDIT REVIEW

The purpose of the AFDC Audit Review is to make a full field investigation of all cases in the AFDC caseload as of January 1, 1963, which are still on assistance in the AFDC category when selected for review and investigation.

The Office of Research and Statistics, Department of Public Welfare, was responsible for furnishing to OIC the total AFDC caseload as of January 1, 1963. This caseload included all active cases whether receiving financial assistance or not.

The January 1, 1963, AFDC caseload as adjusted totaled 4533 cases (Table I).

CONTROL OF PAD CASE CLOSINGS

OIC requested the Field Administrative Branch, Family and Children Services (FAB-FCS), to provide OIC with a Form PA-3 notice of all AFDC case closings subsequent to January 1, 1963. Such notification serves to insure immediate cessation of OIC activities in situations in which PAD closed the case, either prior to OIC review and investigation or while OIC was investigating the case. To assure that OIC received all case closing notifications, OIC requested the Office of Research and Statistics to furnish OIC monthly a consolidated list of all AFDC closings reported by PAD to the Office of Research and Statistics.

SELECTION OF CASES FOR AFDC AUDIT REVIEW

Selection of cases for field investigation is based on Departmental operations in other Divisions of the Department. The Director of Public Welfare authorizes which groups of cases may be investigated.

Within the groups approved by the Director of Public Welfare, the Investigations and Collections Officer or his designated representative reviews each case using guidelines furnished by the Office of Research and Statistics and other criteria to determine the cases most likely to be ineligible and to be investigated first.

The guidelines furnished by the Office of Research and Statistics at the request of OIC were based on their analysis of the AFDC Random Sample Investigation. The report of the Office of Research and Statistics was as follows:

"We have made an analysis of the length of time on assistance and age of the mother for those cases (AFDC Random Sample Investigation). It indicates that the highest proportion of cases which were closed during the investigative period were those which had been on assistance less than 3 years and in which the mother was under 40 years of age. Next were those cases in which the mother was on assistance for 3 years or more and under 40 years of age; third were those in which the mother was on assistance less than 3 years and was over 40 years of age; and fourth were those in which the mother was on assistance for 3 years or more and was over 40 years of age."

When a PAD case subject to audit review has been requested and received, it is assigned an OIC number. All OIC numbered cases are reviewed and scheduled by the OIC evaluator and analyzer and forwarded to the investigation section for full field investigations with the following exceptions:

A. Cases closed by PAD prior to OIC review and scheduling.

B. Cases where the OIC evaluator, through case record examination only, questions the eligibility of the recipient for assistance, returns the case record to PAD and PAD closes the case. This type of action is called on an OIC Desk Review.

C. Cases selected for Quality Control. If the recipient continues on assistance after the quality control is complete, the case is then investigated by OIC.

AFDC AUDIT REVIEW ACTIVITY

A. Of the 4533 cases subject to AFDC Audit Review, 1881 cases (41.5 per cent) had been closed by PAD prior to review (Table I).

B. One thousand and sixty two cases (1,062) were reviewed by OIC.

C. Nine hundred and forty five cases (945) were assigned to field investigations but three were subsequently withdrawn. Reasons for not assigning the balance of the cases received this period are enumerated in Schedule I–D.

D. Field investigations were completed on 844 of the assigned cases, in addition, 18 Desk Rieviews were sent to PAD making a total of 862 reports sent to PAD (Table III).

E. Final PAD decisions were received on 780 cases. There were 81 reports at PAD still awaiting final PAD action at the close of the reporting period.

F. The 780 PAD final decisions received show that 229 cases (29.4 per cent) were closed subsequent to review; four cases (0.5 per cent) were closed subsequent to review by transfer to another category of assistance; five cases (0.6 per cent) had the assistance payment terminated but remained open for service only and 542 cases (69.5 per cent) were continued on assistance in the AFDC category. Only 56 cases (7.2 per cent) of the total decisions received showed no irregularities.

G. There were 240 overpayments reported in the PAD decisions received. The overpayments amounted to $90,787—an average of $378.28 per case. (Table I)

H. Table IV shows the characteristics of the 233 closed cases. Seventeen recipients were White and 210 were Negro. The average time on assistance was 56 months. The total monthly payments were $24,634, an average of $105.72 per case per month. The principal reason for closing was "Employed recipient", totaling 51 cases (21.9 per cent).

The approximate amount expended in assistance payments to recipients was $1,380,069.

PAD ACTIONS

Schedule II–C shows the characteristics of 31 cases for which PAD final decisions were received. The average number of days between the date of the OIC report and the date of the last payment was 60 days. The average number of days between the date of the OIC report and the date of PAD closing the case was 96 days. The average number of days between the date of the OIC report and the date of the report of the decision of the Social Worker to the PAD Program Analyst was 151 days. The average number of days between the date of the OIC report to PAD and the PAD notification to OIC of its final decision was 175 days.

The reports at PAD still awaiting PAD final decision are shown in Schedule II–A by the months OIC submitted them to PAD.

UNREPORTED PAD FINAL DECISIONS

There were 81 reports at PAD still awaiting PAD final action as of February 28, 1966. Assuming that for these unreported decisions the percentage of case closings were at the same rate (30.5 per cent) as reported for the first 32 months, there would have been a decrease of 25 cases in the AFDC caseload.

LACK OF ADDITIONAL OIC STAFF FOR OIC PROGRAMS

The APTD Audit Review Program was undertaken by OIC in mid-September 1963 and continued through June 1964. Staff was assigned from the AFDC Audit Review Program to handle this new program. The Intake Review was increased from 50 per cent field investigations to 100 per cent field investigation on a graduated basis starting in April 1964 and operating at 100 per cent by July 1, 1964. Staff was assigned from the AFDC Audit Review Program to handle this increased Intake Review Program. In November 1965 some staff was reassigned to Audit Review.

During the period July through December 1963, 463 AFDC Audit Review reports were sent to PAD. During the next fifteen months (January 1964 through March 1965) 273 reports were forwarded to PAD. From April 1965 through February 1966 only 131 reports were forwarded to PAD. During January to June 1964 the shift of staff to the APTD Audit Review accounted for two thirds of the decrease and the shift of staff to the Intake Review for the other third. Since July 1964 the shift of staff to the Intake Review has been the reason for the decrease in AFDC Audit Review Investigations.

Assuming that the rate of field investigations completed continued the same in calendar year 1964 as for the six-month period, July through December 1963, a total of 570 (439 AFDC and 131 APTD), OIC would have completed approximately 2470 AFDC Audit Review investigations from January 1964 through February 1966 instead of 404, a difference of 2066 cases. If we assume that the percentage of case closings would have been at the same rate (30.5 per cent) as reported for the first 32 months, there would have been 630 additional closings in the AFDC caseload.

EFFECT OF UNREPORTED PAD FINAL DECISIONS AND LACK OF ADDITIONAL OIC STAFF ON AFDC CASELOAD

Using the two assumptions reported above, for the period January 1964 through February 1966 there would have been a decrease of 655 AFDC cases, 25 due to unreported PAD final decisions and 630 due to lack of additional staff for new and increased OIC programs. During this 26 month period the AFDC caseload actually increased from 3871 to 4700, a total increase of 829.

RECOMMENDATIONS

It is recommended that—

1. The AFDC Audit Review of the AFDC caseload of January 1, 1963, be made with OIC staff at the strength originally authorized;
2. Staff be added for OIC to conduct the APTD Audit of the APTD caseload of June 30, 1963 so that it will be completed in a reasonable time;
3. The Intake Review be conducted at 100 per cent field investigations; and
4. Additional staff be approved to make these audit and intake reviews at the strength recommended.

[Attachments]

Activity report

	Prior	Reported this period	Total
AFDC caseload on Jan. 1, 1963 (schedule I-A)	4,533		4,533
Closed by PAD prior to audit (schedule I-B)	1,632	249	1,881
Balance to be requested	2,901		2,652
Not requested	1,972		1,573
Requested (schedule I-C)	929	150	1,079
Closed prior to receipt and OIC numbering	8	8	16
Balance requested	921	142	1,063
Not received	11	(10)	1
Numbered	916	[1] 152	1,068
Numbered in error	6	0	6
Received	910	152	1,062
Not assigned for field investigations (schedule I-D)	116	1	117
Assigned for field investigation	794	151	945
Assigned, but not investigated	3	0	3
Balance for field investigation	791	151	942
Still under investigation	78	20	98
Field investigations completed (schedule I-E)	713	131	844
Overpayments:			
Number			240
Amount			$90,787
Average per case			$378.28

[1] Current.

Caseload on Jan. 1, 1963

May 1963, received 3 decks IBM cards of AFDC caseload as of Jan. 1, 1963 from Research and Statistics	4,482
May 17, 1963, received IBM card from Research and Statistics	1
Subtotal	4,483
May 23, 1963, received IBM cards from Research and Statistics	42
Subtotal	4,525
Deleted duplicate IBM cards	10
Subtotal	4,515
June 7, 1963, received IBM cards from Research and Statistics	19
Subtotal	4,534
Deleted duplicate IBM card	1
AFDC caseload Jan. 1, 1963 as adjusted	4,533

Closing by PAD prior to audit

Memo number	Memo dated	Number closed	Memo number	Memo dated	Number closed
27	May 3, 1965	39	Cancellation of closings reported	Mar. 9, 1964	1
28	May 28, 1965	16		Sep. 13, 1965	1
29	Jun. 24, 1965	29		Nov. 23, 1965	1
30	July 26, 1965	22			
31	Aug. 31, 1965	15			
32	Sep. 29, 1965	22	Total		3
33	Oct. 28, 1965	27			
34	Nov. 29, 1965	36	Total closings		249
35	Dec. 22, 1965	9			
36	Jan. 28, 1966	19			
37	Feb. 23, 1966	18			
Total		252			

Requested

Memo dated—	Memo No.	Number requested
Nov. 3, 1965	19	50
Nov. 4, 1965	20	50
Nov. 17, 1965	21	50
Requested through Feb. 28, 1966		150

Reasons not assigned for field investigation

Reasons not assigned for field investigation:	
Closed by PAD prior to review: Subsequent to Jan. 1, 1963	8
Subsequent to OIC numbering found to be: Out of D.C	1
Total completed	9
Not yet scheduled by evaluators, total pending	8
Total not assigned	17
Reported prior:	
Closed prior to review	1
Not yet scheduled by evaluators	13
Eligibility questioned (desk review)	2
Total	16
Grand total	1

Investigations completed by month

	Filed investigations	Desk review	Total
1965			
April	23	0	23
May	30	0	30
June	31	0	31
July	10	0	10
August	1	1	2
September	1	0	1
October	0	0	0
November	0	0	0
December	2	0	2
1966			
January	17	0	17
February	16	0	16
Total	131	1	132

Reports submitted to PAD

	Field	Desk	Total
Reports at PAD, March 1965	96	2	98
Reports submitted to PAD	131	0	131
Total	227	2	229
Returned from PAD, closed prior	0	1	1
Balance	227	1	228
Reports at PAD awaiting decisions (schedule A)	81	0	81
PAD final decisions received	146	1	147
Disposition of PAD final decisions:			
Closed subsequent to review	30	1	31
Closed subsequent to review by transfer to another category of assistance	0	0	0
Payment terminated, open for service only	3	0	3
Continued on assistance in AFDC category with money payments	113	0	113
Payment adjusted (GA)			42
Administrative action			65
No irregularities			6

The reports at PAD awaiting decision were submitted during the following months:

Reports at PAD awaiting decision

	Field investigations	Desk reviews	Total
1963			
August	1	0	1
September	1	0	1
October	2	0	2
December	2	0	2
1964			
April	3	0	3
June	1	0	1
July	1	0	1
September	2	0	2
November	3	0	3
December	2	0	2
1965			
January	1	0	1
February	4	0	4
March	3	0	3
April	2	0	2
May	7	0	7
June	8	0	8
July	2	0	2
August	1	0	1
December	2	0	2
1966			
January	17	0	17
February	16	0	16
Total	81	0	81

Characteristics of closed cases

Characteristics of closed cases	31
A. Race	
White	3
Negro	28
B. Months on assistance	2,468
Average months on assistance	79.6
C. Total monthly payments	$4,523
Average monthly payment	$145.90
D. Approximate amount of money expended in assistance payments to recepients	$360,081
Estimated Federal share	$216,049
Estimated local share	$144,032

Characteristics of closed cases—Continued

E. Reasons for closing:	
1. Income sufficient to meet needs	1
2. Employed recipient	13
3. Employed parent in home	1
4. AFDC parent returned home	3
5. No child in home	2
6. Continuous absence not established	3
7. Receipt of statutory benefits (OASDI, etc.)	4
8. Inability to establish need	0
9. Employable	1
10. Withdrew	2
11. Loss of contact	0
12. Refusal to comply with agency regulations	1
13. Loss of residence eligibility	0
14. In public institution	0
15. Transferred to another category of assistance	0

Characteristics of closed cases

Characteristics of closed cases for which PAD final decisions were received from April 1965 through February 1966:

A. Number of cases	31
B. Number of days from the date of the OIC report to the date of the last payment	1,872
Average number of days per case	60
C. Number of days from the date of the OIC report to the date of the case closing	2,968
Average number of days per case	96
D. Number of days from the date of the OIC report to the date of the report of the decision of the social worker (PA-315) to PAD program analyst	4,666
Average number of days per case	151
E. Number of days from the date of the OIC report to PAD and the date of the PAD notification to OIC of its final decision (PA-317)	5,431
Average number of days per case	175

Cases open for service only

Characteristics of cases, payment terminated, open for service only	3
A. Race:	
White	0
Negro	3
B. Months on assistance prior to termination of payment	154
Average months on assistance with payment	51
C. Total monthly payments	$480
Average monthly payment	$160
D. Approximate amount of money expended in assistance payments to recipients	$24,640
Estimated Federal share	$14,784
Estimated local share	$9,856
E. Reason for termination of payment: Recipient employed	3

Reports submitted to PAD, July 1963–February 1966

	Field	Desk	Total	Percent
Reports submitted to PAD	844	18	862	.....
Returned from PAD, closed prior	0	1	1	.....
Balance	844	17	861	.....
Reports at PAD awaiting decisions (schedule A)	81	0	81	.....
PAD final decisions received	763	17	780	100.0
Disposition of PAD final decisions:				
Closed subsequent to review	213	16	229	29.4
Closed subsequent to review by transfer to another category of assistance	4	0	4	.5
Payment terminated, open for service only	4	1	5	.6
Continued on assistance in AFDC category with money payments	542	0	542	69.5
Payment adjusted (GA)	.....	.....	(182)	(23.3)
Administrative action	.....	.....	(304)	(39.0)
No irregularities	.....	.....	(56)	(7.2)

Characteristics of closed cases, July 1963–February 1966

Characteristics of closed cases	233
A. Race:	
White	17
Negro	216
B. Months on assistance	13,054
Average months on assistance	56.0
C. Total monthly payments	$24,634
Average monthly payment	$105.72
D. Approximate amount of money expended in assistance payments to recipients	$1,380,069
Estimated Federal share	$828,041
Estimated local share	$552,028
E. Reasons for closing:	
1. Income sufficient to meet needs	13
2. Employed recipient	51
3. Employed parent in home	22
4. AFDC parent returned home	8
5. No child in home	23
6. Continuous absence not established	24
7. Receipt of statutory benefits (OASDI, etc.)	12
8. Inability to establish need	16
9. Employable	12
10. Withdrew	27
11. Lost of contact	3
12. Refusal to comply with agency regulations	14
13. Loss of residence eligibility	2
14. In public institution	2
15. Transferred to another category of assistance	4

AFDC cases receiving money payments

Month	Fiscal year 1962	Fiscal year 1963	Fiscal year 1964	Fiscal year 1965	Fiscal year 1966
July	5,530	4,849	4,063	4,039	4,502
August	5,597	4,757	3,949	4,066	4,586
September	5,601	4,615	3,857	4,103	4,626
October	5,607	4,491	3,823	4,113	4,702
November	5,628	4,396	3,791	4,106	4,752
December	5,611	4,353	3,871	4,165	4,735
January	5,553	4,262	3,885	4,179	4,675
February	5,471	4,184	3,904	4,228	4,700
March	5,392	4,189	4,017	4,295	----------
April	5,251	4,157	3,993	4,344	----------
May	5,111	4,155	4,010	4,376	----------
June	4,976	4,062	4,023	4,441	----------

Source: DPW Monthly Statistical Reports.

CURRENT STATUS OF APTD AUDIT REVIEW

Senator BYRD. What is the current status of the APTD audit review?

Mr. GALVIN. We have not been active in investigating this, since June 30, 1965. There have been cases closed by PAD since this day.

COMPLAINTS FROM SOCIAL WORKERS ON CASELOAD

Senator BYRD. Do you get complaints from the social workers on this caseload?

Mr. GALVIN. Yes, sir. Both complaints and overpayments.

Senator BYRD. How many complaints and referrals do you get from the social workers in connection with this caseload?

Mr. GALVIN. I would have to break that down. We don't have our complaints broken down by the category.

Senator BYRD. All right. If you would, please, supply it from all categories.

Could you also indicate for the record the percent of the ineligibles that were found in this caseload as a result of your complaints, referrals?

Mr. GALVIN. Yes, sir.

Senator BYRD. That would be the only basis for your going into this caseload, I suppose?

Mr. GALVIN. The basis that we went into that caseload was the APTD random sample that we made in November.

Senator BYRD. I understand that. But you say you don't presently have any audit review of these cases, simply because you don't have the staff.

Mr. GALVIN. That is right.

Senator BYRD. Consequently, the only reasons you do take a look at this caseload is because of the complaints and referrals that you get from the social workers; is that right?

Mr. GALVIN. Yes, sir.

Senator BYRD. So let us know what your findings have been in connection with those complaints.

Also indicate the amounts that the recipients in the closed cases were receiving per month and per annum—what the average overpayment is in that category. Can you do that, Mr. Galvin?

Mr. GALVIN. Yes. The average overpayment, percentage cases closed, the number referred.

Senator BYRD. Yes, please.

FINDINGS ON COMPLAINTS

Mr. GALVIN. We will submit that for the record, Mr. Chairman.

Senator BYRD. Yes.

(The information follows:)

Final decisions received from PAD on OIC complaint review investigations of APTD cases

	Fiscal year 1966	Fiscal year 1967 through Mar. 31, 1967
PAD decisions received	63	61
Cases closed after review	25	24
Percent closed	39.7	39.3
In cases closed;		
Amount payments per month	$1,840	$1,996
Amount payments per annum	$22,080	$23,952
Number of overpayments	22	23
Amount of overpayments	$13,354	$8,913
Average overpayment	$607	$388

Final decisions on all categories of cases received from PAD on OIC complaint review investigations

	Fiscal year 1966	Fisca year 1967 through Mar. 31, 1967
PAD decisions received	372	332
Cases closed after review	116	105
Percent closed	31.2	31.6
In cases closed:		
Amount payments per month	$14,186	$13,373
Amount payments per annum	$170,232	$160,476
Number of overpayments	77	74
Amount of overpayments	$33,507	$32,967
Average overpayment	$435	$445

Complaints referred to OIC for investigation by PAD social workers

Category	Fiscal year 1966	Fiscal year 1967 through Mar. 31, 1967
OA	34	14
AB	4	3
AFDC	260	179
APTD	48	36
GPA	11	27
Total	357	259

INTAKE REVIEW

Senator BYRD. All right. Now, describe the operation of the intake review since your last report to the committee.

Mr. GALVIN. We have two reports, one from January through June of 1966, and the other from July through December 1966.

In the January through June of 1966 report, 693 cases were investigated, of which we completed 381. We received final decisions on 509 cases. Of the 509 cases, 213, or 41.8 percent, were closed subsequent to review. Twenty-nine cases, or 5.7 percent, were closed by transfer to another category of assistance. Ten cases, or 2 percent, had the assistance payment terminated and remained open for service; 257 cases, 50.5 percent, were continued on assistance in AFDC/GPA categories. Nineteen cases, 3.7 percent, had no irregularities.

Senator BYRD. What percent had no irregularities?

Mr. GALVIN. 3.7.

Senator BYRD. Which would mean that 96.3 percent contained irregularities?

Mr. GALVIN. Of some nature; yes, sir.

During this 6-month period, there were 298 overpayments reported.

Senator BYRD. By the way—at that point—thinking back now, going back now to the HEW quality control. Now, that doesn't reveal the irregularities, does it, except overpayments and underpayments, as I recall the tables?

Mr. GALVIN. That is right.

Senator BYRD. It does not reveal the percent of irregularities, other than ineligibles, overpayments, and underpayments.

Mr. GALVIN. That is right.

Senator BYRD. All right.

Had you finished, Mr. Galvin?

Mr. GALVIN. Not quite, sir.

During the 6-month period, there were 298 overpayments, totaling $72,776, for an average of $244.21 per overpayment.

That is the total AFDC and GPA for the period January through June of 1966.

FINDINGS IN INTAKE REVIEW

Senator BYRD. This covers a 6-month period?

Mr. GALVIN. Yes, sir.

Senator BYRD. In fiscal year 1966.

Mr. GALVIN. This would be at the end of fiscal year 1966; yes, sir.

Senator BYRD. All right.

You might submit that for the record, Mr. Galvin.

(The material follows:)

OFFICE OF INVESTIGATIONS AND COLLECTIONS, INTAKE REVIEW SECTION OPERATIONS, JANUARY–JUNE 1966

The Intake Review Section of the Office of Investigations and Collections (OIC) assumes full responsibility for the Intake Review phase of the program by initiating an examination of all approved Aid to Families of Dependent Children and General Public Assistance applications which have been approved by the Public Assistance Division, and making a thorough field investigation of approved applications for which investigative staff is available.

By investigating approved applications shortly after their approval, this Section insures the validity of the information furnished by the recipient and mini-

mizes the loss of appropriated funds to persons not entitled to assistance payments. The Section contributes to the efficient and economical administration of the Welfare Program and to the discovery of overpayments in assistance payments authorized.

STAFF

The OIC Intake Review Staff consists of three units with a total of 22 Investigators.

SOURCES OF CASES FOR INTAKE REVIEW

The purpose of the OIC Intake Review is to examine all approved applications in the Aid to Families of Dependent Children (AFDC) and the General Public Assistance (GPA) categories. Approved applications encompass all new applications, reapplications and transfers to the two categories.

Since the Public Assistance Division (PAD) does not make a consolidated list of approved applications, it was essential that an alterative method be devised to notify OIC which applications have been approved. OIC, PAD, Office of Research and Statistics, and the Field Administrative Branch, Family and Children Services (FAB–FCS), agreed to procedures which insures that OIC will be furnished knowledge of all approved applications subject to OIC Intake Review.

SELECTION OF CASES FOR INTAKE REVIEW

OIC requests PAD case records on all approved applications and assigns an OIC number to each case received.

All OIC numbered cases are reviewed and scheduled by the OIC Evaluator and Analyzer and forwarded to the investigation sections for full field investigations with the following exceptions:

A. Cases closed by PAD prior to OIC review and scheduling.

B. Cases where the OIC evaluators, through case record examination only, question the eligibility of the recipient for assistance, return the case record to PAD and PAD closes the case. This type of action is entitled OIC Desk Review.

C. Cases selected for Quality Control. If the recipient continues on assistance after the Quality Control is complete, the case is then investigated by OIC.

D. Cases where the recipient lives too far outside the Washington metropolitan area.

E. AFDC cases where the recipient is undergoing training at the Hayes Training Center and lives at the Center.

F. Cases where the recipient is a former patient of St. Elizabeths Hospital (GE), living in a nursing home (GH), incompetent (GI), or is seriously mentally disturbed.

G. Cases not in the purview of the Intake Review examination; e.g., in a category not being investigated in the Intake Review (OA, AB, APTD).

H. Cases which could not be investigated due to lack of investigative personnel. These cases are coded ERNI, RBNS, and NER.

AFDC/GPA INTAKE REVIEW ACTIVITY

During the six-month period, January 1, 1966 through June 30, 1966, the OIC Intake Review Section activities were as follows:

A. Total AFDC/GPA activity

1. Fourteen hundred and twenty (1420) cases were received by OIC (Table I).

2. Six hundred and ninety-six (696) cases were assigned to field investigations but 3 were subsequently withdrawn because the case was no longer a type to be investigated. Reasons for not assigning the balance of the cases received are listed in Schedule I–B.

3. Field investigations were completed on 381 of the assigned cases and investigation reports forwarded to PAD for appropriate action. In the prior six-month period, 965 reports were forwarded to PAD.

4. Final PAD decisions were received on 509 cases. There were 563 reports still at PAD awaiting PAD action at the close of the reporting period (Schedule I–D). This compares with 832 PAD final decisions received and 693 reports at PAD awaiting PAD action during the prior six-month period.

5. The 509 PAD final decisions received show that 213 cases (41.8 percent) were closed subsequent to review after investigation, 29 cases (5.7 percent)

were closed subsequent to review by transfer to another category of assistance, ten cases (2.0 percent) had the assistance payment terminated, remaining open for service only, 257 cases (50.5 percent) were continued on assistance in the AFDC/GPA categories. Only 19 cases (3.7 percent) of the total decisions received showed no irregularities.

6. During the 42 months of OIC Intake Review operations, 4611 PAD final decisions have been received. They show that 2118 cases (45.9 percent) were closed subsequent to OIC review, 195 cases (4.2 percent) were closed subsequent to review by transfer to another category of assistance, 36 cases (0.8 percent) had the assistance payment terminated, remaining open for service only, and 2262 cases (49.1 percent) continued on assistance in the AFDC/GPA categories. Only 250 cases (5.4 percent) of the final decisions were reported as having no irregularities (Table V).

7. Table III shows the characteristics of the 242 cases closed in the AFDC and GPA categories in the six-month period. Twenty-three recipients were white and 219 were Negro. The average time on assistance was 9.1 months. The total monthly assistance payments were $27,784, an average of $114.81 per case per month. "Employed recipient" was the principal reason for the closings. The approximate amount of money expended in assistance payments to the recipients was $250,823.

8. Schedule III–A shows the flow of work on the 242 closed cases for the period January–June 1966. The average number of days from the date of the OIC report to the date of the last payment was 29 days. The average number of days from the date of the OIC report to the date the case was closed was 63 days. The average number of days from the date of the OIC report to the date PAD notified OIC of the PAD case decision was 134 days.

9. Schedule V–A shows the characteristics of 2313 cases closed in the AFDC and GPA categories during the 42 months of OIC Intake Review operations. Three hundred and thirteen recipients were white and 2,000 were Negro. The average time on assistance was 5.8 months. The total monthly assistance payments were $263,149, an average of $113.77 per month per case. "Employed recipient" and "Employed AFDC parent in the home" were the principal reasons for the AFDC closings. "Employed recipient" was the main reason for the GPA closings. The approximate amount of money expended in assistance payments to the recipients was $1,532,638.

10. Table IV and Schedule IV–A list the characteristics and flow of work for the six-month period of the 10 cases in which the assistance payment was terminated but the case remained open for service only. Two of the recipients were white and eight were Negro. The recipients received assistance payments for an average of 6.6 months, the average payment amounting to $82.70. A total of approximately $1,039 was expended in payments to these recipients. The average number of days from the date of the OIC report to the date of the last payment was 32 days. The average number of days from the date of the OIC report to the date PAD notified OIC of the PAD case decision was 186 days.

AFDC/GPA OVERPAYMENTS

During the six-month period, there were 298 overpayments reported, totaling $72,776—an average of $244.21 per overpayment. During the full 42 months period of operation, there were 1,325 overpyaments totaling $235,481 an average of $177.72 per overpayment (see Table II).

B. AFDC activity

1. Nine hundred and ninety (990) cases were received by OIC (Table VI).

2. Five hundred and forty-three (543) cases were assigned to field investigations. Reasons for not assigning the balance are listed in Schedule VI–B.

3. Field investigations were completed on 294 of the assigned cases and investigation reports forwarded to PAD for appropriate action. In the prior six-month period, 725 reports were forwarded to PAD.

4. Final PAD decisions were received on 396 cases. There were 433 reports still at PAD awaiting action at the close of the reporting period (Schedule VI–D). This compares with 609 PAD final decisions received and 535 reports still at PAD awaiting decision during the prior six-month period.

5. The 396 final PAD decisions received show that 171 cases (43.2 percent) were closed subsequent to review, two cases (0.5 percent) were closed subsequent to review by transfer to another category of assistance, two cases (0.5 percent) had the assistance payments terminated but the cases remained open

for service only and 221 cases (55.8 percent) were continued on assistance in the AFDC category. Only 14 cases (3.5 percent) were reported as having no irregularities.

C. GPA activity

1. Four hundred and thirty (430) cases were received by OIC (Table VII).
2. One hundred and fifty-three (153) were assigned to field investigations but 3 were subsequently withdrawn. Reasons for not assigning the balance are contained in Schedule VII–B.
3. Field investigations were completed on 87 of the assigned cases and investigation reports forwarded to PAD for appropriate action. In the prior six-month period, 240 reports were forwarded to PAD.
4. Final PAD decisions were received on 113 cases. There were 130 reports still at PAD awaiting decision at the end of the reporting period (Schedule VII–D). This compares with 223 PAD final decisions received and 158 reports still at PAD awaiting final decision during the prior six-month period.
5. The 113 PAD final decisions received show that 42 cases (37.2 percent) were closed subsequent to review, 27 cases (23.9 percent) were closed subsequent to review by transfer to another category, eight cases (7.1 percent) had assistance payments terminated but remained open for service only, and 36 cases (31.8 percent) were continued on assistance in GPA. Only five cases (4.4 percent) were reported as having no irregularities.

CONCLUSIONS AND RECOMMENDATIONS

Because of the number of approved applications by the PAD Social Workers and no increase in OIC investigative staff, it was impossible to conduct field investigations on 100 percent of the approvals. With the reduction of staff in the Intake Review Section which began in November 1965, the problem of field investigations became even more acute. In the current reporting period, the Intake Review Section was conducting field investigations on only 32.5 percent of the approved applications because of shortage of allotted staff.

Because of the rate of ineligibility, I believe the OIC Intake Review Program should be staffed to conduct 100 percent field investigations of all approved applications.

SUPPORTING TABLES

AFDC–GPA Intake Review: January–June 1966

Table I.—*Activity report*

	Number	Percent of number requested
Requested January–June 1966 (schedule I–A)	1,383	82.6
Requested prior, not received	291	17.4
Total requested	1,674	100.0
Calnceled prior to receipt	108	6.5
Balance	1,566	93.5
Not received	146	8.7
Total received, January–June 1966	1,420	8.48
On hand, Dec. 31, 1965:		
With OIC evaluator	430	
Quality control	2	
Pending RC–115 by evaluators	4	
Pending RC–115 by investigators	5	
Still under investigation	275	
Desk reviews at PAD	5	
PAD returned replies	2	
Total	723	
Total received and previously on hand	2,143	

TABLE I.—*Activity report*—Continued

	Number	Percent of number received and previously on hand
Total received and previously on hand	2,143	100.0
Not assigned for field investigation	1,447	67.5
(Schedule I-B) action completed	1,195	
Action pending	252	
Assigned for field investigation	696	32.5
Assigned January-June 1966	421	
From prior period	275	
Assigned, withdrawn	3	.1
Balance	693	32.4
Still under investigation	312	14.6
Field investigation completed (schedule I-C)	381	17.8

AFDC–GPA INTAKE REVIEW: JANUARY–JUNE 1966

SCHEDULE I–A.—*Approved and requested*

1966	Approved	Requested	Not requested
January	245	94	151
February	147	306	−159
March	312	270	42
April	264	236	28
May	290	247	43
June	251	230	21
Total	1,509	1,383	126
Previously approved, not requested	522	0	522
Previously approved, requested, not recieved	291	291	0
Total	2,322	1,674	648
Canceled prior to receipt		108	
Requested, not received		146	
Received current period		1,420	

SCHEDULE I–B.—*Reasons not assigned for field investigations*

	Number	Percent of total
Subsequent to OIC numbering:		
Found to be:		
ERNI	491	
RBNS	544	
NER	27	
Not recommended	1	
Closed prior to review:		
Subsequent to Jan 1, 1963	92	
By transfer to another category	28	
Out of District of Columbia	1	
Former St. Elizabeths patient	2	
Number in error	6	
Closed by evaluator's desk review	3	
Action completed	1,195	82.6
Pending:		
Quality control	1	
Pending RC-115 by evaluators	1	
Pending RC-115 by investigators	1	
Not yet scheduled by evaluators	247	
Eligibility questioned by evaluators, desk reviews at PAD	2	
Total, pending	252	17.4
Grand total, not assigned	1,447	100.0

SCHEDULE I–C.—*Investigations completed by months*

1966	Field	Desk	Total
January	92	0	92
February	45	0	45
March	54	1	55
April	54	1	55
May	72	0	72
June	64	1	65
Total	381	3	384

SCHEDULE I–D.—*Disposition of PAD final decisions*

	Number	Percent of total PAD decisions received
At PAD for decision, Dec. 31, 1965:		
Field investigations completed	688	
Desk reviews	5	
Total	693	
Forwarded to PAD, January–June 1966:		
Field investigations completed	381	
Desk reviews	3	
Total	384	
Grand total	1,077	
Returned from PAD:		
Closed prior field	2	
Closed prior desk	1	
Numbered incorrectly desk	2	
Balance	5	
Total	1,072	
Reports still at PAD awaiting decision:		
Field investigations completed	561	
Desk reviews	2	
Total	563	
PAD final decisions received	509	100.0
Field investigations	506	
Desk reviews	3	
Disposition of PAD final decisions	213	41.8
Closed subsequent to review:		
Field investigations	211	
Desk reviews	2	
Closed subsequent to review by transfer to another category	29	5.7
Field investigations	29	
Desk reviews	0	
Payment terminated, open for service only	10	2.0
Field investigations	10	
Desk reviews	0	
Continued on assistance AFDC/GPA	257	50.5
Payment adjusted (GA)	93	(18.3)
Administrative action	145	(28.5)
No irregularities	19	(3.7)

Overpayments reported in the PAD final decisions received were as follows:

TABLE II.—*AFDC–GPA overpayments*

	Total	AFDC	GPA
Number	298	228	70
Amount	$72,776.00	$62,017	$10,759.00
Average	$244.21	$272	$153.70

Overpayments reported in the PAD final decisions received January 1963 through June 1966 were as follows:

	Total
Number	1,325
Amount	$235,481.00
Average	$177.72

TABLE III.—*Characteristics of closed cases, January–June 1966*

	Total	AFDC	GPA
Total	242	173	69
A. White	23	11	12
Negro	219	162	57
B. Months on assistance	2,022.0	1,475.0	547.0
Average months on assistance	9.1	8.5	7.9
C. Total monthly payments	$27,784.00	$22,814.00	$4,970.00
Average monthly payment	114.81	131.87	72.03
D. Approximate amount of money expended in assistance payments to recipients	250,823.00	193,919.00	56,904.00
Estimated Federal share	116,351.00	116,351.00	
Estimated local share	134,472.00	77,568.00	56,904.00
E. Reason for closing:			
1. Income sufficient to meet needs		27	5
2. Employed recipient		55	16
3. Employed parent in home		19	0
4. AFDC parent returned home		23	0
5. No child in home		7	0
6. Continuous absence not established		9	0
7. Receipt of statutory benefits (OASDI, etc.)		10	8
8. Inability to establish need		0	1
9. Employable		3	1
10. Withdrew		11	1
11. Death		0	3
12. In public institution		0	1
13. Loss of contact		7	5
14. Unable to determine resources		0	0
15. Transferred to another category		2	27
16. Not District of Columbia resident		0	1
17. Refusal to comply with agency regulations		0	0
18. Resources from illegal activity		0	0
19. Loss of residence eligibility		0	0
Total		173	69

SCHEDULE III–A.—*Flow of work on closed cases*

	Total	AFDC	GPA
A. Number of cases	242	173	69
B. Number of days from the date of the OIC report to the date of the last payment	6,918	4,963	1,955
Average number of days per case	29	29	28
C. Number of days from the date of the OIC report to the date of the case closing	15,322	10,438	4,884
Average number of days per case	63	60	71
D. Number of days from the date of the OIC report to PAD and the date of the PAD notification to OIC of its final decision (PA–315)	32,548	20,460	12,188
Average number of days per case	134	118	117

TABLE IV.—*Characteristics of payment terminated cases, open for service only*

	Total	AFDC	GPA
A. Number of cases	10	2	8
B. Race:			
White	2	0	2
Negro	8	2	6
C. Months on assistance prior to termination of payment	66	10	56
Average months on assistance with payment	6.6	5	7
D. Total monthly payments	$827.00	$194.00	$633.00
Average monthly payments	$82.70	$97.00	$79.13
E. Approximate amount of money expended in assistance payments to recipients	$1,039.00	$485.00	$554.00
Estimated Federal share	$291.00	$291.00	
Estimated local share	$784.00	$194.00	$554.00
F. Reason for termination of payment:			
Employment	6	2	4
Receipt of statutory benefits	2	0	2
Employable	0	0	0
Sufficient resources	2	0	2

SCHEDULE IV–A.—*Flow of work on payment terminated cases—Open for service only*

	Total	AFDC	GPA
A. Number of cases	10	2	8
B. Number of days from the date of the OIC report to the date of last payment	318	14	304
Average number of days per case	32	7	38
C. Number of days from the date of the OIC report to PAD and the date of the PAD notification to OIC of its final decision (PA-315)	1,862	189	1,673
Average number of days per case	186	94	212

TABLE V.—*Disposition of PAD final decisions, January 1963–June 1966*

	Total	Percent
Total AFDC/GPA actions:		
Total cases closed subsequent to review	2,118	45.9
Total cases closed subsequent to review by transfer to another category of assistance	195	4.2
Payment terminated—Open for service only	36	.8
Total cases continued on assistance as follows	2,262	49.1
Payment adjusted (GA)	(732)	(15.9)
Administrative action	(1,280)	(27.8)
No irregularities	(250)	(5.4)
Total	4,611	100.0
AFDC portion of the actions is as follows:		
AFDC cases closed subsequent to review	1,451	44.0
AFDC cases closed subsequent to review by transfer to another category of assistance	5	.2
Payment terminated—Open for service only	13	.4
AFDC cases continued on assistance as follows	1,825	55.4
Payment adjusted (GA)	(589)	(17.9)
Administrative action	(1,029)	(31.2)
No irregularities	(207)	(6.3)
Total	3,294	100.0
GPA portion of the actions is as follows:		
GPA cases closed subsequent to review	667	50.7
GPA cases closed subsequent to review by transfer to another category of assistance	190	14.4
Payment terminated—Open for service only	23	1.7
GPA cases continued on assistance as follows	437	33.2
Payment adjusted (GA)	(143)	(10.9)
Administrative action	(251)	(19.0)
No irregularities	(43)	(3.3)
Total	1,317	100.0

SCHEDULE V–A.—*Characteristics of closed cases, January 1963–June 1966*

	Total	AFDC	GPA
Total	2,313	1,456	857
A. White	313	143	170
Negro	2,000	1,313	687
B. Months on assistance	13,468	8,430	5,038
Average months on assistance	5.8	5.8	5.9
C. Total monthly payments	$263,149	$199,417	$63,732
Average monthly payment	113.77	136.96	74.37
D. Approximate amount of money expended in assistance payments to recipients	1,532,638	1,156,619	376,019
Estimated Federal share	693,971	693,971	
Estimated local share	838,667	462,648	376,019
E. Reason for closing:			
1. Income sufficient to meet needs		125	54
2. Employed recipient		328	190
3. Employed parent in home		220	0
4. AFDC parent returned home		199	0
5. No child in home		62	0
6. Continuous absence not established		124	0
7. Receipt of statutory benefits (OASDI, etc.)		73	61
8. Inability to establish need		23	44
9. Employable		82	60
10. Withdrew		112	72
11. Death		2	16
12. In public institution		5	56
13. Loss of contact		57	72
14. Unable to determine resources		4	5
15. Transferred to another category		6	190
16. Not District of Columbia resident		0	1
17. Refusal to comply with agency regulations		27	30
18. Resources from illegal activity		3	3
19. Loss of residence eligibility		4	3
Total		1,456	857

AFDC INTAKE REVIEW: JANUARY–JUNE 1966

TABLE VI.—*Activity report*

	Number	Percent of number requested
Requested January–June 1966 (Schedule VI–A)	929	81.7
Requested prior, not received	208	18.3
Total requested	1,137	100.0
Cancelled prior to receipt	53	4.7
Balance	1,084	95.3
Not received	94	8.3
Total received, January–June 1966	990	87.0
On hand, Dec. 31, 1965:		
w/OIC evaluator	328	
Quality control	2	
Pending RC–115 by evaluators	4	
Pending RC–115 by investigators	1	
Still under investigation	221	
Desk reviews at PAD	3	
Total	559	
Total received and previously on hand	1,549	

AFDC INTAKE REVIEW: JANUARY–JUNE 1966—Continued

	Number	Percent of number received and previously on hand
Total received and previously on hand	1,549	100.0
Not assigned for field investigation (Schedule VI–B)	1,006	64.9
Action completed	(809)	
Action pending	(197)	
Assigned for field investigation	543	35.1
Assigned January–June 1966	(322)	
From prior period	(221)	
Assigned, withdrawn	0	
Balance	543	35.1
Still under investigation	249	16.1
Field investigation completed (Schedule VI–C)	294	19.0

SCHEDULE VI–A.—*Approved and requested*

	Approved	Requested	Not requested
1966:			
January	153	63	90
February	90	202	−112
March	207	178	29
April	182	160	22
May	180	184	−4
June	146	142	4
Total	958	929	29
Previously approved, not requested	149	0	149
Previously approved, requested, not received	208	208	0
Total	1,315	1,137	178
Canceled prior to review		53	
Requested not received		94	
Received current period		990	

SCHEDULE VI–B.—*Reasons not assigned for field investigations*

	Total	Percent of total
Reasons not assigned for field investigations:		
Subsequent to OIC numbering:		
Found to be:		
ERNI	204	
RBNS	511	
NER	22	
Not recommended	1	
Closed prior to review: Subsequent to Jan. 1, 1963	64	
Out of the District of Columbia	1	
Former St. Elizabeth patient	1	
Numbered in error	4	
Closed by evaluator's desk review	1	
Action completed	809	80.4
Pending:		
Quality control	1	
Pending RC–115 by evaluators	0	
Pending RC–115 by investigators	1	
Not yet scheduled by evaluators	193	
Eligibility questioned by evaluators, desk reviews at PAD	2	
Total pending	197	19.6
Grand total not assigned	1,006	100.0

SCHEDULE VI–C.—*Investigations completed by months*

	Field	Desk	Total
1966:			
January	69	0	69
February	36	0	36
March	45	1	46
April	41	0	41
May	51	0	51
June	52	0	52
Total	294	1	295

SCHEDULE VI–D.—*Disposition of PAD final decisions*

	Number	Total	Percent of total PAD decisions received
At PAD for decision, Dec. 31, 1965:			
Field investigations completed	532		
Desk reviews	3	535	
Forwarded to PAD, January–June, 1966:			
Field investigations completed	294		
Desk reviews	1	295	
Total		830	
Returned from PAD: Closed prior desk	1	1	
Balance		829	
Reports still at PAD awaiting decision:			
Field investigations	431		
Desk reviews	2	433	
PAD final decisions received		396	100.0
Field investigations	395		
Desk reviews	1		
Disposition of PAD final decisions:			
Closed subsequent to review		171	43.2
Field investigations	170		
Desk reviews	1		
Closed subsequent to review by transfer to another category of assistance		2	.5
Field investigations	2		
Desk reviews	0		
Payment terminated, open for service only		2	.5
Field investigations	2		
Desk reviews	0		
Continued on assistance AFDC		221	55.8
Payment adjusted (GA)	81		(20.5)
Administrative action	126		(31.8)
No irregularities	14		(3.5)

GPA Intake Review: January–June 1966

Table VII.—*Activity report*

	Number	Percent of number requested
Requested, January–June 1966 (schedule VII–A)	454	84.5
Requested prior, not received	83	15.5
Total requested	537	100.0
Canceled prior to receipt	55	10.2
Balance	482	89.8
Not received	52	9.7
Total received, January–June 1966	430	80.1
On hand, Dec. 31, 1965:		
With OIC evaluator	102	
Pending RC–115 by evaluators	0	
Pending RC–115 by investigators	4	
Still under investigation	54	
Desk reviews at PAD	2	
PAD returned replies	2	
Total	164	
Total received and previously on hand	594	

	Number	Percent of number received and previously on hand
Total received and previously on hand	594	100.0
Not assigned for field investigation (schedule VII–B)	441	74.2
Action completed	386	
Action pending	55	
Assigned for field investigation	153	25.8
Assigned January–June 1966	99	
From prior period	54	
Assigned, withdrawn	3	.5
Balance assigned	150	25.3
Still under investigation	63	10.6
Field investigation completed (schedule VII–C)	87	14.7

Schedule VII–A.—*Approved and requested*

	Approved	Requested	Not requested
1966:			
January	92	31	61
February	57	104	−47
March	105	92	13
April	82	76	6
May	110	63	47
June	105	88	17
Total	551	454	97
Previously approved, not requested	373	0	373
Previously approved, requested, not received	83	83	0
Total	1,007	537	470
Canceled prior to receipt		55	
Requested, not received		52	
Received, current period		430	

SCHEDULE VII–B.—*Reasons not assigned for field investigations*

Reasons not assigned for field investigation	Number	Percent of total
Subsequent to OIC numbering:		
Found to be—		
ERNI	287	
RBNS	33	
NER	5	
Closed prior to review:		
Subsequent to Jan. 1, 1963	28	
By transfer to another category	28	
Out of the District of Columbia	0	
Former St. Elizabeths patient	1	
Number in error	2	
Closed by evaluator's desk review	2	
Action completed	386	87.5
Pending:		
Quality control	0	
Pending RC–115 by evaluators	1	
Pending RC–115 by investigators	0	
Not yet scheduled by evaluators	54	
Eligibility questioned by evaluators, desk reviews at PAD	0	
Total pending	55	12.5
Grand total not assigned	441	100.0

SCHEDULE VII–C.—*Investigations completed by months*

1966	Field	Desk	Total
January	23	0	23
February	9	0	9
March	9	0	9
April	13	1	14
May	21	0	21
June	12	1	13
Total	87	2	89

SCHEDULE VII–D.—*Disposition of PAD final decisions*

	Number	Percentage of total PAD decisions received
At PAD for decision, Dec. 31, 1965:		
Field investigations completed	156	
Desk reviews	2	
Total	158	
Forwarded to PAD, January–June 1966:		
Field investigations completed	87	
Desk reviews	2	
Total	89	
Grand total	247	
Returned from PAD:		
Closed prior field	2	
Numbered incorrectly desk	2	
Balance	4	
Total	243	
Reports still at PAD awaiting decision:		
Field investigations completed	130	
Desk reviews	0	
Total	130	
PAD final decisions received	113	100.0
Field investigations	111	
Desk reviews	2	
Disposition of PAD final decisions:		
Closed subsequent to review	42	37.2
Field investigations	41	
Desk reviews	1	
Closed subsequent to review by transfer to another category	27	23.9
Field investigations	27	
Desk reviews	0	
Payment terminated, open for service only	8	7.1
Field investigations	8	
Desk reviews	0	
Continued on assistance in GPA	36	31.8
Payment adjusted (GA)	12	(10.6)
Administrative action	19	(16.8)
No irregularities	5	(4.4)

UNDERPAYMENTS

Senator BYRD. Now, as against these overpayments, we should have also in the record the picture with regard to underpayments. And you say you cannot supply this, Mr. Galvin?

Mr. GALVIN. I can supply the figures they have reported.

Senator BYRD. All right. Suppose you include those.

(The information follows:)

UNDERPAYMENTS IN OIC INTAKE REVIEW REPORTS

There were three underpayments reported to OIC by PAD in their replies to OIC investigation reports for the period January 1, 1966 through June 30, 1966. The three underpayments were in the AFDC category only and amounted to $53.00.

There were two underpayments reported to OIC by PAD in their replies to OIC investigation reports for the period July 1, 1966 through December 31, 1966. The two underpayments were in the AFDC category only and amounted to $106.00.

NOTE.—Under the existing procedure, underpayments are not reported to OIC. The above information would involve underpayments for only those cases that were PAD replies to OIC investigation reports. The following tabulation indicates underpayments for the total caseload:

January through June 1966, 160.
July through December 1966, 107.

PERCENT OF AFDC AND GPA APPLICANTS INVESTIGATED

Senator BYRD. What percent of AFDC and GPA applicants are you investigating at intake?

Mr. GALVIN. During this particular 6-month period, we were investigating 32.5 percent of the approved applications.

For the period July through December 1966, in our intake review——

Senator BYRD. Why don't you just put that one in the record—or does it show any startling change one way or the other?

Mr. GALVIN. We are now investigating 26.1 percent. Approved applications increased—and we consequently can only investigate a lower percentage with the staff available.

(The material follows:)

OFFICE OF INVESTIGATIONS AND COLLECTIONS, INTAKE REVIEW SECTION OPERATIONS, JULY–DECEMBER 1966

The Intake Review Section of the Office of Investigations and Collections (OIC) assumes full responsibility for the Intake Review phase of the program by initiating an examination of all approved Aid to Families of Dependent Children and General Public Assistance applications which have been approved by the Public Assistance Division, and making a thorough field investigation of approved applications for which investigative staff is available.

By investigating approved applications shortly after their approval, this Section insures the validity of the information furnished by the recipient and minimizes the loss of appropriated funds to persons not entitled to assistance payments. The Section contributes to the efficient and economical administration of the Welfare Program and to the discovery of overpayments in assistance payments authorized.

STAFF

The OIC Intake Review Staff consists of one section with three units with a total of 22 Investigators.

SOURCES OF CASES FOR INTAKE REVIEW

The purpose of the OIC Intake Review is to examine all approved applications in the Aid to Families of Dependent Children (AFDC) and the General Public Assistance (GPA) categories. Approved applications encompass all new applications, reapplications and transfers to the two categories.

Since the Public Assistance Division (PAD) does not make a consolidated list of approved applications, it was essential that an alternative method be devised to notify OIC which applications have been approved. OIC, PAD, Office of Research and Statistics, and the Field Administrative Branch, Family and Children Services (FAB-FCS), agreed to procedures which insures that OIC will be furnished knowledge of all approved applications subject to OIC Intake Review.

SELECTION OF CASES FOR INTAKE REVIEW

OIC requests PAD case records on all approved applications and assigns an OIC number to each case received.

All OIC numbered cases are reviewed and scheduled by the OIC Evaluator and Analyzer and forwarded to the investigation sections for full field investigations with the following exceptions:

A. Cases closed by PAD prior to OIC review and scheduling.

B. Cases where the OIC evaluators, through case record examination only, question the eligibility of the recipient for assistance, return the case record to PAD and PAD closes the case. This type of action is entitled OIC Desk Review.

C. Cases selected for Quality Control. If the recipient continues on assistance after the Quality Control is complete, the case is then investigated by OIC.

D. Cases where the recipient lives too far outside the Washington metropolitan area.

E. AFDC cases where the recipient is undergoing training at the Hayes Training Center and lives at the Center.

F. Cases where the recipient is a former patient of St. Elizabeths Hospital (GE), living in a nursing home (GH), incompetent (GI), or is seriously mentally disturbed.

G. Cases not in the purview of the Intake Review examination; e.g., in a category not being investigated in the Intake Review (OA, AB, APTD).

H. Cases which could not be investigated due to lack of investigative personnel. These cases are coded ERNI, RBNS, and NER.

AFDC/GPA INTAKE REVIEW ACTIVITY

During the six-month period, July 1, 1966 through December 31, 1966, the OIC Intake Review Section activities were as follows:

A. Total AFDC/GPA activity

1. Eleven hundred and ninety-four (1194) cases were received by OIC (Table I).

2. Six hundred and twenty-four (624) cases were assigned to field investigations but four were subsequently withdrawn because the case was no longer a type to be investigated. Reasons for not assigning the balance of the cases received are listed in Schedule I–B.

3. Field investigations were completed on 389 of the assigned cases and investigation reports forwarded to PAD for appropriate action. In the prior six-month period, 384 reports were forwarded to PAD.

4. Final PAD decisions were received on 535 cases. There were 418 reports still at PAD awaiting PAD action at the close of the reporting period (Schedule I–D). This compares with 509 PAD final decisions received and 563 reports at PAD awaiting PAD action during the prior six-month period.

5. The 535 PAD final decisions received show that 250 cases (46.7 per cent) were closed subsequent to review after investigation, 26 cases (4.9 per cent) were closed subsequent to review by transfer to another category of assistance, 14 cases (2.6 per cent) had the assistance payment terminated, remaining open for service only, 245 cases (45.8 per cent) were continued on assistance in the AFDC/GPA categories. Only 17 cases (3.2 per cent) of the total decisions received showed no irregularities.

6. During the four years of OIC Intake Review operations, 5,146 PAD final decisions have been received. They show that 2,368 cases (46.0 per cent) were closed subsequent to OIC review, 221 cases (4.3 per cent) were closed subsequent to review by transfer to another category of assistance, 50 cases (1.0 per cent) had the assistance payment terminated, remaining open for service only, and 2,507 cases (48.7 per cent) continued on assistance in the AFDC/GPA categories. Only 267 cases (5.2 percent) of the final decisions were reported as having no irregularities (Table V).

7. Table III shows the characteristics of the 276 cases closed in the AFDC and GPA categories in the six-month period. Twenty recipients were White and 256 were Negro. The average time on assistance was 9.7 months. The total monthly assistance payments were $32,532.00, an average of $117.87 per case per month. "Employed recipient" was the principal reason for the closings. The approximate amount of money expended in assistance payments to recipients was $321,550.

8. Schedule III–A shows the flow of work on the 276 closed cases for the period July–December 1966. The average number of days from the date of the OIC report to the date of the last payment was 43 days. The average number of days from the date of the OIC report to the date the case was closed was 81 days. The average number of days from the date of the OIC report to the date PAD notified OIC of the PAD case decision was 153 days.

9. Schedule V–A shows the characteristics of 2,589 cases closed in the AFDC and GPA categories during the 48 months of OIC Intake Review operations. Three hundred and thirty-three recipients were White and 2,256 were Negro. The average time on assistance was 6.2 months. The total monthly assistance payments were $295,681.00, an average of $114.21 per month per case. "Employed recipient" and "Employed AFDC parent in the home" were the principal reasons for the closings. The approximate amount of money expended in assistance payments to recipients was $1,847,735.

10. Table IV and Schedule IV–A list the characteristics and flow of work from July 1966 through December 1966 of the 14 cases in which the assistance payment was terminated but the case remained open for service only. One of the recipients was White and 13 were Negro. The recipients received assistance payments for an average of 9.1 months, the average payment amounting to $92.43. A total of approximately $11,836 was expended in payments to these recipients. The average number of days from the date of the OIC report to the date of the last payment was 73 days. The average number of days from the date of the OIC report to the date PAD notified OIC of the PAD case decision was 222 days.

AFDC/GPA SAVINGS, JULY–DECEMBER 1966

The average length of time an AFDC case is on assistance is 42 months. Using this average, the approximate amount of money that would have been expended on the 180 AFDC cases closed subsequent to review during this six-month period would be $1,071,840 instead of $259,174—a savings of $812,666—$487,600 Federal money and $325,066 Local money.

The average length of time a GPA case is on assistance is 18 months. Using this average, the approximate amount of money that would have been expended on the 96 GPA cases closed subsequent to review during this six-month period would be $126,216 instead of $62,376—a savings of $63,840 in Local money.

The total estimated savings amounts to $876,506—$487,600 Federal and $388,906 Local money.

AFDC/GPA OVERPAYMENTS

During the six-month period, there were 188 overpayments reported, totaling $38,749—an average of $206.11 per overpayment. During the full four year period of operation, there were 1,513 overpayments totaling $274,230—an average of $181.25 per overpayment (See Table II).

CASELOAD STATISTICS

Schedule V–B shows the total PAD caseload for Fiscal Years 1962 to date.

Schedule VI–F shows the AFDC caseload for Fiscal Years 1962 to date. The first random sample investigation (AFDC) of the Public Assistance caseload began in November 1961.

Schedule VII–F shows the GPA caseload for Fiscal Years 1962 to date. The GPA random sample field investigation was conducted in June and July 1962.

B. AFDC activity

1. Seven hundred and fifty-seven (757) cases were received by OIC (Table VI).

2. Four hundred and sixty-six (466) cases were assigned to field investigations but one was subsequently withdrawn. Reasons for not assigning the balance are listed in Schedule VI–B.

3. Field investigations were completed on 275 of the assigned cases and investigation reports forwarded to PAD for appropriate action. In the prior six-month period, 395 reports were forwarded to PAD.

4. Final PAD decisions were received on 389 cases. There were 321 reports still at PAD awaiting action at the close of the reporting period (Schedule VI–D). This compares with 396 PAD final decisions received and 433 reports still at PAD awaiting decision during the prior six-month period.

5. The 389 final PAD decisions received show that 178 cases (45.8 per cent) were closed subsequent to review, two cases (0.5 per cent) were closed subsequent to review by transfer to another category of assistance, six cases (1.5 per cent) had the assistance payments terminated but the cases remained open for service only and 203 cases (52.2 percent) were continued on assistance in the AFDC category. Only 14 cases (3.6 percent) were reported as having no irregularities.

C. GPA activity

1. Four hundred and thirty-seven (437) cases were received by OIC (Table VII).

2. One hundred and fifty-eight (158) were assigned to field investigations but three were subsequently withdrawn. Reasons for not assigning the balance are contained in Schedule VII–B.

3. Field investigations were completed on 114 of the assigned cases and investigation reports forwarded to PAD for appropriate action. In the prior six-month period, 89 reports were forwarded to PAD.

4. Final PAD decisions were received on 146 cases. There were 97 reports still at PAD awaiting decision at the end of the reporting period (Schedule VII–D). This compares with 113 PAD final decisions received and 130 reports still at PAD awaiting final decision during the prior six-month period.

5. The 146 PAD final decisions received show that 72 cases (49.3 percent) were closed subsequent to review, 24 cases (16.4 percent) were closed subsequent to review by transfer to another category, eight cases (5.5 percent) had assistance payments terminated but remained open for service only, and 42 cases (28.2 percent) were continued on assistance in GPA. Only three cases (2.1 percent) were reported as having no irregularities.

CONCLUSIONS AND RECOMMENDATIONS

Due to the number of approved applications by the PAD Social Workers and no increase in OIC investigative staff, it was impossible to conduct field investigations on 100 per cent of the approvals. With the reduction of staff in the Intake Section which began in November 1965, the problem of field investigations became even more acute. In the current reporting period, the Intake Review Section was conducting field investigations on only 26.1 percent of the approved applications received because of staff not being authorized.

Because of the rate of ineligibility, I believe the OIC Intake Review Program should be staffed to conduct 100 percent field investigations of all approved applications.

SUPPORTING TABLES

AFDC–GPA Intake Review: July–December 1966

Table I.—*Activity report*

	Number	Percentage of number requested
Requested July–December 1966 (schedule I–A)	1,255	89.6
Requested prior, not received	146	10.4
Total requested	1,401	100.0
Canceled prior to receipt	72	5.1
Balance	1,329	94.9
Not received	135	9.6
Total received, July–December 1966	1,194	85.3
On hand, June 30, 1966:		
OIC evaluator	247	
Quality control	1	
Pending RC–115 by evaluators	1	
Pending RC–115 by investigators	1	
Still under investigation	312	
Desk reviews at PAD	2	
Returned from PAD	4	
	568	
Total received and previously on hand	1,762	

	Number	Percent of number received and previously on hand
Total received and previously on hand	1,762	100.0
Not assigned for field investigation (Schedule I–B):	1,138	64.6
Action completed	(470)	
Action pending	(668)	
Assigned for field investigation:	624	35.4
Assigned July–December 1966	(312)	
From prior period	(312)	
Assigned, withdrawn	4	.2
Balance	620	35.2
Still under investigation	231	13.1
Field investigation completed (schedule I–C)	389	22.1

Schedule I–A.—*Approved and requested*

	Approved	Requested	Not requested
1966:			
July	286	238	48
August	295	279	16
September	350	206	144
October	247	113	134
November	282	0	282
December	212	419	−207
Total	1,672	1,255	417
Previously approved, not requested	648	0	648
Previously approved, requested, not received	146	146	0
Total	2,466	1,401	1,065
Canceled prior to receipt		72	
Requested, not received		135	
Received current period		1,194	

SCHEDULE I–B.—*Reasons not assigned for field investigations*

	Number	Percent of total
Subsequent to OIC numbering found to be—		
ERNI	84	
RBNS	180	
NER	10	
Terminated prior to review	6	
Closed prior to review:		
Subsequent to Jan. 1, 1963	138	
By transfer to another category	45	
Out of District of Columbia	0	
Former St. Elizabeths patient	2	
Numbered in error	2	
Closed by evaluator's desk review	3	
Action completed	470	41.3
Pending:		
Quality control	1	
Pending RC–115 by evaluators	1	
Pending RC–115 by investigators	1	
Not yet scheduled by evaluators	661	
Eligibility questioned by evaluators, desk reviews at PAD	4	
Total pending	668	58.7
Grand total not assigned	1,138	100.0

SCHEDULE I–C.—*Investigations completed by months*

1966	Field	Desk	Total
July	67	0	67
August	65	0	65
September	63	0	63
October	74	0	74
November	62	3	65
December	58	0	58
Total	389	3	392

SCHEDULE I–D.—*Disposition of PAD final decisions*

	Number	Percentage of total PAD decisions received
At PAD for decision, June 30, 1966:		
Field investigations completed	561	
Desk reviews	2	
Total	563	
Forwarded to PAD, July–December 1966:		
Field investigations completed	389	
Desk reviews	6	
Total	395	
Grand total	958	
Returned from PAD:		
Former St. Elizabeths, field	1	
Closed prior by transfer, field	3	
For investigation, desk	1	
Balance	5	
Total	953	
Reports still at PAD awaiting decision:		
Field investigations completed	414	
Desk reviews	4	
Total	418	
PAD final decisions received	535	100.0
Field investigations	532	
Desk reviews	3	
Disposition of PAD final decisions	250	46.7
Closed subsequent to review:		
Field investigations	247	
Desk reviews	3	
Closed subsequent to review by transfer to another category	26	4.9
Field investigations	26	
Desk reviews	0	
Payment terminated, open for service only	14	2.6
Field investigations	14	
Desk reviews	0	
Continued on assistance AFDC/GPA	245	45.8
Payment adjusted (GA)	108	20.2
Administrative action	120	22.4
No irregularities	17	3.2

REPORTS AT PAD AWAITING DECISION

The reports at PAD awaiting decision were submitted during the following months:

SCHEDULE I–E

	Field investigations		Desk reviews	Total
1963				
April	1	(1)	0	1
July	1	(1)	0	1
November	1	(1)	0	1
1964				
April	2	(2)	0	2
May	2	(1)	0	2
June	1	(1)	0	1
August	1	(1)	0	1
October	1	(1)	0	1
November	1	(1)	0	1
December	2	(1)	0	2
1965				
January	3	(2)	0	3
February	1		0	1
March	4	(4)	0	4
April	3	(1)	0	3
May	4	(3)	0	6
June	9	(6)	0	9
July	9	(6)	0	9
1965—Continued				
August	12	(5)	0	12
September	8	(5)	0	8
October	14	(8)	0	14
November	16	(9)	0	16
December	12	(5)	0	12
1966				
January	16	(6)	0	16
February	6	(4)	0	6
March	12	(4)	1	13
April	15	(8)	1	16
May	21	(6)	0	21
June	14	(1)	0	14
July	14	(7)	0	14
August	27	(5)	0	27
September	28	(4)	1	29
October	47	(2)	1	48
November	48		0	48
December	58	(1)	0	58
Total	414	(113)	4	418

NOTE.—Figures in parentheses denote the number of cases on which a reply has been received from PAD and OIC has requested clarification or PAD has requested additional information.

Overpayments reported in the PAD final decisions received were as follows:

TABLE II.—*AFDC/GPA overpayments*

	Total	AFDC	GPA
Number	188	127	61
Amount	$38,749	$29,196	$9,553
Average	$206.11	$229.89	$156.61

Overpayments reported in the PAD final decisions received January 1963 through December 1966 were as follows:

	Total
Number	1,513
Amount	$274,230.00
Average	$181.25

TABLE III.—*Characteristics of closed cases, July–December 1966*

	Total	AFDC	GPA
Total	276	180	96
A. White	20	3	17
Negro	256	177	79
B. Months on assistance	2,682	1,828	854
Average months on assistance	9.7	10.2	8.9
C. Total monthly payments	$32,532	$25,520	$7,012
Average monthly payment	117.87	141.78	73.04
D. Approximate amount of money expended in assistance payments to recipients	321,550	259,174	62,376
Estimated Federal share	155,504	155,504	
Estimated local share	166,046	103,670	62,376
E. Reason for closing:			
1. Income sufficient to meet needs		19	15
2. Employed recipient		56	21
3. Employed parent in home		22	0
4. AFDC parent returned home		26	0
5. No child in home		6	0
6. Continuous absence not established		9	0
7. Receipt of statutory benefits (OASDI, etc.)		7	16
8. Inability to establish need		0	0
9. Employable		14	3
10. Withdrew		10	2
11. Death		0	3
12. In public institution		0	4
13. Loss of contact		8	3
14. Unable to determine resources		0	0
15. Transferred to another category		2	26
16. Not District of Columbia resident		0	0
17. Refusal to comply with agency regulations		1	2
18. Resources from illegal activity		0	0
19. Loss of residence eligibility		0	1
Total		180	96

SCHEDULE III–A.—*Flow of work on closed cases*

	Total	AFDC	GPA
A. Number of cases	276	180	96
B. Number of days from the date of the OIC report to the date of the last payment	11,924	8,301	3,623
Average number of days per case	43	46	38
C. Number of days from the date of the OIC report to the date of the case closing	22,280	15,174	7,106
Average number of days per case	81	84	74
D. Number of days from the date of the OIC report to PAD and the date of the PAD notification to OIC of its final decision (PA–315)	42,351	26,608	15,743
Average number of days per case	153	148	164

TABLE IV.—*Characteristics of payment terminated cases, open for service only*

	Total	AFDC	GPA
A. Number of cases	14	6	8
B. Race:			
White	1	0	1
Negro	13	6	7
C. Months on assistance prior to termination of payment	128	55	73
Average months on assistance with payment	9.1	9.2	9.1
D. Total monthly payments	$1,294	$673	$621
Average monthly payments	$92.43	$112.17	$77.63
E. Approximate amount of money expended in assistance payments to recipients	$11,836	$6,169	$5,667
Estimated Federal share	$3,701	$3,701	
Estimated local share	$8,135	$2,468	$5,667
F. Reason for termination of payment:			
Employment	12	5	7
Receipt of statutory benefits	1	0	1
Employable	0	0	0
Sufficient resources	1	1	0

SCHEDULE IV–A.—*Flow of work on payment terminated cases, open for service only*

	Total	AFDC	GPA
A. Number of cases	14	6	8
B. Number of days from the date of the OIC report to the date of last payment	1,027	489	538
Average number of days per case	73	82	67
C. Number of days from the date of the OIC report to PAD and the date of the PAD notification to OIC of its final decision (PA–315)	3,110	1,862	1,248
Average number of days per case	222	310	156

TABLE V.—*Disposition of PAD final decisions, January 1963–December 1966*

	Total	Percent
Total AFDC/GPA actions:		
Total cases closed subsequent to review	2,368	46.0
Total cases closed subsequent to review by transfer to another category of assistance	221	4.3
Payment terminated, open for service only	50	1.0
Total cases continued on assistance	2,507	48.7
Payment adjusted (GA)	840	(16.3)
Administrative action	(1,400)	(27.2)
No irregularities	(267)	(5.2)
Total	5,146	100.0
AFDC portion of the actions:		
AFDC cases closed subsequent to review	1,629	44.2
AFDC cases closed subsequent to review by transfer to another category of assistance	7	.2
Payment terminated, open for service only	19	.5
AFDC cases continued on assistance	2,028	55.1
Payment adjusted (GA)	(677)	(18.4)
Administrative action	(1,130)	(30.7)
No irregularities	(221)	(6.0)
Total	3,683	100.0
GPA portion of the actions:		
GPA cases closed subsequent to review	739	50.6
GPA cases closed subsequent to review by transfer to another category of assistance	214	14.6
Payment terminated, open for service only	31	2.1
GPA cases continued on assistance	479	32.7
Payment adjusted (GA)	(163)	(11.1)
Administrative action	(270)	(18.5)
No irregularities	(46)	(3.1)
Total	1,463	100.0

SCHEDULE V–A.—*Characteristics of closed cases, January 1963–December 1966*

	Total	AFDC	GPA
Total	2,589	1,636	953
A. White	333	146	187
Negro	2,256	1,490	766
B. Months on assistance	16,150.0	10,258.0	5,892.0
Average months on assistance	6.2	6.3	6.3
C. Total monthly payments	$295,681.00	$224,937.00	$70,744.00
Average monthly payment	114.21	137.49	74.23
D. Approximate amount of money expended in assistance payments to recipients	1,847,735.00	1,410,372.00	437,363.00
Estimated Federal share	846,223.00	846,223.00	
Estimated local share	1,001,512.00	564,149.00	437,363.00
E. Reason for closing:			
1. Income sufficient to meet needs		144	72
2. Employed recipient		384	208
3. Employed parent in home		242	0
4. AFDC parent returned home		225	0
5. No child in home		68	0
6. Continuous absence not established		133	0
7. Receipt of statutory benefits (OASDI, etc.)		80	77
8. Inability to establish need		23	44
9. Employable		96	63
10. Withdrew		122	74
11. Death		2	19
12. In public institution		5	60
13. Loss of contact		65	75
14. Unable to determine resources		4	5
15. Transferred to another category		8	216
16. Not District of Columbia resident		0	1
17. Refusal to comply with agency regulations		28	32
18. Resources from illegal activity		3	3
19. Loss of residence eligibility		4	4
Total		1,636	953

SCHEDULE V–B.—*Total PAD cases receiving money payments*

Month	Fiscal year					
	1962	1963	1964	1965	1966	1967
July	12,895	11,971	10,369	10,304	11,105	11,569
August	13,000	11,773	10,154	10,427	11,244	11,671
September	12,969	11,521	10,050	10,457	11,251	11,703
October	12,955	11,340	9,964	10,484	11,355	11,771
November	12,942	11,206	9,909	10,492	11,343	11,851
December	12,919	11,072	10,013	10,622	11,388	11,966
January	12,806	10,932	10,055	10,621	11,334	11,968
February	12,645	10,769	10,072	10,661	11,401	12,042
March	12,574	10,672	10,256	10,866	11,470	
April	12,406	10,591	10,185	10,904	11,424	
May	12,275	10,602	10,267	10,912	11,548	
June	12,093	10,349	10,310	11,019	11,638	

Source: DPW monthly statistical reports.

AFDC Intake Review: July–December 1966

Table VI.—*Activity report*

	Number	Percent of number requested
Requested July–December 1966 (Schedule VI–A)	780	89.2
Requested prior, not received	94	10.8
Total requested	874	100.0
Cancelled prior to receipt	28	3.2
Balance	846	96.8
Not received	89	10.2
Total received, July–December 1966	757	86.6
On hand, June 30, 1966:		
w/OIC evaluator	193	
Quality control	1	
Pending RC–115 by evaluators	0	
Pending RC–115 by investigators	1	
Still under investigation	249	
Desk reviews at PAD	2	
Total	446	
Total received and previously on hand	1,203	

	Number	Percent of number received and previously on hand
Total received and previously on hand	1,203	100.0
Not assigned for field investigation (Schedule VI–B)	737	61.3
Action completed	(293)	
Action pending	(444)	
Assigned for field investigation	466	38.7
Assigned July–December 1966	(217)	
From prior period	(249)	
Assigned, withdrawn	1	.1
Balance	465	38.6
Still under investigation	190	15.8
Field investigation completed (Schedule VI–C)	275	22.8

Schedule VI–A.—*Approved and requested*

	Approved	Requested	Not requested
1966:			
July	154	142	12
August	179	155	24
September	215	127	88
October	168	74	94
November	188	0	188
December	132	282	−150
Total	1,036	780	256
Previously approved, not requested	178	0	178
Previously approved, requested, not received	94	94	0
Total	1,308	874	434
Cancelled prior to review		28	
Requested not received		89	
Received current period		757	

SCHEDULE VI–B.—*Reasons not assigned for field investigations*

	Number	Percent of total
Subsequent to OIC numbering found to be–		
ERNI	9	
RBNS	180	
NER	8	
Terminated prior to review	3	
Closed prior to review:		
Subsequent to Jan. 1, 1963	88	
By transfer to another category	1	
Out of District of Columbia	0	
Former St. Elizabeths patient	1	
Numbered in error	2	
Closed by evaluator's desk review	1	
Action completed	293	39.8
Pending:		
Quality control	1	
Pending RC–115 by evaluators	0	
Pending RC–115 by investigators	1	
Not yet scheduled by evaluators	439	
Eligibility questioned by evaluators, desk reviews at PAD	3	
Total pending	444	60.2
Grand total not assigned	737	100.0

SCHEDULE VI–C.—*Investigations completed by months*

1966	Field	Desk	Total
July	44	0	44
August	47	0	47
September	49	0	49
October	45	0	45
November	45	1	46
December	45	0	45
Total	275	1	276

SCHEDULE VI–D.—*Disposition of PAD final decisions*

	Numbe	Percentage of total PAD decisions received
At PAD for decision, June 30, 1966:		
Field investigations completed	431	
Desk reviews	2	
Total	433	
Forwarded to PAD, July–December 1966:		
Field investigations completed	275	
Desk reviews	3	
Total	278	
Grand total	711	
Returned from PAD: For investigation, desk	1	
Balance	1	
Total	710	
Reports still at PAD awaiting decision:		
Field investigations	318	
Desk reviews	3	
Total	321	
PAD final decisions received	389	100.0
Field investigations	388	
Desk reviews	1	
Disposition of PAD final decisions:		
Closed subsequent to review	178	45.8
Field investigations	177	
Desk reviews	1	
Closed subsequent to review by transfer to another category of assistance	2	.5
Field investigations	2	
Desk reviews	0	
Payment terminated, open for service only	6	1.5
Field investigations	6	
Desk reviews	0	
Continued on assistance AFDC	203	52.2
Payment adjusted (GA)	88	22.6
Administrative action	101	26.0
No irregularities	14	3.6

AFDC Intake Review: July–December 1966

Reports at PAD awaiting decision

The reports at PAD awaiting decision were submitted during the following months:

Schedule VI–E

	Field investigations		Desk reviews	Total
1963:				
April	1	(1)	0	1
July	1	(1)	0	0
1964:				
April	2	(2)	0	2
May	2	(1)		2
June	1	(1)	0	1
August	1	(1)	0	1
October	1	(1)	0	1
November	1	(1)	0	1
December	2	(1)	0	2
1965:				
January	3	(2)	0	3
February	1		0	1
March	4	(4)	0	4
April	2	(1)	0	2
May	3	(2)	0	3
June	6	(3)	0	6
July	9	(6)	0	9
August	11	(5)	0	11
September	8	(5)	0	8
October	14	(8)	0	14
November	15	(9)	0	15
December	9	(5)	0	9
1966:				
January	12	(5)	0	12
February	5	(4)	0	5
March	11	(4)	1	12
April	12	(8)	1	13
May	13	(6)	0	13
June	11	(1)	0	11
July	8	(5)	0	8
August	22	(4)	0	22
September	22	(3)	1	23
October	28	(1)	0	28
November	32		0	32
December	45	(1)	0	45
Total	318	(102)	3	321

Note.—Figures in parentheses denote number of cases on which a reply has been received from PAD and OIC has requested clarification or PAD has requested additional information.

Schedule VI–F.—*AFDC cases receiving money payments*

[Fiscal year]

Month	1962	1963	1964	1965	1966	1967
July	5,530	4,849	4,063	4,039	4,502	4,700
August	5,597	4,757	3,949	4,066	4,586	4,769
September	5,601	4,615	3,857	4,103	4,626	4,771
October	5,607	4,491	3,823	4,113	4,702	4,798
November	5,628	4,396	3,791	4,106	4,752	4,828
December	5,611	4,353	3,871	4,165	4,735	4,871
January	5,553	4,262	3,885	4,179	4,675	4,894
February	5,471	4,184	3,904	4,228	4,700	4,939
March	5,392	4,189	4,017	4,295	4,725	----------
April	5,251	4,157	3,993	4,344	4,712	----------
May	5,111	4,155	4,010	4,376	4,752	----------
June	4,976	4,062	4,023	4,441	4,780	----------

Source: DPW monthly statistical reports.

GPA Intake Review: July–December 1966

Table VII.—*Activity report*

	Number	Percent of number requested
Requested July–December 1966 (schedule VII–A)	475	90.1
Requested prior, not received	52	9.9
Total requested	527	100.0
Canceled prior to receipt	44	8.3
Balance	483	91.7
Not received	46	8.7
Total received, July–December 1966	437	83.0
On hand, June 30, 1966:		
With OIC evaluator	54	
Pending RC–115 by evaluators	1	
Pending RC–115 by investigators	0	
Still under investigation	63	
Desk reviews at PAD	0	
Returned from PAD	4	
Subtotal	122	
Total received and previously on hand	559	

	Number	Percent of number received and previously on hand
Total received and previously on hand	559	100.0
Not assigned for field investigation	401	71.7
(Schedule VII–B):		
Action completed	117	
Action pending	224	
Assigned for field investigation	158	28.3
Assigned July–December 1966	95	
From prior period	63	
Assigned, withdrawn	3	.6
Balance assigned	155	27.7
Still under investigation	41	7.3
Field investigation completed (schedule VII–C)	114	20.4

Schedule VII–A.—*Approved and requested*

1966	Approved	Requested	Not requested
July	132	96	36
August	116	124	−8
September	135	79	56
October	79	39	40
November	94	0	94
December	80	137	−57
Total	636	475	161
Previously approved, not requested	470	0	470
Previously approved, requested, not received	52	52	0
Total	1,158	527	631
Canceled prior to receipt		44	
Requested not received		46	
Received, current period		437	

SCHEDULE I–B.—*Reasons not assigned for field investigations*

Reasons not assigned for field investigation	Number	Percent of total
Subsequent to OIC numbering:		
Found to be:		
ERNI	75	
RBNS	0	
NER	2	
Terminated prior, open for service	3	
Closed prior to review:		
Subsequent to Jan. 1, 1963	50	
By transfer to another category	44	
Out of District of Columbia	0	
Former St. Elizabeths patient	1	
Numbered in error	0	
Closed by evaluator's desk review	2	
Action completed	177	44.1
Pending:		
Quality control	0	
Pending RC–115 by evaluators	1	
Pending RC–115 by investigators	0	
Not yet scheduled by evaluators	222	
Eligibility questioned by evaluators, desk reviews at PAD	1	
Total pending	224	55.9
Grand total not assigned	401	100.0

SCHEDULE VII–C.—*Investigations completed by months*

1966	Field	Desk	Total
July	23	0	23
August	18	0	18
September	14	0	14
October	29	0	29
November	17	2	19
December	13	0	13
Total	114	2	116

SCHEDULE VII–D.—*Disposition of PAD final decisions*

	Number	Percentage of total PAD decisions received
At PAD for decision, June 30, 1966:		
Field investigations completed	130	
Desk reviews	0	
Total	130	
Forwarded to PAD, July–December 1966:		
Field investigations completed	114	
Desk reviews	3	
Subtotal	117	
Total	247	
Returned from PAD:		
Former St. Elizabeths patient field	1	
Closed prior by transfer	3	
Balance	4	
Total	243	
Reports still at PAD awaiting decision:		
Field investigations completed	96	
Desk reviews	1	
Total	97	
PAD final decisions received		100.0
Field investigations	144	
Desk reviews	2	
Total	146	
Disposition of PAD final decisions:		
Closed subsequent to review		49.3
Field investigations	70	
Desk reviews	2	
Total	72	
Closed subsequent to review by transfer to another category		16.4
Field investigations	24	
Desk reviews	0	
Total	24	
Payment terminated, open for service only		5.5
Field investigations	8	
Desk reviews	0	
Total	8	
Continued on Assistance in GPA		28.8
Payment adjusted (GA)	20	(13.7)
Administrative action	19	(13.0)
No irregularities	3	(2.1)
Total	42	

SCHEDULE VII–E.—*Reports at PAD awaiting decision*

1963	Field investigations	Desk reviews	Total
November	1 (1)	0	1
1965			
April	1	0	1
May	1 (1)	0	1
June	3 (3)	0	3
August	1	0	1
November	1	0	1
December	3	0	3
1966			
January	4 (1)	0	4
February	1	0	1
March	1	0	1
April	3	0	3
May	8	0	8
June	3	0	3
July	6 (2)	0	6
August	5 (1)	0	5
September	6 (1)	0	6
October	19 (1)	1	20
November	16	0	16
December	13	0	13
Total	96 (11)	1	97

NOTE.—Figures in parentheses denote number of cases on which a reply has been received from PAD and OIC has requested clarification or PAD has requested additional information.

SCHEDULE VII–F.—*GPA cases receiving money payments*

[Fiscal year]

Month	1962	1963	1964	1965	1966	1967
July	1,565	1,122	675	606	774	942
August	1,640	1,032	566	690	784	983
September	1,617	994	569	689	782	1,004
October	1,631	958	568	680	800	959
November	1,588	948	505	683	789	973
December	1,594	888	551	708	849	1,014
January	1,567	868	545	737	804	980
February	1,504	828	576	754	850	1,000
March	1,512	751	628	807	848	
April	1,433	726	626	794	841	
May	1,283	753	685	781	929	
June	1,174	663	700	799	962	

Source: DPW monthly statistical reports.

PERCENT OF APPLICATIONS FOUND INELIGIBLE

Senator BYRD. At intake, the ineligibility findings for the most recent period covered would be what?

Mr. GALVIN. That would be in our July–December report. That was 46.7 percent closed subsequent to review, 4.9 percent by transfer to another category, 2.6 percent, assistance terminated, remaining open for service only.

Senator BYRD. Give me the figure that I wanted. What percent of the applications approved at the intake point were found ineligible? I realize that you probably consider those that are transferred to other categories as ineligible. But I would like to forget those.

Mr. GALVIN. For AFDC and GPA there would be 49.3 percent.

Senator BYRD. For both?

Mr. GALVIN. Yes, sir.

Senator BYRD. Can you separate the two?

Mr. GALVIN. Yes, sir.

For AFDC it would be 47.3 percent. And for GPA, 54.8 percent.

Senator BYRD. All right. Now, for the audit review, what percent in each of those two categories have been found ineligible during the most recent period?

Mr. GALVIN. 36.1 percent AFDC, in our regular audit, for the period March 1966 through February 1967, and in our other audit, 35.8 percent.

Senator BYRD. Meaning the GPA audit?

Mr. GALVIN. No, sir, both of these are AFDC. One is of the caseload subsequent to 1–1–63, and the other——

Senator BYRD. I asked you for the percent as of the period last covered. Now, you are giving me two different percentage figures.

Mr. GALVIN. Because there are two different audits in AFDC.

Senator BYRD. What I want is the period last covered. AFDC.

Mr. GALVIN. Then we should use the figure of 35.8 percent, sir.

Senator BYRD. 35.8 percent for AFDC.

Now, what were your findings on ineligibility in the GPA caseload, for the most recent period?

Mr. GALVIN. We have no audit in the GPA caseload, sir.

Senator BYRD. That is right—you said you didn't.

I believe you indicated you could use two teams there, in GPA.

Mr. GALVIN. It would take 27 people to do an audit in GPA.

Senator BYRD. Yes.

LOSS IN UNCOLLECTED JUVENILE COURT ORDERS

How much has the Government lost in uncollected juvenile court orders since the Welfare Department ceased deducting the court orders from assistance payments?

Mr. GALVIN. $3,364,160. This is merely the yearly total. It does not include the exact monthly totals. This could only be obtained from juvenile court.

Senator BYRD. What about HEW requirements in connection with these court orders?

Mr. GALVIN. District of Columbia state plan does not regard as income a court order of juvenile court. We give the recipient the full grant. The juvenile court order is turned over to the Department. We have the same plan for the court of general sessions, domestic relations branch and the reciprocal support section, which will go into effect approximately August 1, 1967 for those cases paid to the court. So we have almost a hundred percent plan for disregard of income from court orders for all courts.

EFFECT OF IMPLEMENTATION OF NEW REQUIREMENTS

Senator BYRD. How much would be lost when the Department implements these new requirements? Will there be additional moneys lost as a result of those requirements?

Mr. GALVIN. The recipient will receive the full amount of the assistance payment. We will not count as a resource the court order. I would have no idea at the moment of the cost.

Senator BYRD. I assume it would cost the Department more; am I correct?

Mr. GALVIN. It would increase the cost to the Department.

Senator BYRD. Miss Thompson?

Miss THOMPSON. What happens, it keeps the recipient from being penalized, and it also prevents a delay in the recipient receiving her check. Actually, you can end up at the same place, because the recipient can come in and tell us that she is not getting the money, and she then can report it to the court, and if she takes legal action, we are obligated to make up the difference in our grant which would include the amount in the court order. It is only when she doesn't take action that we cannot do anything. But there is a delay between the time that we get the report, the recipient reports to us, so that it means recipients are penalized during that period of time until some action is taken.

The new procedure assures that the recipient gets the money, but it put the responsibility on the court to collect, and it has always been on the court to collect.

Senator BYRD. In terms of dollars, how will this affect your Department?

Miss THOMPSON. It would increase the cost somewhat. I cannot give you a figure. But the increased cost would be the period of time or the lag between when recipients have been notifying us and action has been taken. So it could be a matter of a couple of months there, in cases where there are court orders.

HANDBOOK TRANSMITTAL NO. 77

Senator BYRD. When does handbook transmittal No. 77 go into effect?

Miss THOMPSON. Part of it has already gone into effect, but totally, it must be in effect by July 1; isn't that right, Mr. Russo?

Mr. RUSSO. Yes, Miss Thompson, that is correct.

HANDBOOK RELEASE 86

Senator BYRD. What other guidelines are you being asked to implement? Are there other so-called handbook transmittals that are being changed? I have heard of a handbook release 86.

Miss THOMPSON. I would like to call on Mr. Russo to answer those specifically.

Senator BYRD. All right. Mr. Russo.

Mr. RUSSO. Yes, Mr. Chairman.

Senator BYRD. What are you being asked to do under handbook release 86?

Mr. RUSSO. Primarily under handbook 86, Mr. Chairman, there is the new requirement that has just been discussed, making sure that only resources that are actually available are being taken into consideration, particularly with respect to court orders. Also under handbook 86, is the requirement that unless the income of a child who is 14 years—not older than 14 years—is substantial, then whatever income the child in this age group has shall be disregarded.

Senator BYRD. Is there any guideline as to the meaning of "substantial"?

Mr. RUSSO. We have established a guideline in submitting the plan material. If the child's income in this group is in excess of $50 a month, we consider it substantial.

Also under handbook—Federal handbook release No. 86 is the requirement that States review the yardstick that they use in determining the extent to which a legally responsible relative is able to contribute to the support of a public assistance recipient.

Perhaps the major provision under handbook release 86 is the provision that only income and resources which are actually available shall be considered.

IMPACT ON DEPARTMENT OF HANDBOOK 86

Senator BYRD. What is going to be the impact upon your department?

Miss THOMPSON. Of handbook 86? The court order cases are the most important.

Senator BYRD. Dollarwise you cannot give us some indication of what you are talking about?

Miss THOMPSON. I think we could give you an estimate. We would have to go back and look at our records. But I believe if we looked at the number of court orders which is not too large and could arrive at an average delay—and I don't know whether we have this—between the time the recipient notifies us that she is not receiving her court order and action is taken. Let us look into it, Mr. Chairman. If we can furnish you information, we will.

Senator BYRD. All right.

Mr. Galvin, how do these guidelines affect our operations? Let's talk first about 86. Does that have any effect on our office?

Mr. GALVIN. It changes some of the eligibility rules, so we will change our investigation in accordance with the eligibility rules.

We are deeply involved in court orders in our resources and collections sections. We have liaison with the courts on them, and with the PAD recipients.

It may affect the number of relative responsibility referrals that we receive for prosecution. There is a question that the State of Virginia, I think, raised on this, that Mr. Russo disagrees with. I think this is the guideline that Virginia said would abolish the man-in-the-house rule. They refused to abide by this guideline. I think Mr. Russo determined that it doesn't affect the District's rule.

Mr. RUSSO. Our position is that it does not affect the substitute parent rule—that it merely means that only income and resources that are actually available shall be considered. But it has no applicability to the so called substitute parent rule.

HOME VISITS BY INVESTIGATORS

Senator BYRD. I noted in the press Friday some reference to a challenge to the right of welfare investigators in the District to enter homes without search warrants. Mr. Galvin, would you like to address yourself to this subject, please?

Mr. GALVIN. I don't know to which article you have referred. There have been two questions in the newspapers recently about search warrants. One—the Supreme Court decided that housing inspectors could not enter homes without search warrants if the person living in the home refused admittance. Since we do not go into the home if we are refused admittance, I don't think that this would have any effect on us.

We do have to make home visits. This is a requirement of HEW,

that home visits be made. It is specified in several of their releases that the living conditions, for example—it says in handbook release 124, "The agency is responsible for maintaining current knowledge as to the conditions under which each family lives." And to do this, you must check living conditions.

Handbook release 77 says, "The plan requirement of an interview with applicants and recipients in each determination of eligibility requires a personal interview preferably in the individual's home * * *"

There have been a number of articles recently in the paper concerning the question of visits to a neighborhood at night. The Census Bureau has come up with an estimate that there are 5 million Americans who were not counted in the census because the census tabulators did not go into the slum-type neighborhood or made a quick check through it. They didn't go in the area at night. It has been recommended that they go in the area at night when the individual is usually home.

If I can quote from the Washington Post, Sunday, June 4, it says:

> No one knows exactly how many men, women, and children were missed. According to the estimate preferred by the U.S. Census Bureau experts, the 1960 census takers failed, for a variety of reasons, to count more than 5 million Americans, including 2 million Negroes, thereby producing a total count that is 3.1 percent short of the actual population.

Analysis by the Bureau offered no reasons for the 1960 undercount, but said that Negro males age 15 to 44 displayed the highest rate of invisibility

NECESSITY OF HOME VISITS

Senator BYRD. What does this have to do with search warrants?

Mr. GALVIN. This is the question of search warrants, for home visits. I was bringing out this point.

Senator BYRD. You are saying that if the investigators have to have a search warrant to go into the home, that the census taker will have to have one; is that what you are saying?

Mr. GALVIN. No, sir. I am saying if you do not make home visits to these areas in the evening, you will not know who is living there or what resources the families have, and they state it very conclusively in this article.

Senator BYRD. I see.

Mr. GALVIN. I was also showing there is a requirement of HEW that it must be done.

Senator BYRD. And there is nothing in the basic social security law that says it cannot be done.

Mr. GALVIN. No, sir, there is nothing that says it cannot be done. In fact, HEW says it should be done. The Supreme Court decision on search warrants would not affect the Department in my belief because we do not go into the homes without permission. And we include in our State plan that we do not.

Senator BYRD. Judge McGowan said, "It does not definitively appear at this juncture that the District authorities have knowingly condoned action by field personnel of the kind alleged." Is he right in this regard?

Mr. GALVIN. This is a U.S. Court of Appeals case. This was a three-judge panel.

Senator BYRD. But it is a fact, is it not, that the Department does not knowingly condone action by field personnel of the kind alleged.

DEPARTMENT PROHIBITION OF COERCIVE ACTION

Miss THOMPSON. We do not condone that type of action.

Mr. GALVIN. We forbid the kind that they allege.

Senator BYRD. And the kind that was alleged was what?

Mr. GALVIN. Is that they used force and coercion to go into the home, that they go in without permission, and they threaten that if they are not allowed to go in, that they will cut off the check. Investigators cannot cut off anybody's check. The approval for assistance and the disapproval for assistance is by the social worker. We have a set of rules and regulations that we abide by, which are part of the State plan. We insist that they follow these regulations.

REGULATIONS ON INSPECTIONS

Senator BYRD. May we have the regulations put in the record on this point?

Miss THOMPSON. Yes, sir.

Senator BYRD. So that the record may be complete on this.

(The material follows:)

REGULATION ON INSPECTION

[Handbook Release 108, June 1, 1967]

SUBJECT CLASSIFICATIONS: OFFICE OF INVESTIGATIONS AND COLLECTIONS
INVESTIGATIVE PROGRAMS AND OPERATIONS

CONTENTS

I. Functions.
II. Investigation Programs Descriptions.
III. Selection and Referral for Investigation.
IV. Investigative Procedures.
V. Standards of Conduct.

I. FUNCTIONS

The Office of Investigations and Collections is directly responsible to the Director of the Department of Public Welfare.

The investigative program of the Office of Investigations and Collections is established as a fact-finding service of the Department to establish that the true facts in a case as are pertinent to eligibility for payments being made or services rendered.

II. INVESTIGATION PROGRAMS DESCRIPTIONS

The Office of Investigations and Collections administers an investigative program consisting of the following components:

A. Investigations—Intake Review

The Intake Review Section of the Office of Investigations and Collections (OIC) assumes full responsibilty for the Intake Review phase of the program by initiating an examination of all applications which have been recently approved by the Public Assistance Division in such assistance categories as are determined within the objectives of the Department. The AFDC and GPA categories are currently the only categories subject to Intake Review. A thorough field investigation is made of such approved applications for which investigative staff is available. By investigating approved applications shortly after their approval, this Section insures the validity of the information furnished by the recipient and minimizes the loss of appropriated funds to persons not entitled to assistance payments. The Section contributes to the efficient and economical administration of the Welfare Program and to the discovery of overpayments in assistance payments authorized.

B. Investigations—Audit Review

The Audit Review Section assumes the full responsibility for the Audit Review phase of the Investigations and Collections Program by initiating a thorough field investigation of Aid to Families of Dependent Children (AFDC) cases for cases

still receiving assistance at time of OIC selection in the January 1, 1963 caseload and in the caseload subsequent to January 1, 1963 and Aid to the Permanently and Totally Disabled (APTD) cases in the July 1, 1963 caseload to determine the validity of the eligibility of each recipient.

The Section contributes to the efficient and economical administration of the Welfare Program and to the discovery of overpayments in assistance payments authorized.

C. Investigations—Complaint Review

The Complaint Review Section of the Office of Investigations and Collections (OIC) assumes full responsibility for initiating an investigation to determine eligibility information upon the request of the Public Assistance Social Staff when the Social Worker cannot obtain the required eligibility information from the client nor is able to obtain the information through his own efforts.

The Public Assistance Social Staff will refer all questionable eligibility situations to the Office of Investigations and Collections when such questionable eligibility exists during the Social Worker's initial investigation of applications to determine eligibility.

The Complaint Review Section will also initiate an investigation upon request of the Public Assistance Staff of those active recipients of the Department who are believed to be in violation of the rules and regulations of the Department in areas pertinent to their eligibility to receive assistance payments.

Such other complaints as are made to the Department from any source where there is substantially plausible pertinent information indicating violation of rules and regulations of the Department on the part of any public assistance recipient and fraud referrals shall be investigated as directed by the Investigations and Collections Officer.

The Complaint Review Section is also responsible for obtaining criminal and traffic records requested by PAD, CWD in Washington, D.C. and surrounding counties in Maryland and Virginia.

D. Investigations—Locations Review

The Locations Review Section investigates all cases referred to it for location of individuals as are of interest to the Department of Public Welfare.

III. SELECTION AND REFERRAL FOR INVESTIGATION

The PAD case record contains all of the basic and background information on any case selected for OIC review or submitted for investigation. All PAD case records are made available to OIC staff directly involved in the review or investigation, as required.

A. Intake Review

All newly approved applications of Public Assistance in the categories within the objectives of this review shall be reported to the Office of Investigations and Collections.

OIC requests of PAD, the PAD case record of such approved applications, and will assign an OIC number to each case received. All OIC numbered cases are reviewed and scheduled by the OIC Evaluator and Analyzer and forwarded to the investigation sections for full field investigations with the following exceptions:

1. Cases closed by PAD prior to OIC review and scheduling.
2. Cases where the OIC evaluators, through desk review case record examination only, question the total eligibility of the recipient for assistance, returns the case record to PAD and PAD closes the case. (If the case continues on assistance, it is returned to OIC for review and possible full field investigation.)
3. Cases selected for Quality Control. If the recipient continues on assistance after the Quality Control is complete, the case is returned to OIC for review and possible full field investigation.
4. Cases where the recipient lives too far outside the Washington metropolitan area.
5. AFDC cases where the recipient is undergoing training at the Hayes Training Center and lives at the Center.
6. Cases not in the purview of the Intake Review examination; e.g., in a category not being investigated in the Intake Review (OA, AB, APTD).
7. Cases where the recipient is a former patient of St. Elizabeths Hospital (GE), living in a nursing home (GH), incompetent (GI), or is very seriously mentally disturbed.
8. Cases which could not be investigated due to the insufficient investigative personnel.

B. Audit Review

Cases still on assistance when selected for OIC review which were in the AFDC caseload prior to January 1, 1963, the AFDC caseload subsequent to January 1, 1963 and the APTD caseload as of July 1, 1963 are the bases from which Audit Review cases for investigation under the Audit Review program are selected.

When a PAD case subject to Audit Review has been requested and received, it is assigned an OIC number. All OIC numbered cases are reviewed and scheduled by the OIC Evaluator and Analyzer and forwarded to the investigation section, for full field investigation, except for those exceptions listed in paragraphs one through six above in the Intake Review.

C. Complaint Review

Requests from the PAD Social Staff for additional information or a request for clarification or verification of information pertinent to a client's case which requires investigative service, are to be submitted to the Office of Investigations and Collections on PAD Form 182 in triplicate.

Requests from the Public Assistance Division will be forwarded through the PAD Program Analyst.

Situations in all of the assistance programs may be referred to OIC for additional information, clarification or verification. Some reasons for referrals are listed in the PAD Handbook for the guidance of the workers.

Requests from within the Department from other than the Public Assistance Division are also to use the PA 182 form or a memorandum.

The request from PAD will identify the eligibility factor involved. A brief statement will list the reason why in the particular case being referred it is believed a situation may exist that would affect eligibility, amount of payment, or why the case requires investigation.

Also included will be a statement of the specific information or verification desired by the person making the request.

D. Locations Review

Referrals from the Public Assistance Division Social Staff pertinent to a PAD active case or application will be made on Form PW–PA 181 in triplicate, providing as much as possible of the personal data on the missing person as required to complete the form. Each missing person shall be requested on a separate request form.

Upon location or determination that a location cannot be made, a report will be submitted by OIC to the Social Staff by use of PW–RC 162 or 163 and PW–RC 164, if applicable.

No interim reports are submitted.

Referrals from other offices and divisions of the Department are submitted on PW–RC 127, in triplicate including out of town inquiries received by PAD. OIC replies to out of town inquiries requested by PAD will be made thru PAD; any other such replies will be made directly to the requesting agency.

Replies to other divisions of the Department will be made to the requesting division.

No interim reports are submitted.

IV. INVESTIGATIVE PROCEDURES

The investigator will make an investigation of each case so as to adequately determine the true state of affairs as is pertinent to eligibility requirements or to clarify the situations under investigation. All investigations will be made so as not to violate the privacy or personal dignity of the person being investigated.

The following rules will be observed:

1. Visits by investigators to the home of applicant, recipients or to the residence of collateral sources shall be conducted only between the hours of 8:00 AM and 10:00 PM on weekdays, and between 8:00 AM and 12:00 noon on Sundays. Home visits by investigators between the hours of 10:00 PM and 8:00 AM are strictly forbidden.

2. Each case under investigation is scrutinized carefully prior to the home visit to ascertain if mental problems exist, the family composition, the amount of space occupied, etc. Investigators do not enter the homes with preconceived ideas of what exists in the home, rather each investigation is an objective study for the Department of Public Welfare.

3. The purposes of home visits are primarily to establish and/or verify family composition, household composition, living arrangements and conditions.

4. No inspection of premises will be made if the recipient does not live on the premises.

5. On all home visits to the home of the recipient or to the home of other persons being contacted, the investigator assigned the case must be accompanied by another investigator. Whenever the recipient is contacted in person outside of the Office of Investigations and Collections, this contact may be made only when accompanied by another investigator.

Any exception to these requirements regardless of the reason for contacting the recipient, visiting the home of the recipient or other person being contacted must be immediately reported to the Office of the Investigations and Collections Officer in writing.

6. No home visits are made on National Holidays or Religious Holidays.

7. Home visits are kept at a minimum. Three home visits are considered fully adequate in any investigation; however, an additional home visit due to unusual circumstances, such as change of residence, transfer of investigator, or a request from the Social Worker, may be made, if approved in advanced by the immediate supervisor.

8. The investigator when making inquiries in the home is only to ask questions which are pertinent to the investigation.

Complaints received by any OIC personnel about investigators or members of OIC or employees of the Department must be forwarded in writing to the Office of the Investigations and Collections Officer.

V. STANDARDS OF CONDUCT

In keeping with the stated mission of the investigation function to establish and report the true state of affairs regarding any case being investigated, such as eligibility factors of the Public Assistance case, the investigative staff shall be guided by the following precepts:

1. The investigative staff of the Office of Investigations and Collections will refrain from advising recipients or rendering other assistance normally given by the Social Worker.

2. Suggestions as to eligibility, ineligibility, continuance or termination of the Public Assistance payment are areas in which the OIC investigators are specifically reminded to withhold their comments.

3. Investigators and supervisors do not investigate friends, acquaintances or relatives. Investigators cannot hire or contract recipients to perform any services for them.

4. Investigators will not disperse gifts regardless of how small in value to recipients or children of recipients. Such gfts, however well intentioned, are often resented or objected to by clients who may be reluctant to voice their objections.

5. Investigators do not have arrest power or subpoeana power. They do not carry side arms or concealed weapons.

6. Investigators must at all time use propriety, common sense and good judgment in interviewing recipients or others. They must treat the people whom they contact with the human dignity to which all people are entitled.

7. Prior to entering a home, investigators must identify themselves by giving their name and agency and show their identification card. They must request permission to enter the home and are not permitted to enter any home without the expressed approval of the occupant. They must be admitted by an adult.

8. Investigators will not enter any recipient's home when no one is in the home, when only minor children are in the home, whenever no other adult member of the household is home.

9. When admission to the home is refused by the recipient, the investigator shall leave immediately. If admission is refused on a subsequent visit, a report is made of the situation to the social worker with the request that the social worker advise OIC regarding future action. The investigation is suspended pending a reply.

10. If requested to leave after authorized entry, the investigators will do so immediately.

11. Investigators will immediately excuse themselves and leave the home if the recipient or any person being interviewed appears to be under the influence of alcohol.

12. When in the home, investigators will conduct themselves in a courteous manner. Investigators will not request any services of the recipient that would

impose an obligation on the recipient to comply which is not directly related to and pertinent to the investigation.

13. Questions asked in the home are applicable to the eligibility factors pertaining to the Department of Public Welfare and the Public Assistance Division regulations.

14. In situations where the investigators have identified themselves and have been granted permission to enter the home, but the recipient refuses to cooperate with the investigation, the investigator shall leave immediately. If this occurs on a subsequent visit, a report is submitted to the social worker outlining the circumstances. The investigation is suspended until a reply is received from the social worker.

15. When considered appropriate to check the living arrangements, the investigator will request permission of the recipient to make such a check and will request that an adult member of the household accompany him while viewing the premises. During such a survey, investigators will not enter any room where any female is sleeping, or in which there is a sick person, and particularly will not enter any bedroom where girls are sleeping without the expressed permission of the recipient and accompanied by the recipient.

16. Investigators will not open closets or bureau drawers, or handle personal items during such a tour of the premises. They request the client to open the closet door. They will not look under the beds unless there is obviously someone hidden there who refuses to come out and this is the only way the person hiding may be identified.

17. Nothing will be removed from the home by the investigators without the permission of the recipient.

18. At any time a recipient threatens, assaults, attempts to assault or otherwise creates an incident with the investigators during a home visit, the investigators will immediately excuse themselves and leave the home. A written report will be immediately submitted to the Investigations and Collections Officer.

19. Investigators will at all times be neatly groomed and at the time of making any contact will be attired in a coat and tie.

20. Investigators will refrain from smoking during any visit to the recipient's home or the home of any other person being contacted.

21. Investigators will not request voluntary withdrawal statements from assistance by recipients and will accept them only after advising the recipient what the voluntary withdrawal means.

Permission Required for Investigation

Senator Byrd. So at the present time your investigators cannot enter the home without the permission of the person in the home?

Mr. Galvin. That is right.

Senator Byrd. And if this permission is refused, the investigators are not allowed to force their way into the home?

Mr. Galvin. That is right.

And this permission must be by an adult. We do not go into the home for example if permission were given by a child.

Senator Byrd. Suppose the investigator goes to the home and the recipient is not there, but some other person is there, who is an adult. Can that person give permission?

Mr. Galvin. Give permission to come in, but we do not inspect under those conditions.

Senator Byrd. You do not inspect under those conditions. You only inspect when you have the permission of the recipient adult?

Mr. Galvin. That is right.

Riots and Picketing

Senator Byrd. I note that the press has carried many reports concerning riots in Boston by welfare recipients against social workers. Are investigators in the District of Columbia picketed?

Mr. Galvin. Yes, sir, we have been. Social workers have been also.

Senator Byrd. Are social workers picketed also? They have been picketed?

Miss Thompson. In front of our welfare building.

Children's Center

Senator Byrd. Let's talk about the Children's Center. The House allowed $9 million, and 1,194 positions, an increase of $1.3 million, and 172 positions over the 1968 base.

I note also that the Federal grants of $24,993 are estimated to be available. The allotment summary for the activity will be placed in the record.

(The material follows:)

CHILDREN'S CENTER

Justification by activity and program

Activity and program	1966 obligations (actual)		Transfers		1968 base		Increase		1968 estimate	
	Positions	Program total	Positions	Program total	Positions	Program total	Positions	Program total	Positions	Program total
5. CHILDREN'S CENTER										
Direct appropriation:										
A. Central administration	76	$698,122			93	$835,440	7	$177,917	100	$1,013,357
B. District Training School	437	2,239,602			464	2,544,850	4	221,187	468	2,766,037
C. Cedar Knoll School	213	1,262,088			225	1,436,734	1	114,602	226	1,551,336
D. Maple Glen School	90	543,847			95	608,130	6	69,044	101	677,174
E. Juvenile facilities							172	813,268	172	813,268
F. Administration services	141	2,161,949			145	2,298,690	11	179,484	156	2,478,174
Total, direct appropriation	957	6,905,668			1,022	7,723,844	201	1,575,502	1,223	9,299,346
Federal grants: D. District Training School	2				2	24,993			2	24,993
Total	959	6,905,668			1,024	7,748,837	201	1,575,502	1,225	9,324,339

Activity by main object class (direct appropriation)

Object class	1966 obligations (actual)		Transfers		1968 base		Increase		1968 estimate	
	Positions	Program total	Positions	Program total	Positions	Program total	Positions	Program total	Positions	Program total
Personnel compensation:										
Permanent positions	957.0	$5,425,286			1,022.0	$6,008,486	201.0	$1,620,515	1,223.0	$7,629,001
Deduct lapse	124.3	705,071			83.2	489,414	68.3	680,078	166.7	1,040,108
Pay increase								129,384		
Net permanent	832.7	4,720,215			938.8	5,519,072	132.7	1,069,821	1,056.3	6,588,893
Positions other than permanent								4,500		4,500
Other personnel compensation		380,622				292,000		169,050		371,050
Total, permanent compensation		5,100,837				5,721,072		1,243,371		6,964,443
Personnel benefits		358,968				425,283		96,755		522,038
Travel and transportation of persons		2,052				2,748		2,430		5,178
Rent, communications, and utility services		145,009				144,852		28,875		173,727
Other services		96,241				170,080		67,250		237,330
Supplies and materials		1,133,049				1,185,288		113,471		1,298,759
Equipment		128,807				132,346		23,350		155,696
Subtotal		6,964,963				7,781,669		1,575,502		9,357,171
Deduct quarters and subsistence		59,295				57,825				57,825
Total, direct appropriation		6,905,668				7,723,844		1,575,502		9,299,346
FEDERAL GRANTS										
Personnel compensation and benefits	2				2	$15,850			2	$15,850
Travel						1,550				1,550
Other services						4,518				4,518
Supplies and materials						855				855
Equipment						2,220				2,220
Total, Federal grant	2				2	24,993			2	24,993

CENTRAL ADMINISTRATION ALLOWANCE

Senator BYRD. Miss Thompson, could we have a brief explanation of the increases and the House allowances, beginning with the central administration funds?

Miss THOMPSON. Only the mandatory increases were allowed for the central administration funds.

Senator BYRD. Are you satisfied with the House allowance? I note the request for seven positions, and other miscellaneous items outside of mandatory items, were disapproved by the House.

Miss THOMPSON. The requests that we made in this area, Mr. Chairman, have a lower priority than some of our other areas, and it was in setting up this priority that we chose not to appeal any of the positions.

SUBSTITUTE TEACHERS

Senator BYRD. Now, give the subcommittee some specifics on the need for the $4,500 for substitute teachers.

Miss THOMPSON. We have three schools at the Children's Center, one each in our two institutions for delinquents, and one in the school for mentally retarded. We have no way to provide substitute teachers in our classrooms if a teacher is ill or absent. This was a request to hire on a contractual basis retired teachers who live in the area, who on short notice could come in and serve in the classroom, providing continuity in our educational program.

Senator BYRD. Is there any money in the base for this purpose?

Miss THOMPSON. No; not at the present time.

Senator BYRD. Are any Federal funds being used for this purpose?

Miss THOMPSON. No.

TERMITE TREATMENT PROGRAM

Senator BYRD. What is the situation anent the termite infestation of the facilities?

Miss THOMPSON. In making a survey of our buildings we found 3 years ago that termites had infested many of our buildings which are of wooden construction. We did not have enough money in the base to begin a termite treatment program. So this is a request to not only treat some of the present buildings, but to set up a regular treatment program, so that we can control termites in all of our buildings.

Senator BYRD. What was the House allowance in this regard?

Miss THOMPSON. They did not allow anything.

Senator BYRD. Do you have anything in the base?

Miss THOMPSON. We have in the base exterminating services, but the exterminating services were put in the base to take care of roaches, flies, rodents. It did not include termites. But in making inspections of our buildings, with the District of Columbia health inspectors and our own staff, we discovered the termites. So then we did have an exterminator come in and make a survey of all of our buildings, so we could determine the extent of damage and it is quite extensive in some of our buildings.

Senator BYRD. The item was not allowed by the House?

Miss THOMPSON. No, sir.

Senator BYRD. What do you think about this?

Miss THOMPSON. I think it is very essential for the maintenance of the buildings.

DISTRICT TRAINING SCHOOL

Senator BYRD. The next activity relates to the District Training School. The House allowed $2.7 million, an increase of $201,296 over the 1968 base.

I note the request for two recreation leaders, two clerk-typists, and one cleaner, were not allowed by the House. How many employees are there now in these categories of the school?

Miss THOMPSON. We have a total of 464 positions at the District School.

Senator BYRD. How many employees are there now in Recreation?

Miss THOMPSON. We have three in the Recreation Department at the present time, for a population of 1,260.

Senator BYRD. The population at this time is 1,260?

Miss THOMPSON. Yes.

Senator BYRD. And what was it as of a year ago?

Miss THOMPSON. The average daily population for May 1967 was 1,226. In 1966 it was 1,209.

Senator BYRD. The House did not allow these positions?

Miss THOMPSON. No.

Senator BYRD. Nor did it allow the clerk-typist and the cleaner?

Miss THOMPSON. It allowed no positions, Mr. Chairman.

Senator BYRD. Are you satisfied about the House allowance?

Miss THOMPSON. In following our priorities, yes. I would give other positions a higher priority.

Senator BYRD. What is the per capita cost estimate for 1968?

Miss THOMPSON. $11.48 a day.

Senator BYRD. How does that compare with the present rate?

Miss THOMPSON. This year it is $10.79.

Senator BYRD. And what was it in fiscal vear 1966?

Miss THOMPSON. $9.58.

CEDAR KNOLLS SCHOOL

Senator BYRD. The next activity relates to Cedar Knoll School. The House allowed $1.5 million, an increase of $109,050 over the 1968 base.

The request for funds for additional recreation leader and recreation equipment was not allowed.

Perhaps you would like to give us an explanation of the request, and the House disallowance.

Miss THOMPSON. The mandatory increases were allowed. The one position requested, that of recreation leader was not. At Cedar Knoll, the standards—and these are Children's Bureau standards—recommends a recreation leader for every 50 students. We have only two for a population of—we are budgeted for 525, and our population today is 448. So it means that we have a recreation person for approximately 263 students. We are allowed approximately $2 per student budgeted for equipment, and this is on an annual basis. The recreation budget is a very small one. And with active delinquent youngsters, we do need more money for recreation equipment. This includes balls and bats, footballs, camping equipment, gym supplies, athletic uniforms, and so forth.

Senator BYRD. Do you have both boys and girls there?

Miss THOMPSON. Yes, we do.

Senator BYRD. What is the present population?

Miss THOMPSON. 448.

Senator BYRD. How many of these are boys?

Miss THOMPSON. I don't have the figure broken down. It runs about 3 to 1. Three boys to each girl.

Senator BYRD. What is the ratio of personnel to population?

Miss THOMPSON. We have 225 authorized positions at Cedar Knoll.

Senator BYRD. So you have about one position for every two boys and girls?

Miss THOMPSON. Well, yes. But you have to divide the 225 by three tours of duty. So it means it works out a ratio of about one staff person for each 25 boys—supervising youth in the cottages, on the play fields, this type of activity. The ratio is 1 to 25 for boys, and 1 to 20 for girls.

Senator BYRD. What is the explanation for the increased estimate in per capita costs between $14.38 in fiscal 1968 as compared with $13.43 in 1967, and $11.92 in 1966.

Miss THOMPSON. Principally Pay Act and reallocation of our counselor positions.

Senator BYRD. So the House allowed—disallowed how many positions here?

Miss THOMPSON. We requested one, and they disallowed that.

Senator BYRD. And is this one of the items that has a lower priority?

Miss THOMPSON. Yes, sir.

MAPLE GLEN SCHOOL

Senator BYRD. The next item relates to the Maple Glen School. The 1968 House allowance was $654,455, an increase of $46,325 over the 1968 base.

What is the present employee student ratio?

Miss THOMPSON. It runs the same as Cedar Knoll, except we have no girls at Maple Glen, so the ratio is one counselor for each 25 boys. It runs 1 to 22 in the classroom, and as far as recreation staff is concerned, 1 to about 240, because we have only one recreation leader for the entire population.

Senator BYRD. What is the present population?

Miss THOMPSON. 175 today.

Senator BYRD. How does that compare with a year ago?

Is the population increasing on the average?

Miss THOMPSON. No, it is going down slightly. Last year, in May, the average population was 223.

Senator BYRD. What are the per capita costs?

Miss THOMPSON. $13.45 for 1968.

JUVENILE FACILITIES

Senator BYRD. The next item relates to juvenile facilities. The House allowed the full request for $813,268, and 172 positions. Would you give the committee some details on this request, which I understand relates to the operation of the fourth institution to be opened at the Children's Center?

Miss THOMPSON. That is correct. This has our highest priority. This is a new institution that will be ready to open around January 1, 1968. This institution will provide for the boys presently at the National

Training School for Boys. The National Training School is supposed to move shortly after the first of the year to West Virginia. The Director of the Federal Bureau of Prisons has notified the District, and we have been notified for a number of years, that once this institution moves from the District of Columbia, he will no longer accept boys who are the responsibility of the District of Columbia. The boys that will be placed in this new facility are the older, more experienced, aggressive boys. They are the ones who have had years of experience with police authorities. They have been in our institution programs before. The rehabilitation potential is low. This is the group of boys that will probably need to be confined for a longer period of time in order to protect themselves and protect the community.

Senator BYRD. Let us recess for 10 minutes.

(Short recess.)

Senator BYRD. On the record.

Miss THOMPSON. This is a security-type institution with a fence around it for 15- to 19-year-old male juvenile offenders. The program is slanted very heavily toward vocational training. We will have a vocational training shop building where we can perform production work. We have shops covering laundry, furniture repair, pressing, tailoring, painting, jobs of this sort where there is a constant flow of work to keep the boys occupied and busy.

We are asking for funding on an average of 6 months, but we have worked out a formula where as cottages are activated, so much support staff would be phased in at the same time. However, I have had a meeting with Judge Miller of the juvenile court, and with administrative staff of the Federal Bureau of Prisons, and they want us to be ready to take commitments from the courts as soon as the facility is opened.

The point I would like to make, Mr. Chairman, is that this is one of the most difficult types of institutions to operate. It will provide for the older adolescent group. They are explosive, assaultive, and lack judgment. It does require heavy staff coverage, because the possibility of assaults and injury to staff is very high. It will be difficult to get the type of staff that we would like to have to work in this facility.

I called two States, New York and Ohio—they are the only two that have comparable institutions at the present time. And their advice was be sure that you provide enough staff, because this has been the source of their trouble in running this type of facility.

COMPLETION DATE

Senator BYRD. When will the facility be ready for occupation?

Miss THOMPSON. It is on schedule, so that construction should be finished about November, and then during the months of November and December, we will purchase and install the equipment, so it will be ready for boys around the 1st of January.

Senator BYRD. The 172 positions, are they funded, then, on a 6 months' basis?

Miss THOMPSON. Yes, sir—an average of 6 months. We would bring the director on earlier so he could purchase equipment and select staff. But the average—it averages 6 months' funding.

Senator BYRD. I note that 57 of the positions are for counselors.

Miss THOMPSON. Yes, sir.

ESTIMATE POPULATION OF FACILITY

Senator BYRD. What do you estimate the population to be—150?

Miss THOMPSON. The population will be 150; yes, sir.

Senator BYRD. Is this about the number of District of Columbia boys in the National Training School?

Miss THOMPSON. We have an average of a hundred boys, 101 to 102, on a daily population basis at the National Training School. We are paying for about 10 to 17 additional ones in the Federal system such as Ashland and Tallahassee, those are the two institutions in which we have boys at the present time. But as soon as we begin to take commitments, then it does not mean that we can use the Federal facilities. It means that we will have to be able to contain and supervise any boy committed by the juvenile court. This would mean boys whose offenses were committed prior to their 18th birthday. But they could be as old as 18 at the time they were committed to us.

One of the control features which the National Training School has had which we will not have is the threat of transferring incorrigibles to the Federal system. We won't have that. We will have to be prepared to contain them regardless of the severity of their behavoir in the juvenile facility.

ADMINISTATIVE SERVICES

Senator BYRD. The next activity relates to administrative services. The House allowed $2,336,402, an increase of $37,712 over the 1968 base. Your 11 additional positions requested were denied. The position strength is 145.

How many vacancies are there in the present authorized strength?

Miss THOMPSON. Ten. That is as of the 31st of May.

Senator BYRD. Are you satisfied with the House allowance?

POSITIONS APPEALED

Miss THOMPSON. No, sir, I would like to appeal five positions in this group. They are the personnel officer and the personnel clerk. We will be adding 172 additional positions at the Children's Center, and to process this many new applications and take care of the personnel work involved and keep it up to date, we will have to have additional help.

We are asking for a deputy administrative officer. Again as we add a fourth institution—we do need to have all of our support facilities open at least 16 hours a day during the operating day, and 7 days a week. And with one administrative officer at the present time, it does not mean that we always have someone who can command and provide maintenance, transportation, emergency supplies, linens, laundry—all of the support facilities on an emergency basis.

We also need a GS–3 clerk-typist, because at the moment we are very understaffed from a clerical standpoint in our business office, and in our budget and accounting office.

The other position we would like to request is the GS–4 property and supply clerk; our inventories are not current, and in order to control our inventories, and be aware of the supplies on hand—plumbing, electrical, mechanical, we do need an additional property and supply clerk. This is reflected in some of our audit reports.

Senator BYRD. You are requesting 11 positions. The House disallowed the 11.

Miss THOMPSON. That is correct.

Senator BYRD. In your judgment you feel that it is imperative that you be allowed at least four positions?

Miss THOMPSON. Five positions. Yes, sir.

Senator BYRD. And these are the GS–12 personnel officer, the GS–4 personnel clerk, the GS–11 deputy administrative officer, GS–3 clerk-typist, and the GS–4 property and supply clerk.

Can't you put this number of five down? What about the GS–3 clerk-typist? Can't you provide that?

Miss THOMPSON. Well, we are always absorbing clerical duties, and it does mean a person at a higher grade is spending too much time with the small details, the clerk-typist type of work.

Senator BYRD. Don't you have some GS–3 clerk-typists?

Miss THOMPSON. We will look at it carefully, Mr. Chairman.

Senator BYRD. Well, let's say that the Congress allowed the first three, and did not allow the clerk-typist and the property and supply clerk.

Miss THOMPSON. We will look at the other two areas, and see if we can continue to absorb some of the workload.

AVERAGE DAILY PER CAPITA COST IN JUVENILE FACILITY

Senator BYRD. Reverting to the juvenile facility, what would be the average daily per capita cost per boy?

Miss THOMPSON. It runs around $26.41 a day.

Senator BYRD. How would this compare with the present rate paid at the National Training School?

Miss THOMPSON. Last time we had a bill it was $18.32, but I would have to say that the bill is quite old. They are not too current in their billing. In addition to that, they do grow some of their own food, and with their prison industries, their cost figure is reduced, because you would have to consider their prison industries. Medical, including psychological and psychiatric services is paid by the Public Health Service. So that these items are not part of their cost figures.

FUNCTIONS OF SCHOOLS AT CENTER

Senator BYRD. Now, for the record, would you explain the services or functions that are performed by each of these schools that we have been talking about. For example, the District Training School, Cedar Knoll School, Maple Glen School, Children's Center you have already explained—you have given us the explanation concerning the juvenile school. Would you tell us what you are doing at these four institutions?

Miss THOMPSON. The Children's Center is made up of three institutions at the present time—Cedar Knoll School for older, more experienced delinquent boys and girls committed by the juvenile court for delinquent acts. The population—total population is budgeted for roughly 525, divided between boys and girls. At Cedar Knoll—well, let me explain Maple Glen. Maple Glen is for younger delinquent boys only. The ages run from approximately 10 to 14. Capacity of the institution is 240. These boys are committed by the juvenile court for delinquent acts.

The differences between Cedar Knoll and Maple Glen are the following:

MAPLE GLEN

Maple Glen is for young boys, first offenders, the nonaggressive type of delinquent. Boys who do not need security—they have much more freedom in this institution. The school program is principally remedial, and goes through junior high school. All of the boys at Maple Glen are in an academic school program.

CEDAR KNOLL

Cedar Knoll is for older, more experienced boys, also more aggressive boys. Security is important at Cedar Knoll, for both boys and girls.

The academic program runs from nonreaders through the first 2 years of senior high school, with the majority of youths falling into the junior high school area.

We have a remedial elementary program, junior high school program, and for the students who are operating at grade level, the first 2 years of senior high school.

For about 25 percent of the older boys and girls, who are past the school age of 16 are not interested in school, so they are scheduled in a work program.

We are building at the present time a shop building which will permit us to more realistically approximate a normal work situation. Once youths leave Cedar Knoll, they will have had some work experience.

At the present time we have about 60 older boys and girls working out of the institution in businesses near Cedar Knoll, but living in the institution at night and weekends. This provides the transitional experience from the custody of the institution to working and being able to manage their own money, to purchasing their own clothes, and to accepting responsibility for reporting back to the institution at night. It is a way of testing them.

We also have a vocational rehabilitation project there where we are giving job aptitude tests and tests for job skills in order to train youths so they are better prepared to enter the labor market.

We are taking only a small sampling of the boys in this program—boys and girls in this program. Job counselors will be following them and supervising them for 6 months, for a year, and for 2 years, after they leave the insitution to see what is the average length of time they should be supervised once they leave the institution to assure the best adjustment and success. This is helping us to look objectively and critically at our job-training program at the present time.

DISTRICT TRAINING SCHOOL

Now, the third institution is the District Training School for Retardates. We have retarded individuals from 6 months to about 78 years of age. About 60 percent of the population is under 20, and most of the commitments are 16 and under.

These retarded individuals have been examined by the Mental Deficiency Clinic of the Health Department, and are considered operating at a range where they need 24-hour supervision in a residential facility.

Following certification to their degree of retardation by the Health Department, they are committed by the District court before they are placed in the institution.

We admit around 100 retarded individuals a year, and the number who are released and returned to the community as being able to manage, work, and support themselves, averages around 20 a year.

Decision of Judge J. Skelly Wright

Senator Byrd. I would like to raise a question of Mr. Duncan here, and perhaps Mr. Herman as well.

This is a question which of course does not primarily come under your jurisdiction, Mr. Duncan, but rather it comes under the jurisdiction of Mr. Tobriner. And I refer to the decision by Judge J. Skelly Wright about which we have been reading much in the press of late, and which has been discussed with considerable concern by people in the community and by Members of the Congress. I have heard many such expressions of great concern, with regard to this decision.

As I understand it, from reading of the newspapers, the decision has not yet been made by the Board of Education as to whether it will appeal, and a decision has not yet been made by Dr. Hansen as to whether he will appeal in the event that the Board does not do so.

Speaking as one Senator, and as a citizen who is interested in the public school system of the District of Columbia, and of the country as well, and as one who is interested in the better education of all of our young people, and as a member of the committee, which must appropriate moneys for the public school system, I can only state at the moment how I view the decision.

It is a very lengthy document to read. I have been attempting to read it at night when I can get to it. I have not completed the reading of it.

Decision encroachment on board of education rights

My viewpoint is that this constitutes an encroachment on the right of the Board of Education to determine what system of ability grouping it wishes to have. This, it seems to me, is fundamental. The Board should be able to determine what system of ability grouping it may wish to have.

Moreover, I think it questions, if it doesn't attack, the professional integrity of the Superintendent of Schools, Dr. Hansen.

Then, too, I feel that it could very well compound the already difficult problem in regard to recruitment of teachers. I believe that the results of this decision, if it is implemented, would be catastrophic. I think it would irreparably and seriously damage the public school system of the District of Columbia.

Additionally, I think that it would accelerate the exodus of white students from the District of Columbia. Indirectly it could also hasten the exodus of taxpayers from the District of Columbia, and thus compound the already difficult revenue problems that the District has.

In my judgment, the decision constitutes an unjustified intrusion upon the operations of the public school system of the District of Columbia.

MEANING OF DESEGREGATION

I believe that it flies in the face of the 1964 Civil Rights Act. Paragraph (b), section 401, title 4 of the Civil Rights Act of 1964, Public Law 88–352, approved July 2, 1964, reads as follows:

"Desegregation" means the assignment of students to public schools and within such schools without regard to their race, color, religion, or national origin, but "desegregation" shall not mean the assignment of students to public schools in order to overcome racial imbalance."

FUNDING OF COST OF POSSIBLE APPEAL

I say all these things to say that, in my own judgment, this decision should be appealed by somebody. From my examination of press reports, the Board of Education has not yet made its decision. And I would simply like to pose this question to you, Mr. Duncan.

If the majority of the Board does not decide to appeal, would the District of Columbia government be in a position to fund the cost of appeal by Dr. Hansen, if Dr. Hansen individually and as an employee of the Board of Education decides to appeal.

Commissioner DUNCAN. Mr. Chairman, since it appears that there may be a legal basis for an appeal. This matter has now been placed before the corporation counsel, who under his normal functions, would carry out such an appeal.

Senator BYRD. Mr. Herman, in your judgment would the District of Columbia government be in a position to fund the cost?

Mr. HERMAN. As Mr. Duncan says if this would be a normal duty and the decision is made for the corporation counsel to handle the appeal, I feel that the Commissioners could reprogram money within the whole of the public safety appropriation, which is over $90 million, to provide funds for this purpose.

Senator BYRD. So you are saying then, in essence, that if the Board does not decide to appeal, and that if Dr. Hansen as an individual and as an employee of the Board, should decide to appeal, District of Columbia government funds could be found to finance the appeal?

Mr. HERMAN. As Mr. Duncan says, if legal, sir.

Senator BYRD. I only add that it would be my hope, Mr. Herman, and Mr. Duncan, that funds will be made available if Dr. Hansen in the final analysis should decide that any appeal would have to be made by himself as an employee.

Commissioner DUNCAN. Mr. Chairman, I am sure that you realize that the corporation counsel would normally have to find an appealable error, and Dr. Hansen also would have to request that it be appealed.

Senator BYRD. Yes.

DUTIES OF CORPORATION COUNCIL

I will insert in the record one paragraph from chapter III, title 1, section 301, District of Columbia Code, 1961 edition, which reads as follows: I feel this may be pertinent to our caution:

The Corporation Counsel shall be under the direction of the Commissioners and have charge and conduct of all law business of the said District and all suits instituted by and against the government thereof. He shall furnish opinions in writing to the Commissioners, whenever requested to do so. All requests for opinions shall be transmitted through the Commissioners, and a record thereof kept, with the opinions, in the Office of the Secretary of the

Board of Commissioners. He shall perform such other professional duties as may be required of him by the Commissioners.

QUOTE FROM THE EVENING STAR

Senator BYRD. I shall also insert a newsstory from the Evening Star of June 21, one paragraph of which reads as follows:

D.C. Corporation Counsel, Charles T. Duncan, the city's chief legal officer, told Hansen at a closed meeting with the Board that he has a legal right to file such an appeal.

The next paragraph reads as follows:

In an interview after the meeting, Duncan said the District government may not be obligated to pay for an appeal if Hansen alone wants one. "This would be a matter for the Commissioners to decide," Duncan said.

(The newsstory follows:)

[From the Evening Star, June 21, 1967]

SCHOOL SUIT APPEAL UP TO HANSEN

(By Susan Filson)

Washington School Superintendent Carl F. Hansen indicated yesterday that he may bring an appeal as an individual in the Hobson school case even if the Board of Education opposes such a move.

D.C. Corporation Counsel Charles T. Duncan, the city's chief legal officer, told Hansen at a closed meeting with the Board that he has a legal right to file such an appeal.

In an interview after the meeting, Duncan said the District government may not be obligated to pay for an appeal if Hansen alone wants one. "This would be a matter for the Commissioners to decide," Duncan said.

Hansen and the Board members were all named as defendants in the suit filed against the school system 18 months ago by civil rights activist Julius W. Hobson.

COURT'S DECISION

U.S. Circuit Court of Appeals Judge James Skelly Wright handed down a decision Monday in which he found that the schools have discriminated against poor Negro children through the track system of grouping students, segregated school faculties and unequal facilities and supplies.

In several parts of the decision, Wright criticized Hansen personally for his role as the "architect" of the track system.

No decision on an appeal was reached at yesterday's meeting and Duncan did not make his recommendation to the Board. He said a decision will be made on July 1, when three new members take office. Six of the nine Board members who will be in office then have said they are opposed to an appeal.

Several Board members say privately that they would regard a decision against an appeal as a "no-confidence" vote for Hansen, particularly if he insists on appealing alone.

OFFERS TO RESIGN

When Hansen was reappointed superintendent by a 5-to-4 vote last March, he said he would resign at any time if the Board asked him to.

"I am not prepared to request the Superintendent's resignation at this time," said Board President Euphemia L. Haynes, one of Hansen's severest critics. "But it would be a terrible thing for the Superintendent to be appealing a decision with which the Board wanted to comply."

Later yesterday, the Board met for a second time, for its regular monthly business session. Several speakers commented on Wright's decision.

Outgoing Board member Louise S. Steele said she wanted to go on record as being against an appeal. It was her last Board meeting.

"While we may not agree with all of Judge Wright's opinions," she said, "I think we can agree with the decree. This is the direction we should be moving in."

William Jackson, chairman of the Southwest Education Advisory Board, urged the Board to comply with the decision.

"An appeal would put the District Board of Education in the same position as the Governor of Alabama—one of fighting progress," he said.

Some civil rights leaders would be pleased by an appeal because they want Wright's decision applied to de facto segregation and discrimination in schools throughout the North. (De facto segregation in schools is caused by segregated housing patterns rather than by law or intent on the part of a school system.)

Duncan emphasized that "the only basis I will make a recommendation on is whether there are legal grounds for an appeal. I have not studied enough of the transcript of the trial to know whether there were any legal errors that might be used as the basis for an appeal."

One top school official expressed the fear that school appropriations would be cut by Congress if the school system speedily complied with Wright's orders without appealing.

If no appeal is made, the schools will have to abolish the track system and substantially integrate faculties by September, bus students from crowded Negro schools to under-capacity, predominantly white schools west of Rock Creek Park and eliminate optional attendance zones.

In a statement on the Senate floor, Sen. Robert C. Byrd (D-W. Va.), chairman of the Senate Appropriations Subcommittee on the District, expressed the hope that the case would be appealed to the Supreme Court if necessary. Otherwise, he said, "grave and irreparable damage to the school system of the District of Columbia could result from the ruling."

Rep. Joel T. Broyhill (R-Va.) proposed that riders be attached to D.C. appropriations bills to prohibit the use of funds for transfer of students or teachers "to create artificial racial or economic balance."

Also yesterday, Judge Wright deleted the word "criminally" from a passage in which he said Negro schools have been deprived of supplies and facilities equal to those in white schools. He had said the schools had shown "criminally little concern" about the inequalities.

FUNDS FOR INDIVIDUAL APPEAL

Senator BYRD. If after the Board reaches its decision, Dr. Hansen feels compelled in his own heart to make such an appeal as an employee of the Board, would the District of Columbia government be in a position to fund the cost of this appeal by Dr. Hansen? I take it from your answer that you feel it would be, Mr. Herman?

Mr. HERMAN. Yes, sir.

Senator BYRD. This is without any commitment on your part. But this is your feeling at this point?

Mr. HERMAN. As I said, the funds would be available, if it is determined such an appeal would be filed.

Senator BYRD. Yes. It would not be your decision to make, but you can state that the funds would be available.

Mr. HERMAN. Yes, sir.

Senator BYRD. All right, sir.

Then, Mr. Duncan, you and the members of the Board are pursuing this matter?

Commissioner DUNCAN. Yes, Mr. Chairman, we are.

Senator BYRD. I will also insert sections 31–103 and 31–104 of title 31 of the District of Columbia Code, 1961 edition, in the record at this point.

(The document follows:)

§ 31–103. Determination of general policies—Expenditures of funds—Appointment of teachers and employees.

The board shall determine all questions of general policy relating to the schools, shall appoint the executive officers hereinafter provided for, define their duties, and direct expenditures. All expenditures of public funds for such school purposes shall be made and accounted for as now provided by law under

the direction and control of the Commissioners of the District of Columbia. The board shall appoint all teachers in the manner hereinafter prescribed and all other employees provided for in this chapter. (June 20, 1906, 34 Stat. 317, ch. 3446, § 2.)

CODIFICATION

Section is comprised of third par. of section 2 of act June 20, 1906. Pars. one through three of such section 2 are classified to sections 31–101, 31–102 and 31–104, respectively.

§ 31–104. Annual estimates.

The Board of Education shall annually on the first day of October transmit to the commissioners of the District of Columbia an estimate in detail of the amount of money required for the public schools for the ensuing year, and said commissioners shall transmit the same in their annual estimate of appropriations for the District of Columbia, with such recommendations as they may deem proper. (June 20, 1906, 34 Stat. 317, ch. 3446, § 2.)

SUBCOMMITTEE RECESS

Senator BYRD. I want to thank you for giving up the best part of your Saturday.

The subcommittee will stand in recess, subject to the call of the Chair.

(Whereupon, at 1:40 p.m., Saturday, June 24, 1964, the hearing was recessed, to reconvene subject to the call of the Chair.)

DISTRICT OF COLUMBIA APPROPRIATIONS FOR FISCAL YEAR 1968

MONDAY, JULY 10, 1967

U.S. SENATE,
SUBCOMMITTEE OF THE COMMITTEE ON APPROPRIATIONS,
Washington, D.C.

The subcommittee met at 10 a.m., in room S. 126, the Capitol, Hon. Robert C. Byrd (chairman) presiding.

Present: Synator Byrd.

DISTRICT OF COLUMBIA

DEPARTMENT OF PUBLIC WELFARE

STATEMENT OF MISS WINIFRED THOMPSON, ACCOMPANIED BY MRS. JULIANNA K. CHAMBERS, A. R. ROSIN, ALBERT P. RUSSO, AND WILLIAM GALVIN

PUBLIC WELFARE CENTER

Senator BYRD. The subcommittee will be in order.

Miss Thompson, would you please tell us about the Public Welfare Center.

Miss THOMPSON. This is our training program for AFDC mothers who are interested in training in order to work themselves off of the welfare rolls.

It has been a successful program. We have 13 mothers and about 34 children in the Center at the present time, plus around 34 mothers who are coming in on a day training basis.

The success rate for these mothers has been high. After their period of training, they have been placed on jobs, some placed in public housing, and they have been supervised for a year to help them adjust to their work placement and to stablize themselves in managing their own families.

We are not asking for any increases in this area except the mandatory increases, Mr. Chairman.

I am sorry.

We are asking for one clerical position. At present, there is one clerical person for 13 professional staff members.

Senator BYRD. Now, you have not really told us very much about the program.

OPERATION OF PROGRAM

Tell us about the program—how you proceed to train these women how you recruit them, and so on.

Miss THOMPSON. The public assistance workers canvass their caseloads to find mothers who are interested in training, are motivated to become independent and work themselves off the welfare rolls. If they are interested, and well motivated, and we feel they have the potential to benefit from training, then we encourage them to get into the training program.

Our hope is that they will enter the Training Center and live there 24 hours a day, because we have found that they do learn to manage their families and manage their budgets and benefit more if they have 24-hour supervision.

However, it is not restricted to mothers who can live in the Center 24 hours a day. Some mothers come in on a day training basis because they do have day-care plans, either through relatives or friends, where the children can be supervised during the day, which frees the mother for training.

One of the most successful facets of the training program has been the high school equivalency training. Our success rate in helping mothers pass the high school equivalency test, which opens up more jobs to them, is high.

CENTER A COOPERATIVE EFFORT

The Training Center is a cooperative effort, with five different agencies taking part in the plan. This is the District of Columbia public schools, the Recreation Department, which runs the nursery program for the children, USES, the Department of Vocational Rehabilitation, and the Department of Public Welfare.

I think it is a real compliment to all of the agencies participating that they have been able to put staff into this program, and the staff has worked cooperatively together over a period of years to help the mothers upgrade their training.

For the mothers who do not have the educational background and the motivation to study for the high school equivalency test, we schedule them into a job-conditioning program which helps them improve their academic background so they can read and write and follow instructions. Then we arrange for skill training for them.

Now, the skill training is not done entirely within the Center. However, some of the courses are given within the Center, principally those of home management, child care, organizing their day, learning to purchase, better use of their funds, planning for the recreational activities of their children. Looking to the future, they must plan for day-care for the children, how to organize their own home, meeting the cost of purchasing furniture, and setting up housekeeping for themselves where they become the head of household.

EXTENT OF AGENCY PARTICIPATION

Senator BYRD. You say five agencies take part. Tell us to what extent the five agencies take part.

Miss THOMPSON. In fiscal year 1966, which is the last full year that we have the figures, the Department of Public Welfare invested

$47,335 in the program. That is all local money. The Board of Education, $26,522. Public Health, $8,704. Recreation, $5,425. Vocational Rehabilitation, $51,429.

In addition, the funds did earn $129,187 of Federal moneys. And USES put $10,191 in the program.

Senator BYRD. And how much was put in by Public Health?

Miss THOMPSON. Public Health, $8,704. They take care of—they run a clinic for mothers and children who are ill.

Senator BYRD. You really have six agencies, don't you, including Welfare?

Miss THOMPSON. Yes. Public Health—their program is a limited program, but they do provide health needs.

Senator BYRD. Were any private funds contributed?

Miss THOMPSON. No, no private funds.

HIGH SCHOOL EQUIVALENCY TESTS

Senator BYRD. Now, tell us about the high school equivalency tests, and so on.

What does that mean?

Miss THOMPSON. This means that mothers in the Center who have not finished high school, but have an educational background high enough and are well motivated enough, we teach the high school equivalency subjects, which permits them to pass the high school equivalency exam.

This would not be practical for a mother, let's say, who had gone only through the fourth or fifth grade and has borderline intelligence. But for some of the very bright mothers who have gone through the first or second year of high school, these mothers frequently are well motivated, but dropped out of school for many reasons before they graduated. If they take the high school equivalency exam and pass it, this means they can compete for jobs on a high school graduate's level. Being a high school graduate opens many job opportunities to them that would not otherwise be available.

Senator BYRD. Are they given a high school certificate if they graduate?

Miss THOMPSON. Yes, they are.

Senator BYRD. How many have graduated?

Miss THOMPSON. I don't have that material with me. Do you happen to have it, Mr. Russo?

Mr. RUSSO. No, I don't.

Miss THOMPSON. I can furnish that for the record.

(The information follows:)

RESULTS OF HIGH SCHOOL EQUIVACENCY EXAMINATION

Number taking examination	141
Number passed	73
Number failed	[1] 68
Number trainees taking examination once	94
Number trainees taking examination twice	44
Number trainees taking examination 3 times	3

[1] Some have been placed in semi or unskilled positions and some are still in training and 8 are still in the program and will retake the examination.

REQUEST FOR STATISTICS ON CENTER

Senator BYRD. When did this program start?

Miss THOMPSON. In fiscal year 1961.

Senator BYRD. Don't you have any estimate of the number of persons who have completed the high school equivalency subjects?

Miss THOMPSON. I would say it would be a relatively small number—probably not more than 10 percent. But I will need to correct that.

Senator BYRD. What would 10 percent represent?

Miss THOMPSON. There were 96 mothers admitted to training this fiscal year. But I will have to supply the figures of those taking the high school equivalency exam.

Senator BYRD. Well, now, how many mothers have enrolled in the Center from the beginning?

Miss THOMPSON. Mr. Chairman, I don't have any statistics for the Public Welfare Training Center.

Senator BYRD. Why don't you?

Miss THOMPSON. I just have them for the 1 year. I do not have a compilation from 1961.

Senator BYRD. All right. Let's get the statistics together, and we will talk about the Public Welfare Training Center the next time we meet.

Miss THOMPSON. Very well.

Senator BYRD. We will talk about what you have there now, and then we will come back to it. We will cover as much ground as possible. What do you have there today?

CENTER ACTIVITIES—FISCAL YEAR 1967

Miss THOMPSON. From July 1, 1966, through June 2, 1967, there have been 22 mothers with 57 children in full-time residence. There have been 74 mothers with 272 children who were nonresident trainees. This means they were there for a day training program.

Senator BYRD. So you have a total of 96 mothers?

Miss THOMPSON. That is correct.

Senator BYRD. This is July 1, 1966, through——

Miss THOMPSON. June 2, 1967.

Senator BYRD. Now, of these 96 mothers, how many were on welfare? All of them?

Miss THOMPSON. All of them.

Senator BYRD. Of the 96 mothers, how many completed the course of training?

Miss THOMPSON. Forty were placed in jobs during the first 6 months of the fiscal year—July 1, 1966, through December 31, 1966.

Senator BYRD. I didn't ask you how many were placed in jobs. How many completed the training?

Miss THOMPSON. Some of them were still in training at the end of this period.

Senator BYRD. I am going to come to that. How many completed the training?

Miss THOMPSON. I cannot answer that. The 40 placed in jobs I am sure finished their training.

Senator BYRD. You cannot tell us how many completed the training?

Miss THOMPSON. No, I cannot.

Senator BYRD. Forty were placed in jobs. How many are still in training of the 96?

Miss THOMPSON. There are 13 mothers in full-time training, and 27 day trainees.

Senator BYRD. Still in training?

Miss THOMPSON. Yes, sir.

Senator BYRD. That makes a total of 40. So you have 40 in training, 40 were placed in jobs. What happened to the other 16?

Miss THOMPSON. That I cannot answer, Mr. Chairman.

Senator BYRD. Is there anyone who can answer here?

Is there anyone here who can answer?

Miss THOMPSON. Mr. Russo has some material.

Senator BYRD. Mr. Russo?

Mr. RUSSO. Yes, Mr. Chairman.

Senator BYRD. Can you answer the question?

Mr. RUSSO. May I have the question again, please, Mr. Chairman?

Senator BYRD. Miss Thompson said that between July 1, 1966, and June 2, 1967, 96 mothers had been enrolled, either as in-resident trainees, or as out-of-residence trainees, that 40 had been placed in jobs, and that 40 were still in training. My question is what has happened to the other 16?

Mr. RUSSO. I cannot answer that question, Mr. Chairman.

I do have some data, Mr. Chairman, in reference to earlier questions that have been raised.

FOLLOWUP ON EMPLOYMENT

Senator BYRD. Now, of the 40 that were placed in jobs, Miss Thompson, are they still in employment? Do you keep track of these 40?

Miss THOMPSON. Yes, we do. But, Mr. Chairman, I don't have that information with me. I can tell you the placements that were made, and the types of jobs they were placed in. But I cannot give you the followup. I can get that information, but I don't have it with me.

Senator BYRD. So you don't know how many of the 40 are still in the jobs?

Miss THOMPSON. No, I do not.

TRAINEES RETURNED TO PUBLIC ASSISTANCE ROLLS

Senator BYRD. Of the 96 who enrolled between July 1, 1966, through June 2, 1967, how many have gone back on the public assistance rolls?

Miss THOMPSON. I don't have that answer specifically. It is a relatively small number in comparison to those in training, but I would have to furnish the exact number.

Senator BYRD. Well, I believe we will have to come back to this. You are unable to give us statistics even on those enrolled after July 1, 1966. We need to have a picture of the whole situation—to know what has happened since the very beginning, what the tangible results are.

I must say I am a little surprised that you don't have these statistics on this program. This has been a project in which I have been interested since its inception. I would like for us to be able to address ourselves to the subject in something more specific than just general terms.

How much do you figure has been the average cost per mother completing the training?

Miss THOMPSON. We will have to furnish that, too.

Senator BYRD. All right. We will come back to this.

Please get your information ready for your return to this subject. We want to go into this pretty thoroughly.

Miss THOMPSON. All right, sir.

NEED FOR SPECIFIC STATEMENTS

Senator BYRD. I think this is really one of the troubles with too many of these welfare programs. Committees accept general statements to the effect the programs are very successful, it is eminently successful, and so on and so on. They don't go into the details and dig out the precise information to make a judgment for themselves as to just how successful the programs are.

This program may have been very successful. I am not implying that it has not been. But we have to know something more than what you have been able to give us this morning to make a determination thereon.

All right.

TAFUP PROGRAM FUNDING

Let us go to TAFUP. Explain the TAFUP program.

Miss THOMPSON. TAFUP is the companion program to WTOC. This is the program where we hold applicants for the WTOC program until they can be accepted in training.

We are funded for an average of 198 cases, and for 13 positions.

Senator BYRD. You are funded for what?

Miss THOMPSON. We have 13 staff positions for 198 cases—an average of 198 cases monthly. The amount of money invested in the program at the present time is $511,837.

Senator BYRD. You say $513,000 is invested in the program at the present time.

Miss THOMPSON. $511,837 of local funds in 1967.

Senator BYRD. Fiscal year 1967?

Miss THOMPSON. That is correct.

Senator BYRD. How much Federal do you have?

Miss THOMPSON. No Federal money in the TAFUP.

POSITIONS UNDER TAFUP

Senator BYRD. What are the 13 positions—would you identify these?

Miss THOMPSON. One is a service chief. One supervisor, four social workers, two placement officers, one secretary, and one accounts maintenance clerk. One unit clerk and one assistant unit clerk. And one DMT clerk. Making a total of 13.

NUMBER AIDED BY PROGRAM

Since the program began in fiscal 1966, Mr. Chairman, a total of 1,376 persons have been helped on the TAFUP program. Twenty-five percent of the persons who were on the TAFUP program were eligible for more than the $200 payment—$200 is the maximum payment at the present time. Only 25 cases were dropped because they had ex-

hausted their time limitation of 26 weeks. The first priority for the families on TAFUP, or the applicants, is to incorporate them into the work training program—244 cases on TAFUP were closed because of increased earnings. A total of, as of April 30—a total of 518 persons in the TAFUP program were enrolled in WTOC.

Senator BYRD. Has this been a successful program?

Miss THOMPSON. We feel that it has. I think one of the indications is the number of cases on TAFUP has decreased, because they are worked into the work training program much faster, or jobs are secured for them.

Senator BYRD. When you say it has decreased, the number—please be specific.

Miss THOMPSON. Yes. In May of 1966, there were 135 cases in TAFUP. In May of 1967, there were 66.

Senator BYRD. When did the program begin?

Miss THOMPSON. It began in October 1965.

CASES OPENED MONTHLY

Senator BYRD. Now, when you use the figure of 66 for May 1967, what do you have reference to?

Miss THOMPSON. Cases opened—66 cases were opened during May of 1967.

Senator BYRD. How many were opened during June?

Miss THOMPSON. We don't have the June figures.

Senator BYRD. How many were open during April?

Miss THOMPSON. 104.

Senator BYRD. How many during March?

Miss THOMPSON. 113.

Senator BYRD. Mow many during February?

Miss THOMPSON. 115.

Senator BYRD. January?

Miss THOMPSON. 141.

Senator BYRD. Give us the record for all of the months since the beginning—you may like to let me see it now, please.

How many do you have in TAFUP at the present time? Or as of the last month for which you have figures.

Miss THOMPSON. Sixty-six.

Senator BYRD. That is the total?

Miss THOMPSON. Yes. I don't have the June statistics.

Senator BYRD. What do you have for the last month for which you do have figures?

Miss THOMPSON. Well, 66 were admitted, or opened during May. That is the last month for which I have the statistics.

Senator BYRD. Don't you have cases on board other than those that were opened?

Miss THOMPSON. These were the cases on board during May.

Senator BYRD. The total?

Miss THOMPSON. That is right.

Senator BYRD. That is all you have?

Miss THOMPSON. That is right.

Senator BYRD. No more?

Miss THOMPSON. That is right.

Senator BYRD. What was your total for April?

Miss THOMPSON. 104.

CASES OPENED AND CASES ON BOARD

Senator BYRD. Now, distinguish between those that are opened and those that are on board.

Miss THOMPSON. I can give you the cases opened during the month, the cases closed during the month, and the cases on board during the month.

For May, there were 51 applications cases accepted; 47 cases closed; 66 cases on board.

Senator BYRD. "Cases open during month:" does that represent the number of cases that are on board at the end of the month?

Miss THOMPSON. Those are the number of applications—the number of persons who are accepted during the month.

Senator BYRD. What does the first column represent—cases opened?

Miss THOMPSON. These are the number of applicants who apply that are accepted, the number of new cases.

Senator BYRD. And then the third column—"Cases opened during month." What does that represent?

Miss THOMPSON. These are the ones actually on board.

Senator BYRD. That is what I said. That was my first question.

All right.

Let's go back to January.

There were 141 cases on board during the month, is that right?

Miss THOMPSON. That is correct.

Senator BYRD. Then we come down to February. Forty-eight cases—new cases come on—is that correct?

Miss THOMPSON. That is correct.

Senator BYRD. Makes a total of 189. Then 69 went off. Is that right?

Miss THOMPSON. That is right.

Senator BYRD. Left 120.

Then how does it come that you have 115 shown in your "Cases opened during month"?

Miss THOMPSON. This could be a carryover from one month to the next.

Senator BYRD. All right. Let's go to the next month. My figure is 120. March—67 came on. Back to 187. Fifty-eight went off. That leaves 129. The third column shows 113.

The next month, 49 came in, 162. Eighty-nine went off——

Miss THOMPSON. There are carryovers from one month to the next, Mr. Chairman.

Senator BYRD. If they are carried over, wouldn't they be shown as cases on board?

Mr. GALVIN. I think I understand how this was done.

Starting with January, you had 141 cases open. From that figure you have to deduct the cases closed of 74 during the month of January. This will give you 67. Opened in February were 48, which would give you a total of 115 cases open during the month of February.

Senator BYRD. Right.

Now, the 1,376 cases—how many cases received the full amount of $200?

Miss THOMPSON. The accumulative figure is 339 cases; 339 cases would have been eligible for more than $200. This does mean all the 339 cases received the $200.

CASES ELIGIBLE AND PAID FOR MAXIMUM AMOUNT

Senator BYRD. How many actually received the $200?
Miss THOMPSON. The 339 would have received $200.
Senator BYRD. But how many got $200? Apparently there is some distinction in here. You say the 339 would have been eligible, but you are not able to say that the 339 received the $200.
Miss THOMPSON. They did.
Senator BYRD. They did
Miss THOMPSON. The 339 received the $200.
Senator BYRD. Received $200 per month.
Miss THOMPSON. That is right.
Senator BYRD. How do you determine the amount of the grant in this category?
Miss THOMPSON. It is based on the AFDC formula.
Senator BYRD. Which is what?
Miss THOMPSON. Well, it depends on the size of the family.
Senator BYRD. Tell us about the AFDC formula.
Miss THOMPSON. The AFDC formula includes food, clothing, personal household needs, which makes up to BPR. Then in addition to that you have rent, heat and fuel, and utilities. Then you have refrigeration, and other shelter costs. Rent, heating and fuel, utilities, refrigeration, makes up the total shelter cost. And that makes up the total grant. Plus contingency items.

THIRTEEN-PERCENT INCREASE AND FOOD STAMP ELIGIBILITY

Senator BYRD. Has the 13-percent increase been applied to this category?
Miss THOMPSON. To TAFUP—no, sir.
Senator BYRD. Do the persons enrolled in TAFUP receive food stamps—are they eligible for food stamps?
Miss THOMPSON. They are eligible for food stamps.

CASES RECEIVING FULL PAYMENT

Senator BYRD. Now, during the first years of operation of this program, how many persons received the full amount of $200?
Miss THOMPSON. 180.
Senator BYRD. 180 in the first year?
Miss THOMPSON. That is correct.
Senator BYRD. Out of how many enrolled?
Miss THOMPSON. 706.

CASES DROPPED AND AVERAGE PAYMENT

Senator BYRD. How many cases were dropped in the first years because of a time limitation?
Miss THOMPSON. I don't have it by years. From October 1965, when the program began, through April 30, 1967, a total of 25 cases.
Senator BYRD. You indicated that earlier.
Miss THOMPSON. I don't have it broken down by years.
Senator BYRD. What is the average payment for which the 1,376 persons qualify?

Miss THOMPSON. Well, for 1966, it was $36.69. That is the weekly payment. For 1967——

Senator BYRD. What is the average per month?

Miss THOMPSON. Roughly $146. The weekly payment for 1967 was $35.99.

Senator BYRD. That is the average weekly payment?

Miss THOMPSON. Yes, sir. It makes it roughly $144. Slightly over.

BUDGET AVERAGE, 1968 FISCAL YEAR

Senator BYRD. What is your budget average for 1968?

Miss THOMPSON. 334.

Senator BYRD. 334 persons?

Miss THOMPSON. Families—cases.

Senator BYRD. Cases. And what is the budget average per case?

Miss THOMPSON. The average weekly grant per case is $43.30.

Senator BYRD. Why is your average weekly grant increasing?

Miss THOMPSON. It includes the 13 percent.

Senator BYRD. It includes the 13 percent?

Miss THOMPSON. Yes. We included that in our budget request.

TOTAL AMOUNT FOR TAFUP

Senator BYRD. All right. Indicate to the committee how much the total amount is that was included for the 13 percent, so we can eliminate that.

Can you tell us now how much that was?

Miss THOMPSON. Yes, we have that.

For the total TAFUP program, it is $86,515.

Senator BYRD. And that represents the 13-percent increase?

Miss THOMPSON. Yes, it does.

Senator BYRD. Was that allowed by the House?

Miss THOMPSON. Yes, it was.

AVERAGE TIME ON ROLLS

Senator BYRD. What was the average time on the rolls per case?

Miss THOMPSON. I can give it to you by weeks. I don't have the overall.

Less than 1 week, 3 percent of the cases; 1 to 4 weeks, 27.9; 5 to 8 weeks, 36.8; 9 to 12 weeks, 16.4; 13 to 16 weeks, 7.3; 17 to 20 weeks, 2.9; 21 to 24 weeks, 3.1; and 25 to 26 weeks, 2.6.

Senator BYRD. That is over what period of time?

Miss THOMPSON. This is from October 1965 through February 1967.

Senator BYRD. Would you repeat those figures, please.

Miss THOMPSON. Would you like the table, Mr. Chairman?

Senator BYRD. Would you repeat them now.

Miss THOMPSON. Less than 1 week, 3.0; 1 to 4 weeks, 27.9; 5 to 8 weeks, 36.8; 9 to 12 weeks, 16.4; 13 to 16 weeks, 7.3; 17 to 20 weeks, 2.9; 21 to 24 weeks, 3.1; and 25 to 26 weeks, 2.6.

Senator BYRD. This is for the 1,376 cases?

Miss THOMPSON. No. This, Mr. Chairman, is based on 1,209, which was our statistic through February 28, 1967.

Senator BYRD. Can you give us an average now?

Miss THOMPSON. It would run close to between 5 and 8 weeks.

TOTAL TAFUP REQUEST FOR 1968

Senator BYRD. What is the total amount that you are requesting for TAFUP in fiscal year 1968?

Miss THOMPSON. The total would be $964,734—and with removal of the restrictions, $581,628 would be Federal reimbursement; $383,106 would be local money. So the $383,106 would earn $581,628.

ESTIMATE OF CASES FOR 1967

Senator BYRD. You estimate there will be 334 cases in TAFUP in fiscal year 1968?

Miss THOMPSON. An average, yes.

Senator BYRD. And what was the average for fiscal year 1967?

Miss THOMPSON. 122. That is from July through April.

Senator BYRD. Is there an average per month?

Miss THOMPSON. Yes—122.

Senator BYRD. What was the average the first year?

Miss THOMPSON. 157, with an overall average of 140 since the program began.

Senator BYRD. But you estimated 334 for an average per month through fiscal year 1968?

Miss THOMPSON. At the time we made up the budget, Mr. Chairman, it was running much higher than today. It was running up in the 200's—over 200 cases per month.

Senator BYRD. I thought you said you were estimating 334 per month for 1968.

Miss THOMPSON. Our projection indicated 334 at the time we made up the budget.

Senator BYRD. Didn't you say that your caseload a month ago was dropping in this program?

Miss THOMPSON. It is now, but it was not dropping at the time we made up the budget. This has been a relatively recent occurrence. It was running—in March and April of last year at 259 and 232. During the last few months it has begun to drop.

Senator BYRD. You say it was running an average of how much last year?

Miss THOMPSON. The total average for last year was 157.

Senator BYRD. I thought you quoted a figure of something over 200 a month ago.

Miss THOMPSON. I was saying if you take it by months. In March of last year it was running 259. In April of last year, 232.

Senator BYRD. May I see that table, please.

Miss THOMPSON. Yes.

AMOUNT OF OVERESTIMATE

Senator BYRD. Is your budget request based on an estimated average of 334 cases?

Miss THOMPSON. Yes, it was.

Senator BYRD. How far is this off, would you say, then?

Miss THOMPSON. If we continue as successful as we have been in placing persons in jobs and in moving them into the title V training program in as short a period of time, I would say that it is off.

Senator BYRD. It is off?
Miss THOMPSON. Yes. About 50 percent off.
Senator BYRD. About 50 percent.

RELATION OF TAFUP TO WTOC PROGRAM

Miss THOMPSON. Of course, the TAFUP program is influenced directly by what happens to WTOC.
Senator BYRD. That is not altogether true. Nothing has happened to WTOC thus far, and yet TAFUP is going down.
Miss THOMPSON. Of the total cases in TAFUP, the largest number were moved off of TAFUP into WTOC training—518 out of 1,310 were moved into training.
Senator BYRD. 518?
Miss THOMPSON. Yes, sir.
Senator BYRD. Moved into WTOC?
Miss THOMPSON. That is right.
Senator BYRD. In the whole period since the beginning of TAFUP?
Miss THOMPSON. Yes. Again, using the statistic October through April—out of 1,310 cases—518 were moved into WTOC.

DISPOSITION OF CASES

Senator BYRD. All right. What happened to the rest of them?
Miss THOMPSON. 244 had increased earnings or employment.
Senator BYRD. So what happened to those?
Miss THOMPSON. They were dropped from the TAFUP rolls.
Senator BYRD. OK.
Miss THOMPSON. 259 received an increase in benefits or pensions which made them no longer eligible. These included OSDI, unemployment compensation, other nongovernmental programs.
Eleven were dropped because they refused to register at USES; 105 were dropped because they refused to comply with eligibility requirements; 46 were no longer considered employable; 8 were incarcerated. I have not given you the total figure, but I can give you the table. The numbers I have given you will not add up to the total 1,310, but I can furnish the table that gives this material.
Senator BYRD. If you would, please.

REFUSAL TO REGISTER AT USES

As to the 11 who refused to register at USES, how long were they on TAFUP before you removed them?
Miss THOMPSON. Mr. Russo, do you have the information?
Mr. RUSSO. No; I do not have that information.
Senator BYRD. Explain the item "Refusal after acceptance to comply with eligibility requirements."
Miss THOMPSON. I would like to ask Mr. Russo to answer that.
Mr. RUSSO. Yes, Mr. Chairman.
One of the conditions of continuing eligibility is a weekly interview at the U.S. Employment Service. The recipient under TAFUP must continue to be actively registered with USES. This is one of the major reasons under this heading as a reason for closing the case.

Senator BYRD. Well, why shouldn't these be in the category just preceding this item—"Refusal to maintain USES registration?"

Mr. RUSSO. Yes; they would be included in that category, Mr. Chairman.

Senator BYRD. How long were these on board before they were removed?

Mr. RUSSO. I don't have that information, Mr. Chairman.

Senator BYRD. Can you give us some information on this, Miss Thompson?

Miss THOMPSON. Yes. We will have to go back and identify the cases and compile the data.

Senator BYRD. Can you tell us at the moment in somewhat general terms as to how long they would have been on?

Miss THOMPSON. With weekly interviews, it would be my assumption that we would know very quickly whether or not they were meeting the requirements—eligibility requirements. So they could not have remained on the rolls for a long period of time.

Senator BYRD. Let us have something for the record additionally on that.

(The information follows:)

LENGTH OF TIME ON TAFUP FOR SPECIFIC CATEGORIES

Length of time on TAFUP	Number of cases	Refused to comply with eligibility requirements specific eligibility factor			Failure to maintain USES registration
		Followup UCB	Efforts to obtain employment other than USES registration	Keep weekly appointment with job placement officer	
1 month	71	23	23	21	4
2 months	13	4	4	3	2
3 months	25	7	8	7	3
4 months	4	2	1	1	
5 months	3			1	2
Total	116	36	36	33	11

TIME SPENT IN TAFUP BY WTOC TRAINEES

Senator BYRD. What was the average length of time spent in TAFUP by the 518 persons who went into WTOC?

Miss THOMPSON. Do you have the breakdown, Mr. Russo?

Mr. RUSSO. No, I do not.

Miss THOMPSON. We do not have that breakdown.

Senator BYRD. Can you get it for me?

Miss THOMPSON. I think so. We will try.

(The information follows:)

The average length of time spent on TAFUP of the 518 that went into WTOC training is, as follows:

	Months
Arithmetic average	5.9
Mode	4.0
Median	3.0

POSSIBLE INELIGIBLES PARTICIPATING

Senator BYRD. Mr. Galvin, did you participate in the removal of any of these TAFUP cases closed between October 1965 and April 1967?

Mr. GALVIN. We are not involved in these cases.

Senator BYRD. Why would Mr. Galvin not be involved in these? Isn't it possible that you have some people on the rolls here who are not qualified, who have not revealed resources?

Miss THOMPSON. These are the persons, Mr. Chairman, who are eligible for the training portion of the program, and if they cannot be accepted in the training program, then they are held in this program for short periods of time until the next training class begins. Since the training program is a federally funded program, and applicants do meet all of the requirements for that, we did not feel it was necessary to include them in the group that Mr. Galvin checks. They are not all welfare recipients.

Senator BYRD. Well, isn't it possible that some of these people may be taking the taxpayers for a free ride, unless you check on them?

Miss THOMPSON. There is a very careful check made at the time that they are interviewed for eligibility for training, and resources is part of the check made.

Senator BYRD. That is also true with regard to the regular categories, but yet you find a great number of ineligibles in those categories.

Miss THOMPSON. We try to move them off of the TAFUP program very quickly into training.

Senator BYRD. I know. But you said the average length of time was somewhere between 5 and 8 weeks. That was a rough estimate that you gave me here.

Miss THOMPSON. That is correct.

Senator BYRD. They could be receiving moneys to which they were not entitled during that period of 5 to 8 weeks, could they not?

Miss THOMPSON. It is possible.

Senator BYRD. Then why shouldn't some check by Mr. Galvin be made? Maybe I am missing a point here, Mr. Galvin. Is there something I am overlooking? Is there any reason why your people should not be looking at these?

Mr. GALVIN. When the AFDC-UP program was proposed, there was a small random sample investigative force contemplated for that program. I cannot tell why there was none proposed for TAFUP.

Senator BYRD. Well, is it possible that some of these enrollees could be receiving payments from other sources, or that they might have unrevealed resources, and therefore not be able to qualify for the payments received?

Mr. GALVIN. This is possible, particularly since 503 went off because of increase in earnings.

FOCUS OF PROGRAM ON TRAINING ELIGIBILITY

Miss THOMPSON. Mr. Chairman, it is my understanding that the focus of this whole program is to hold people for training, training being the most important purpose of the combination programs.

If these persons met the eligibility requirements for training, and were interested and well motivated toward training, and they appeared

to be good candidates who could become taxpayers at the end of a period of training, it seems to me this was the focus of both of the programs, rather than how many do we take off the program. There was a very careful selection process which identified and selected the persons who would go into training.

We did not begin to take all of the people who applied. We took the ones that appeared to be good candidates, the ones whom we felt could benefit from a period of training, and who were well motivated.

So I think we would lose the emphasis of the program if we began investigating, since they are on the program for such a short period of time. We have really concentrated very hard on getting men to come into the program. We have concentrated very hard in getting the hard-core unemployed heads of households into the program.

So you can only go in one direction at one time.

It seems to me that if we had been investigating, we would have defeated the purpose of the whole training program.

Senator BYRD. All right.

HANDLING APPLICANTS REFUSING PROFFERED EMPLOYMENT

Let us take a group of 19 who refused to accept employment for which they were qualified. These persons were on your rolls for some length of time, apparently, and they were receiving TAFUP payments. Apparently they had some unrevealed resources. Otherwise it would appear that they would have been glad to accept employment.

Miss THOMPSON. They are accepted in the TAFUP program until one of two things happens. Either we can secure a job for them, or they can be incorporated in the training program.

When jobs are secured for them, then they must take that job, if they are qualified for the job. It is not a choice situation.

Senator BYRD. That is true. But suppose the 19 spent the full 26 weeks in the program, and had unrevealed resources, and then at the end of the 26 weeks you were able to find employment for them, and they said, "We don't want it." So you remove them from the rolls.

Isn't there any way of checking on these people, or is there any effort made to check on them to see if they have resources and to see if they qualify for the payment which they are going to receive?

Miss THOMPSON. Yes, an effort is made. It is made by the staff of TAFUP who check resources, and who check all the eligibility requirements.

APPLICANTS CONCEALING RESOURCES

Senator BYRD. What percentage of those have you found after a check who were admitted to the rolls and later found to be concealing their resources?

Miss THOMPSON. I cannot furnish you this information.

Senator BYRD. And were those removed?

Miss THOMPSON. I cannot furnish you with this information. I don't have this breakdown.

Senator BYRD. Who does have it?

Miss THOMPSON. Well, I can give you the reasons why they were dropped from the program. I do not have the breakdown of how many might have been accepted in the program, and then resources were found later, and they were dropped from the program.

Senator BYRD. Where would they likely show up in this table?

Miss THOMPSON. They could be part of several of these categories. For example, in the first—"Material Change in Income or Resources"—you have employment or increased earnings of the father represented by 45 cases. Increased earnings of the mother representing 196 cases. Child, two cases. Other persons in the family, one case. That makes a total of 244.

In any of these cases, it may have been discovered that they had additional resources after they were accepted, and this is the reason they were dropped from the program.

Senator BYRD. How do you explain the fact that approximately 15 percent of the persons were dropped?

Miss THOMPSON. These represent cases that we found jobs for and the mothers took the jobs.

PREPONDERANCE OF FEMALE TRAINEES

Senator BYRD. What percent of the TAFUP enrollees have been males and what percent females?

Miss THOMPSON. About a third males, two-thirds females.

Senator BYRD. One-third male, two-thirds female?

Miss THOMPSON. Yes.

Senator BYRD. How do you explain the preponderance of females under the program?

Miss THOMPSON. Because among the families in the city, the deprived families, mothers are frequently heads of households.

RACIAL COMPOSITION OF TRAINEES

Senator BYRD. What percent were Negro and what percent were white?

Miss THOMPSON. In fiscal year 1966, out of 706, 11 were white and 695 were Negro. I will have to add up the ones for 1967.

Through May 1967, out of a total of 670, eight were white, and 662 Negro.

TRANSFERS TO WTOC

Senator BYRD. How many cases were transferred to WTOC per month since the inception of the program? You may wish to let me have a chart on this, if you have one.

Miss THOMPSON. I don't have it by months. A total of 518 from October 1965 to April 1967. We would have to develop a chart by months. Transfers were much slower in the beginning than it has been during the last year. They have accelerated, therefore it is not accurate just to divide the total by the total number of months.

Senator BYRD. Could you do that for us, please?

Miss THOMPSON. Yes, sir.

This would not be each month, Mr. Chairman. It would be as we take in training classes.

Sentor BYRD. In WTOC?

Miss THOMPSON. Yes. There is a span of about 8 weeks in between training classes.

Senator BYRD. All right. Give us some idea of the trend in WTOC by month if you can.

Miss THOMPSON. Yes, sir.

(The information follows:)

TAFUP CASES MOVED INTO WTOC BY MONTH

1965:	
October	18
November	63
December	---
1966:	
January	67
February	58
March	---
April	54
May	5
June	45
July	---
August	59
1966—Continued	
September	---
October	59
November	10
December	---
1967:	
January	2
February	31
March	37
April	30
Total	518

CASES DROPPED FROM PROGRAM

Senator BYRD. What happened to those 25 cases—I believe you said 25 had been cut off at the end of 26 weeks. What happened to them?

Miss THOMPSON. We dropped them from the program, Mr. Chairman, but we are not doing a followup on all of the cases. So I cannot tell you exactly what happened.

Senator BYRD. Are they eligible to reapply?

Mr. RUSSO. They are not eligible, Mr. Chairman.

Senator BYRD. Are they not eligible after a period of time?

Mr. RUSSO. No, sir.

METHOD OF TRANSFER TO WTOC

Senator BYRD. Well, why would a case stay on for 26 weeks and not be put into WTOC in the meantime?

Miss THOMPSON. Mr. Russo, would you answer that, please?

Mr. RUSSO. Yes.

Mr. Chairman, our selection process in WTOC is done on an 8-week cycle, and it covers all of the persons who qualify under WTOC, including those who are receiving TAFUP, throughout the entire District of Columbia area.

We are averaging, since we started our WTOC program, a selection of 40 percent in each WTOC class, of TAFUP recipients.

We are finding that unemployed heads of households apply directly at WTOC for training. Many of them do not accept our invitation to them, our referral to them to TAFUP. They don't make an application for TAFUP.

Those that do make application, who first go to WTOC, if they are found eligible under TAFUP, then they are included by the WTOC selection process in the universe of eligible WTOC applicants from which the selection is made for each training class.

REASONS FOR FAILURE TO TRANSFER TO WTOC

Senator BYRD. Why would there have to be any to be dropped for the reason that there is a 26-week time limit? It would seem to me this is entirely unnecessary. Why couldn't they be shifted into WTOC in this period, or shifted into employment?

Mr. Russo. We do make every effort, Mr. Chairman, to enroll a TAFUP recipient who is on the threshold of expiring his 26-week eligibility under TAFUP. The relatively few TAFUP recipients who have exhausted their 26 weeks and then had to be dropped from TAFUP—I don't have the specifics, but I can say they represented TAFUP recipients who were considered for WTOC training and were probably not considered eligible for training.

They lacked motivation. And rather than select them, and probably have a failure, we selected other TAFUP recipients who presented a more positive training opportunity.

Senator Byrd. Are you saying that WTOC was filled to an absolute maximum, and by virtue of that these 25 were squeezed out? They were squeezed out because other persons showed a greater potential for training, and these showed a much smaller potential? WTOC was filled to the maximum, and, consequently, these were squeezed out?

Mr. Russo. Yes. I am saying that they probably presented a lesser training potential than other TAFUP recipients who were selected in WTOC, and other unemployed heads of households who were eligible for WTOC.

Senator Byrd. They would surely have some potential for training for some kind of work, would they not?

Possible Explanations for Cutoff

Miss Thompson. Mr. Chairman, I think we need to go back and look at these 25 cases. I had several questions in my own mind, but I cannot give you the answers. For example, they may have been women when we were concentrating on getting as many men as possible in the program. As a matter of practice we give men the highest priority. This is one possibility.

The second possibility—in the beginning, when we were trying to develop some experience with this training program, we were slanting our program toward the hard core unemployed. Applicants on the TAFUP program, in the selection process, may not have represented the hard core ones as much as some of the others that applied. But I would have to look at these 25 cases. I think we could develop something on why they remained as long as they did on TAFUP, and then were not incorporated into the WTOC program. But I don't have that material with me.

Senator Byrd. Twenty-five cases represents a little less than 2 percent of the whole, doesn't it?

Miss Thompson. That is right.

Trainees Remaining for Full Tafup Period

Senator Byrd. Would you indicate how many persons were in TAFUP for the full 26 weeks during the fiscal year 1967?

Miss Thompson. I don't have the figures for this fiscal year. But from October 1965 through February 1967, there were 2.6, or a total of 32 cases between 25 and 26 weeks. If you take the period of July through December 1966, just one case. So it is still a relatively small number that remain on the program close to the 26 weeks.

DROPPED CASES BY FISCAL YEARS

Senator BYRD. Of the 25 cases which were dropped because they had exhausted the 26-week time period, how many were in fiscal year 1967, how many were in fiscal year 1966?

Miss THOMPSON. I would have to furnish that with the material on these 25 cases. I do not have them broken down by fiscal year. We had five last fiscal year. That is all the information I have.

(The information follows:)

DATA ON 25 TAFUP CASES CARRIED FOR FULL PERIOD

A. (NOTE.—could only locate 24 of the 25 cases. Therefore tables total 24.)	
B. Closings:	
Had job at closing	7
Were selected WTOC	3
Reconciled with husband	1
Transferred AFDC category	2
Offered jobs and refused	4
Cases closed without specific plan	7
Total	24
C. Opened and closed more than once (primarily for resources—temporary positions, etc.)	4
D. Case characteristics:	
Negro heads of households:	
Male	24
Female	0
Total	24
Ages:	
Up to 19 years	1
20–29	16
30–46	4
46–55	2
Unknown	1
Total	24
Number of children:	
1 child	8
2 children	6
3 children	5
4 children	3
5 children	1
6 children	1
Total	24
E. Number of cases by fiscal year:	
1966	5
1967	19
Total	24
F. Total number of children aided	58
G. Referred to other training program (2 not accepted)	2
H. Payments ranged from	$32–$46
I. Cases formerly known to public assistance	7

REVISED ESTIMATION TAFUP REQUESTED

Senator BYRD. Suppose you submit a revised estimate of the number of cases you anticipate for fiscal year 1968 in TAFUP. Would you do that, please?

Miss THOMPSON. To do that, Mr. Chairman, we would have to make a few assumptions.

Senator BYRD. Well, I believe you said you are estimating an average of——

Miss THOMPSON. Our present number of cases on TAFUP has been reduced because of the present level of training. If we can assume that the number of trainees in WTOC will continue at the 900 level, then we can revise downward our estimated number of persons on TAFUP. If anything happens to the WTOC program, or the number of trainees are reduced, then it would affect our TAFUP program.

Senator BYRD. All right.

Your estimate for TAFUP was based on an average of 334 cases a month?

Miss THOMPSON. That is correct.

METHOD OF SELECTION OF TRAINEES

Senator BYRD. Give us in some detail an explanation of how the persons are selected for TAFUP, how they are selected for training in WTOC, how you go about securing employment for them, and so on.

Miss THOMPSON. I would like to ask Mr. Russo, who supervises this program, to answer that question.

Senator BYRD. Mr. Russo.

Mr. RUSSO. Yes, Mr. Chairman.

Unemployed heads of households must show that they have children under 18 years of age living in the District of Columbia. The majority of them are making application at WTOC. From WTOC they are referred, if they appear to meet the eligibility requirements of TAFUP—they are referred from WTOC to TAFUP and a determination is made as to whether or not they meet the eligibility requirements for temporary assistance. As you know, Mr. Chairman, we established the temporary assistance program to provide for unemployed heads of households who were either awaiting training or awaiting job placement. So they move in either of two directions—either into WTOC, or into a job.

As far as job placement is concerned, when the TAFUP program was established, we were fortunate in having been allowed in the staff of 13, two job placement officers, as part of our TAFUP staff. They work exclusively in trying to find jobs for TAFUP recipients even though the TAFUP recipient is technically waiting to go into WTOC.

Our selection process in WTOC is based on certain criteria. It is a districtwide selection process. Title 5, of course, which funds our WTOC program up to this point, is a demonstration project. And the specific criteria for seleciton of trainees for WTOC are as follows:

BASIC CRITERIA

The age of the unemployed head of household, his educational level, the number of children in his family, the census tract in which he is living, and his potential for training.

Those, sir, are the five basic criteria for selection of trainees in our WTOC program.

These criteria are based primarily in focusing the training program to reach the most disadvantaged. For this reason, we favor in our selection criteria unemployed heads of households who have the most limited educational background, those who have the largest number of children, and those who are living in census tracts where there appears to be a heavy concentration of unemployment.

We selected our trainees for WTOC in what we call, Mr. Chairman, 8-week segments. Each class averages approximately 150 trainees. As I said earlier, about 40 percent of them, up to this point, have been coming from our temporary assistance program.

Senator BYRD. You still have not answered the question. I am more interested in knowing—as I tried to indicate—how you select persons for TAFUP, how you secure jobs, methods by which you secure jobs for the people on TAFUP, and then how they are selected for certain types of training under the WTOC program.

You have given some helpful information here in what you have just said. But could you address yourself more specifically to these questions.

TAFUP SELECTION AND JOB FINDING

Mr. RUSSO. Yes, sir. First, how are our TAFUP recipients selected? They are selected primarily by referrals from our WTOC program.

Secondly, how do we place them in jobs? Primarily through the efforts of job placement officers on the TAFUP program, who work intensively with the U.S. Employment Service, and also who work directly with various job sources. And thirdly, if a TAFUP recipient is included in our WTOC training program, once he enters into the WTOC training program, we develop what we call, Mr. Chairman, an employability plan for the TAFUP recipient who now becomes a WTOC trainee, which sets forth his vocational or occupational goal. Then he is placed in a training site under the supervision of the work experience counselor in our WTOC training program. Upon completion of training a job is found for him in a training related field in which he has been trained by job placement officers in our WTOC program.

Senator BYRD. Have two job placement officers been sufficient to do the work?

Mr. RUSSO. I would say, Mr. Chairman, on the basis of the caseload that we have experienced in TAFUP up to this point, they have been sufficient, yes.

NUMBER OF TAFUP TRAINEES PLACED

Senator BYRD. How many of the TAFUP enrolees have been placed in jobs by virtue of the efforts of the Department to secure employment for them, without their having received any training under WTOC?

Mr. Russo. During the period March 1966 through May 1967, Mr. Chairman, a total of 199 TAFUP recipients were placed in jobs as the direct result of the efforts of the TAFUP job placement officers.

Senator Byrd. Was this after they were trained in WTOC, or prior to any training—or without training?

Mr. Russo. Without training, sir.

Senator Byrd. Now, once they have been trained under the WTOC program, who then locates the jobs for them?

Mr. Russo. The job is found for them, Mr. Chairman, by the job placement officer in the WTOC program.

Senator Byrd. So the job placement officers in TAFUP loses jurisdiction once the recipient goes into WTOC?

Mr. Russo. Yes, sir.

Senator Byrd. Do you feel that, if you had a larger staff of job placement people in TAFUP, you could put more TAFUP recipients into employment without their having to be given training?

Mr. Russo. Yes, Mr. Chairman. On the basis of an anticipated increase in applications and cases during fiscal year 1968, we are requesting two additional job placement officers for the job training and placement program—our TAFUP program.

Function of TAFUP Social Workers

Senator Byrd. What is the function of the social workers in the TAFUP setup?

Mr. Russo. The basic responsibility of the caseworkers in the TAFUP program, Mr. Chairman, is to determine eligibility, to determine continuing eligibility on a weekly basis, and to provide whatever social services that time will permit in meeting the social needs of our TAFUP recipients.

Senator Byrd. Do I understand you to say that none of your TAFUP applicants have been on the TAFUP rolls previously?

Previous Enrollees Not Eligible for TAFUP

Mr. Russo. That is correct, sir. I would want to qualify this, Mr. Chairman. Once a TAFUP recipient exhausts his total period of eligibility, he cannot, under any circumstances, reapply and be accepted in the program. However, we have had some cases, Mr. Chairman, where a TAFUP recipient was on the program, say, for a period of 2 months, and then we found a job for that TAFUP recipient. Something happens after a period of time, and he reapplies. Because he has not exhausted or did not exhaust the 6-month period, we do accept his application.

Senator Byrd. Well, is employability one of the criteria for acceptance into TAFUP?

Mr. Russo. Yes, sir.

Senator Byrd. Otherwise he can go on one of the other public assistance rolls?

Mr. Russo. This does happen from time to time.

Senator Byrd. So if he is unemployable, he would go into one of the other welfare categories, but he must be employable to come into TAFUP, is that correct?

Mr. Russo. He must be employable.

NO REASON FOR PLACEMENT FAILURE

Senator BYRD. Then there is no reason whatsoever why a person should exhaust the 26 weeks for which he may stay on TAFUP if he is employable. Surely a job can be found for him, or he could be put into a training program in that period of time—unless you are short of staff. If 13 positions are insufficient to do the job, maybe you need more staff. But it would seem to me that if your staff is sufficient, you certainly ought to be able to process every person who is on TAFUP either into employment or into training within a period of 26 weeks. You are limited to WTOC, are you, insofar as training is concerned?

A moment ago you indicated that perhaps the 25 who exhausted their time in TAFUP just did not have the potential that others, who appeared to be more promising, possessed.

And so at least if WTOC could not have absorbed the 25, they could have been put into some other training program in the District, could they not?

TRAINEES ENTERING OTHER PROGRAMS

Miss THOMPSON. Yes, they could. In fact, from October 1965 through April 1967, we had six that did enter other training programs, and were dropped from the TAFUP rolls.

Senator BYRD. Yes.

Five hundred and eighteen were enrolled in WTOC. Six were enrolled in other training programs. Why is not a greater effort made to enroll more TAFUP people in other training programs?

Miss THOMPSON. Mr. Chairman, we do attempt to enroll them in other training programs. But the other—the persons running the other training programs also have a list of candidates, and they make the selection. That is No. 1. No. 2, some of these training programs are just developing at the present time.

Senator BYRD. All right.

Let's list the training programs. We did this the other day, but the list was incomplete.

OTHER TRAINING PROGRAMS

Miss THOMPSON. All right. One of the largest and one just getting started is the Washington concentrated employment program. This is the one that was funded by the Labor Department. However, this program is restricted to the Cardozo and the Anacostia, Congressional Heights area.

Senator BYRD. Do you have any TAFUP people who come out of those areas?

Miss THOMPSON. Yes, we do.

Senator BYRD. All right. WCEP?

Miss THOMPSON. That is right. And one is OIC, the opportunities industrialization centers. Now, the focus of this program is on youth and single persons, not necessarily heads of households. They use the self-help approach, the philosophy being we will open the door to employment for you, but it is up to you to make good on the job and remain in employment.

Senator BYRD. Are heads of households excluded?

Miss THOMPSON. No, they are not excluded.

Senator BYRD. And who operates this program?

Miss THOMPSON. This is Reverend Eaton, the Director in the District of Columbia.

Senator BYRD. Is this a privately funded program?

Miss THOMPSON. No. It is funded through OEO funds.

Senator BYRD. So this is an OEO program?

Miss THOMPSON. That is correct.

Senator BYRD. All right. Now, the next one.

Miss THOMPSON. Some of the MDTA programs.

Senator BYRD. MDTA?

Miss THOMPSON. Yes.

Senator BYRD. All right. Could you elaborate on these?

Miss THOMPSON. Mr. Russo, you know more about the MDTA programs.

Mr. RUSSO. Yes. These programs, Mr. Chairman, are administered by the U.S. Employment Service, the Department of Labor, in cooperation with the Board of Education. They have, at the last check I made—they have approximately 15 MDTA training programs in the District. Some of these programs, Mr. Chairman, are limited to youth, and some are limited to other groups, including unemployed heads of households.

Then the only other program that I know of that I did not mention are the OJT programs, on-the-job training programs. These are outside the Department of Public Welfare. And the OJT program in the District of Columbia, as I understand it, is on a contract basis with the Washington Urban League. The last time I inquired, I believe they had funds for approximately 400 training slots. This is funded entirely, Mr. Chairman, out of U.S. Department of Labor funds.

Senator BYRD. All right.

Now, what other training programs are there?

Mr. RUSSO. Those are the major training programs. If we want to include adult education programs that are administered by the Board of Education—I would say those are the major programs, Mr. Chairman.

Senator BYRD. Are there others? You say these are the major ones.

Mr. RUSSO. I can think of no others, Mr. Chairman.

Senator BYRD. How about the Public Welfare Training Center?

Mr. RUSSO. Yes, Mr. Chairman. I was giving you the programs outside of the Department. Within our own Department, of course, there is the Public Welfare Training Center, and our own WTOC program.

Senator BYRD. Can you think of any others, Miss Thompson, at this time?

Miss THOMPSON. No. Only small training programs—the apprenticeship programs under the labor unions, which are small in number and restricted.

Senator BYRD. Can you think of any others, Mr. Rosin?

Mr. ROSIN. No, I cannot.

Senator BYRD. Mr. Galvin, do you think of any others?

YOUTH OPPORTUNITY PROGRAM

Mr. GALVIN. We have all of the summer programs—the youth opportunity campaign.

Senator BYRD. Are these training programs?

Mr. GALVIN. A type of training.

Miss THOMPSON. It is experience training.

Senator BYRD. Are these for unemployed heads of households?

Miss THOMPSON. No, sir.

Mr. GALVIN. These are youths.

Mr. RUSSO. Mr. Chairman, there are other training programs. Not for unemployed heads of households. For youth, under title I and title II of the Economic Opportunity Act. I did not think you would be interested in those.

Senator BYRD. No. I am interested in those programs which will train underemployed heads of households, because what we are trying to do here is get the whole picture, and not just restrict it to WTOC as a program in which you funnel TAFUP people. There appears to be a number of training programs in the District into which TAFUP people could be placed.

Miss THOMPSON. That is right.

SOURCES OF EMPLOYMENT AID

Senator BYRD. Now, insofar as securing employment for TAFUP—where the TAFUP caseload is concerned, you are not restricted just to your two employment officers, are you? Can't you call upon some other sources of aid?

Miss THOMPSON. They all register with USES, so we use all the resources of the U.S. Employment Service. In addition, our job counselors in both TAFUP and WTOC are developing resources by locating jobs and talking with employers about developing jobs.

Senator BYRD. How many job counselors do you have in TAFUP?

Miss THOMPSON. Two.

Senator BYRD. And are both positions filled?

Miss THOMPSON. Yes.

Senator BYRD. And both of the employment officer positions are filled?

Miss THOMPSON. Yes, sir. But we develop many of our own jobs, or locate many jobs.

EMPLOYMENT FOR TRAINEES DURING TRAINING

Senator BYRD. Why couldn't employment be given to the people on TAFUP while they are on TAFUP? Why couldn't they be offered jobs cleaning the streets and cleaning up those neighborhoods which we talked about some time ago? You will recall that it was indicated in testimony here before the subcommittee that there were neighborhoods which did not receive any assistance in the removal of debris, garbage, trash, and so on, except for about every 4 to 6 weeks. I am thinking of these areas.

Now, why couldn't the people on TAFUP be doing some of this work while they are receiving money, while they are awaiting employment, or while they are awaiting placement in training slots? Why couldn't they be doing some work for the city? Cleaning up the neighborhoods?

Mr. RUSSO. Mr. Chairman, we mentioned earlier that two-thirds of our TAFUP recipients are female heads of households. It is a short-term program. There is no reason why they cannot—since this is a locally funded program—be required to accept work.

EMPLOYMENT OF MALES IN CLEANUP WORK

Senator BYRD. Well, let's talk about the one-third who are males. Instead of receiving a direct dole, why couldn't they be put to work while they are receiving this TAFUP money?

Mr. RUSSO. Up to this point we have been concentrating and trying to get them either into—back into the mainstream of employment, or back into a training program, Mr. Chairman.

Senator BYRD. I think this is good. But this is a local program. You can do anything with it you wish. You have no restrictions insofar as HEW is concerned. You can put these people to work, and let them feel they are earning their money. And I should think most of them would prefer it that way, they would prefer to be earning it rather than receiving a dole. And it might boost their own morale. And at the same time they could contribute a service to the community.

Why shouldn't this be done?

There are plenty of tasks, plenty of chores, in the city that the males could perform.

How about it?

Miss THOMPSON. This is something I think we need to look into, Mr. Chairman.

Senator BYRD. Has this thought ever been advanced to the recipients when they seek aid?

Mr. RUSSO. No, sir; it has not.

Miss THOMPSON. If they are placed in civil service jobs, it would depend on how long they are available for work. We would have to find some way to speed up employment. But this is something we can certainly look into. If they are working for the city and receiving money from the city, they have to meet civil service requirements as far as eligibility for these positions are concerned.

Senator BYRD. I am not talking about regular budgeted positions. I am talking about the work that needs to be done cleaning up some of these neighborhoods, picking up the beer cans and the trash, raking it up, shoveling it up, putting it into garbage receptacles, trash cans, and so on, cleaning up those neighborhoods.

The youth are given jobs without being placed into civil service positions. So why couldn't these people be taken out into the areas which receive little attention and help make those areas clean, and make this a cleaner city? Why couldn't these people help to create desirable surroundings, help to improve and beautify the residential areas? We kept hearing a lot about the ghettos and slum areas of the city. Why don't we use some of these people to clean up those areas? They might as well be working for their money, those who are able bodied. And as I understand it, they have to be employable before they can qualify for TAFUP. So if they are employable, let them work for their money. Let them be earning their money, rather than receiving a dole.

Why don't we think about this?

Miss THOMPSON. Yes, as a suggestion.

Senator BYRD. All right. We will talk more about it the next time we meet.

SUBCOMMITTEE RECESS

The subcommittee will stand in recess subject to the call of the Chair.

(Whereupon, at 11:55 a.m., Monday, July 10, 1967, the subcommittee was adjourned, to reconvene subject to the call of the Chair.)

DISTRICT OF COLUMBIA APPROPRIATIONS FOR FISCAL YEAR 1968

WEDNESDAY, JULY 12, 1967

U.S. SENATE,
SUBCOMMITTEE OF THE COMMITTEE ON APPROPRIATIONS,
Washington, D.C.

The subcommittee met at 9 a.m., in room S. 126, the Capitol, Hon. Robert C. Byrd (chairman) presiding.

Present: Senator Byrd.

DISTRICT OF COLUMBIA

DEPARTMENT OF PUBLIC WELFARE

STATEMENT OF MISS WINIFRED THOMPSON, DIRECTOR, ACCOMPANIED BY MRS. JULIANNA K. CHAMBERS, A. R. ROSIN, ALBERT P. RUSSO, AND WILLIAM R. GALVIN

WTOC TRAINING

TRAINEE ELIGIBILITY REQUIREMENTS

Senator BYRD. The subcommittee will be in order.

What are the eligibility requirements for selection of a trainee by WTOC?

Miss THOMPSON. That a person be the head of a household, that there be children under 18 in the family, that the person be employable and trainable, but unemployed, and that the person have minimum skills in order to enter successfully the labor market, and that the person's income or the family income be comparable to the public assistance level.

Senator BYRD. Are any of the applicants selected for training eligible for public assistance?

Miss THOMPSON. No.

Senator BYRD. Are the trainees considered to be the hard-core unemployed and hardest to train?

Miss THOMPSON. Yes, sir; and this is why we believe that our program is focused toward the group that none of the other training programs in the city are equipped to train. We do focus our program toward the hard-core unemployed, also to heads of households. Another difference in our program over the others, we provide all of the supportive services such as casework, job counseling, followup services, health services, so that we assume responsibility for the success of the person after he has completed his training in making the adjustment to a job. In the other programs, responsibility for being a suc-

cess depends much more on the trainee or on the employer. In assuming that responsibility, if the trainee fails on his first job placement we bring him back, counsel him, and place him a second time and supervise him.

PROGRAMS FOCUSED ON HARD CORE

Senator BYRD. You say that WTOC is the only program focused on the hard core?

Miss THOMPSON. Focused directly toward the hard-core head of household, yes, sir.

Senator BYRD. It is the only program in the city focused directly toward the hard core?

Miss THOMPSON. No. There are two other programs, if the person is well motivated and referred. They are eligible to participate in the other programs.

Senator BYRD. Which other programs are these?

Miss THOMPSON. I am thinking of the WCEP as one, and the other one is the OIC—the Opportunities Industrial Centers.

Senator BYRD. And WCEP is operated by what agency?

Miss THOMPSON. That is a UPO program.

Senator BYRD. And OIC is operated by what agency?

Miss THOMPSON. It is funded by OEO but it is operated by Reverend Eaton.

Senator BYRD. Are there any other programs in the District focused on the hard-core unemployed?

Miss THOMPSON. For adult heads of households the MDTA programs would be the only ones that I know of.

Senator BYRD. The MDTA program?

Miss THOMPSON. That is correct, plus a few apprentice placements in labor unions, but very limited.

Senator BYRD. Are there any others?

Miss THOMPSON. Well, the Public Welfare Training Center in our own department.

Senator BYRD. Are there any others?

Miss THOMPSON. Offhand I do not think of any others, Mr. Chairman.

WASHINGTON CONCENTRATED EMPLOYMENT PROGRAM

Senator BYRD. What about the program that was announced on May 11—the new $5.4 million dollar Federal manpower program?

Miss THOMPSON. Is this the Washington concentrated employment program?

Senator BYRD. To bring jobs or job training to 4,000 residents of Washington in the lower Cardozo, Anacostia, and Congress Heights areas.

Miss THOMPSON. That is the Washington concentrated employment program.

Senator BYRD. I thought you said that was operated by OEO?

Miss THOMPSON. It is funded through OEO. No, I beg your pardon, it is funded through the Labor Department.

Senator BYRD. I was wondering why Labor Secretary Wirtz made the announcements. They are operated by the UPO?

Miss THOMPSON. That is correct.

Senator BYRD. To what extent does your department participate in the program?

Miss THOMPSON. In the WCEP program?

Senator BYRD. Yes, ma'am.

Miss THOMPSON. We make referrals to that program and they participate with us in that they use some of our training facilities. You see, the WCEP program does not develop training slots. I mean, they have training slots but they do not develop training programs where people are actually placed for supervised training. They use some of ours, so there is a joint relationship here where we can use their facilities for some of our welfare individuals that we think can benefit from their type of training, and then they refer some of their trainees or use some of our training locations when we are not using them to the maximum.

Senator BYRD. And when you say they use your training facilities, what training facilities do you have?

Miss THOMPSON. After the basic training and the job conditioning training done at our Center at 921 Pennsylvania Avenue, we place the individuals in many different locations throughout the city for skill training. We have developed many of these locations ourselves. WCEP will be using some of those same locations for the training of their trainees once they are ready for skill training.

Senator BYRD. But you do not have any training facility as such?

Miss THOMPSON. No. Except for the training that takes place at WTOC.

Senator BYRD. Operated by the Welfare Department?

Miss THOMPSON. No; we do not. We develop training locations.

Senator BYRD. Now, when you say that some of your enrollees take advantage of "their facilities," what facilities do you have reference to?

REFERRALS FROM WTOC PROGRAM

Miss THOMPSON. Principally job conditioning. We have a larger number of applicants than we can take care of in our training program. Some that we cannot incorporate into the WTOC program we refer to WCEP to get into their training program, so it is the job conditioning, the educational part of the program, the portion that helps people apply for jobs, fill out job applications, learn how to conduct themselves during a job interview, provide some supervision on the job.

Senator BYRD. How many have you referred?

Miss THOMPSON. Very few because their program is just getting started. It is hardly in action at the present time. It is just beginning.

Senator BYRD. When you say "very few," how many do you mean?

Mr. RUSSO. We have not referred any, Mr. Chairman.

Senator BYRD. You have not referred any?

Mr. RUSSO. Not at this point, sir.

Senator BYRD. Why have you not referred any, Mr. Russo?

Mr. RUSSO. For the reason stated by the Director, Mr. Chairman. The WCEP program is now in the process of being established. We are working very closely with them and we fully expect that once they become operational, fully operational, that we would be working extremely closely with them.

Senator BYRD. When was the WCEP program established? As of the date to which I referred a little earlier?

Mr. RUSSO. Yes.

AVERAGE AGE OF WTOC APPLICANTS

Senator BYRD. What is the average age of the applicants for the WTOC program?

Miss THOMPSON. 24.3 percent were between 21 and 25 years of age, and 24.5 percent between 26 and 30 years of age. The highest concentration is in this age group, or these two age groups.

Senator BYRD. Now, would you give the remaining percentages, please?

Miss THOMPSON. Yes. Let me start from the beginning. From 18 to 20, 8.3; from 21 to 25, 24.3; from 26 to 30, 24.5; from 31 to 35, 18.8; from 36 to 40, 11.5; from 41 to 45, 7.8; from 46 to 50, 3.5; and over 50, 1.4.

Senator BYRD. What you are saying, then, is that 75 percent are between the ages of 18 and 35?

Miss THOMPSON. Yes.

NUMBER OF CHILDREN IN FAMILY

Senator BYRD. I believe you indicated that applicants must have children under the age of 18?

Miss THOMPSON. That is correct. The average number of children in each family in WTOC is 3.1.

Senator BYRD. Perhaps you would like to state what percent have two children or less, what percent three, what percent four, and so on.

Miss THOMPSON. One child, 16.3; two children, 21; three children, 19.4; four children, 17.9; five children, 11.3; six children, 6.8; seven children, 3.5; eight children, 2.3; nine children, 1.2; 10 children—well, that is the highest. There were four families that had 10 children, but this was such a small number the table does not show the percentage.

Senator BYRD. In other words, something like 56 percent have three children or less?

Miss THOMPSON. Yes, sir. The overall average for this set of statistics is three children.

Senator BYRD. 74 percent have four children or less?

Miss THOMPSON. Yes.

EDUCATIONAL BACKGROUND OF TRAINEES

Senator BYRD. All right, now, how far in school has the average person progressed?

Miss THOMPSON. Under the fourth grade; again I can give you the numbers, but it is small enough that it does not show a percentage. For example, the first grade, two trainees; second grade, three; third grade, seven; fourth grade, 18. Then beginning with the fifth grade, 1.9 percent, were in the fifth grade; the sixth grade, 2.4; the seventh grade, 6; the eight grade, 14.1; the ninth grade, 18.9; the 10th grade, 21.4; the 11th grade, 16.6; the 12th grade, 15.6; and then above the 12th grade would be 24 trainees.

Senator BYRD. In other words, over 53 percent have a 10th grade education or better?

Miss THOMPSON. That is right.

Senator BYRD. Well, then, if these people are considered to be hard core unemployed and hardest to train, why have more than 70 percent

of the applicants selected for training been between 18 and 35 years of age? Why have more than 50 percent completed the 10th grade? Why have more than 70 percent completed the ninth grade, and why have more than 55 percent been the parents of three children or less?

Miss THOMPSON. You are really asking three questions.

Senator BYRD. Let us take the one about the grade finished in school. If these are hard core unemployed and hardest to train, how do you explain the fact that more than 70 percent have finished the ninth grade and above?

GRADES NO REFLECTION OF EDUCATIONAL LEVEL

Miss THOMPSON. I think, Mr. Chairman, when we say they have passed these grades it does not reflect their educational level. When it is given by grades, it does not reflect their skills, educational skills. We have in Washington what we call social promotions, but this means——

Senator BYRD. But, they should not be hard to train even though it does not reflect their skills. Why are they considered hard to train when more than 70 percent of them have a ninth grade education or better?

Miss THOMPSON. Some with a ninth-grade education find it very difficult to follow written instructions. The ninth grade education is misleading. Some of them coming from areas in the South were socially promoted and it does not indicate their reading and comprehension level.

Senator BYRD. How many of these applicants are natives of Washington?

Miss THOMPSON. I do not think we have those statistics.

Senator BYRD. Well, then, why do you make reference to those coming from the South? What percentage come from the South?

Miss THOMPSON. I can't give the percent. All I can say is that working with the families and with the children I know many of the parents—this is not true of the children—most of their children were born in Washington—but many of the parents were born in the South and migrated to Washington.

Senator BYRD. What percent, though? When you say many, that does not mean anything.

Miss THOMPSON. Well, I am sorry, Mr. Chairman, I do not have the statistic.

Senator BYRD. Well, if you do not have these statistics, how can you make that statement?

Miss THOMPSON. You draw on your years of experience in working with these families, where you know when you list place of birth on their application sheets.

Senator BYRD. Well, we would like to see the hard facts in writing, something which will back up what you are saying.

Miss THOMPSON. I can give it to you for the categories, but not for WTOC.

Senator BYRD. Well, what we are talking about is WTOC.

Miss THOMPSON. I recognize that.

(The information follows:)

Number and percent of WTOC trainees by place of birth

	Number	Percent
District of Columbia	969	53.0
Southern States: [1]		
Alabama	27	
Arkansas	1	
Delaware	4	
Florida	12	
Georgia	27	
Louisiana	5	
Maryland	65	
Mississippi	3	
North Carolina	231	
South Carolina	186	
Tennessee	3	
Texas	7	
Virginia	163	
West Virginia	11	
Total	745	40.8
Other:		
Colorado	1	
Hawaii	2	
Idaho	1	
Minnesota	1	
Missouri	3	
New Jersey	3	
New York	8	
Ohio	5	
Oregon	1	
Pennsylvania	7	
Wisconsin	1	
Total	33	1.8
Unknown	81	4.4
Total	1,828	100.0

[1] Classification of Southern States is in accordance with the Bureau of Census classification for the 1960 census.

EDUCATIONAL BACKGROUND NOT REFLECTING PROBLEMS

Senator BYRD. You have more than 70 percent of the applicants who have a ninth grade education or better, and yet you say they are hard to train. As a matter of fact, you say they are hardest to train.

Miss THOMPSON. Their educational background does not reflect all of the emotional problems, the problems of instability, the disorganization, the lack of assuming, over a long period of time, responsibility for work habits. These are some of the characteristics that make training difficult, not the native intelligence. We are not questioning their native intelligence. Most of them are alert and have average intelligence or higher, but what they lack is a pattern of work and knowing what is expected of a working person in the labor market.

Senator BYRD. It is a little hard to comprehend, Miss Thompson. Virtually two-thirds of the applicants have a ninth grade education or better and they are considered hardest to train, especially when we consider the additional factor that more than 70 percent of them are between the ages of 18 and 35. This is the age, it seems to me, when they should be most willing, most able.

Miss THOMPSON. They are willing. This is one reason they have applied for additional training, they are well motivated.

Senator BYRD. And most capable of being trained.

Miss THOMPSON. They are receptive to training.

PROGRAM PLANNED TO ATTRACT HEADS OF HOUSEHOLDS

Senator BYRD. All right. Was this program intended to reach the unemployed but employable male?

Miss THOMPSON. It was slanted toward heads of households. We hoped that in slanting the program to heads of households we would be able to attract many men into the program. The early applicants were predominantly women. It took real hard work on the part of our employees and on the part of the UPO neighborhood workers, to try to locate men and encourage them to come to the program for additional training.

Senator BYRD. What percent of the applicants to date have been male and what percent female?

Miss THOMPSON. About 66.3 percent are female and 33.7 are male.

Senator BYRD. Now, why are two-thirds of the applicants to date female?

Miss THOMPSON. I think there are several reasons for this. One, the women carry major responsibility for supervising and raising the children. Many of the families we are talking about, the woman is the head of the household. Most of the women who apply would like to improve their economic status by being able to earn more than they are able to earn at the present time, with limited job skills. The men are much harder to encourage to come into the program. Some of them were already working even at a very low salary, but I think male pride was involved. They felt embarrassed to go back to school after they were adults and heads of households. The training classes were made up principally of women, so that it took a good bit of courage on their part to come into the training programs. Now, more and more men applicants are coming to the center.

Senator BYRD. What percent of the applicants within the last 3 months have been men?

Miss THOMPSON. The last class that I have the statistics on, 55.1 percent were women, and 44.9 percent were men.

Senator BYRD. Now, when you say "the last class," would you explain it?

Miss THOMPSON. The trainees are taken in in classes about every 8 weeks. So that the class of March 13, 1967, is the last one that I have the statistics on, the breakdown between male and female trainees.

PERCENTAGE BY SEX IN RECENT CLASS

Senator BYRD. What was the percentage for the class just preceding this class?

Miss THOMPSON. This was the class of January 30, 1967, where 82.7 percent were female and 17.3 percent were male.

Senator BYRD. What was the number enrolled in the March class?

Miss THOMPSON. 158.

Senator BYRD. What was the number enrolled in the preceding class?

Miss THOMPSON. 150.

Senator BYRD. Now, you do not have any statistics on the May class, I suppose?

Mrs. CHAMBERS. June.

Miss THOMPSON. There was a June class.

Mr. Russo. Yes; the June—the class that began on June 5, Mr. Chairman, the size of the class was 154 and there were 42 males in that class.

Senator Byrd. Which would be what in terms of percentage?

Mr. Russo. About 30 percent. Slightly less than 30 percent.

Senator Byrd. Something like 27 percent were males; is that correct, Mr. Russo?

Mr. Russo. Yes, sir; 27 percent.

Senator Byrd. Well, it does not appear that the percentage of males is increasing, Miss Thompson.

Miss Thompson. It changes with different classes, Mr. Chairman. I can give you the classes, and it goes back and forth.

Senator Byrd. It goes back and forth, but one could say that the percentage of males is not increasing just as well as one could say they are, when it goes back and forth. They are in one class, but not in the next.

PERCENTAGE OF MALES BY CLASS, 1965–67

Miss Thompson. If you take all of the classes, the number of males has increased. The percentage for each class changes.

Senator Byrd. What was the percentage of males the first year?

Miss Thompson. I do not have it by years. I have it by classes. We would have to work it out.

Senator Byrd. Could you read it by classes?

Miss Thompson. Yes, sir.

Senator Byrd. Then, let us have it by classes.

Miss Thompson. All right. First class on October 4, 1965, 18 percent male, 82 percent female; the class of November 15, 1965, 76 percent—76.6 percent female and 23.4 percent male; the class of January 3, 1966, 61.3 percent female, 38.7 percent male; the class of February 14, 1966, 45.7 percent female, 54.3 percent male; the class of April 18, 1966, 61.4 percent female, 38.6 percent male; the class of June 20, 1966, 64.6 percent female, 35.4 percent male; the class of August 22, 1966, 70.5 percent female, 29.5 percent male; the class of October 24, 1966, 66.9 percent female, 33.1 percent male; the class of January 30, 1967, 82.7 percent female, 17.3 percent male; the class of March 13, 1967, 55.1 percent female, 44.9 percent male. Then the overall total is 66.3 percent female and 33.7 percent male.

Senator Byrd. Well, really, I cannot see that the percentage of males is increasing, based on your own statistics here.

Miss Thompson. The only way to show that would be to chart it and show the relationship for each class. We did not do this.

Senator Byrd. Well, the percentages speak for themselves, do they not?

Miss Thompson. Yes, but I believe there have been more males in the classes. I mean, that the number of males has increased.

REASON FOR PREPONDERANCE OF WOMEN

Senator Byrd. Now, a moment ago you said that the men were much harder to—I am paraphrasing I think what you said, the men were much harder to get into the program.

Miss Thompson. To encourage into the program; yes, sir.

Senator Byrd. Why is that?

Miss THOMPSON. I think there are several factors that influence that. First, I do not think it is quite as hard for women—once they are adult and they are parents and they are wage earners—to go back to school and say that they need additional training to enter the labor market. It is not as hard on their pride at this age and with this type of training, as it is for men. Percentagewise more men are employed——

Senator BYRD. Are you saying that these men who are heads of families do not possess the sense of responsibility that would lead them to accept training willingly, eargerly, so that they might be gainfully employed, and that they might provide for their families?

Miss THOMPSON. Mr. Chairman, many of the people we are working with in this program do not look ahead. A job today with some cash coming in seems more important than the long-range plan of taking training, even recognizing that at the end of the training period they might be able to earn additional money.

Senator BYRD. Now, when you say a job today, I thought you said that these people were unemployed.

Miss THOMPSON. Some of them have dropped out to take jobs. This is how we begin to see that, if they can get a job, if they can begin earning—even though in some cases we would counsel them to stay in training because we felt that at the end of the training period they would be better equipped to support their family—they will drop out of the program because it is more important to them to get a job today. They do not see the long-range benefits of training in all cases.

REASON FOR WORKING GROUP IN PROGRAM

Senator BYRD. A little earlier you said that some of these people are already working. Now, if they are already working, why are they brought into this program? I thought this was for the unemployed only.

Miss THOMPSON. If they are working less than 40 hours a week or if they are working on a temporary job or if something happens to their job, then they are eligible for training.

NUMBER OF WORKING APPLICANTS ACCEPTED FOR TRAINING

Senator BYRD. What percent of your applicants were working at the time they were accepted for training by WTOC?

Miss THOMPSON. Mr. Russo, can you answer that?

Mr. RUSSO. I assume we have that data in our statistical records. If it is not there I am sure it is available to us. It is not in this statistical record, Miss Thompson, but I know that we do have this information available. It can be made available.

Miss THOMPSON. May I furnish that for the record, Mr. Chairman?

Senator BYRD. All right, if you please. Would you furnish it by the next time we meet?

Miss THOMPSON. Yes, we will try.

Senator BYRD. Perhaps you can furnish it today and we can get it in the transcript. That would be better. You might indicate to the extent that these people were working. Do you think they could break that down into the number of hours they were working per week—do you suppose you could do that, Mr. Russo?

Mr. RUSSO. Yes, we will certainly try to make it as accurate as possible.

Senator BYRD. And could you also show what type of employment they were in and what their earnings were? Could you do that?

Mr. RUSSO. Yes, sir.

Senator BYRD. Can you show whether they had any other income at the time, any income other than that for which they were employed?

Mr. RUSSO. Yes, sir.

Miss THOMPSON. Mr. Chairman, if we do not have all of the material, would you like us to submit what we do have, because it may require some case checking to get all of this at the same time?

Senator BYRD. Yes, ma'am.

(The material follows:)

NUMBERS OF APPLICANTS EMPLOYED

Of the total of 1,828 applicants selected for training as of May 31, 1967, a total of 309 or 16.9 percent were employed at the time of application. The following information was also requested in connection with the 309:

Average number of hours worked per week	26.
Type of employment	Domestic and waitress.
Average weekly earnings	$36.
Average weekly amount of other income (child support)	$16.

TYPE OF TRAINING

Senator BYRD. What type of training is generally accepted by the male applicant?

Miss THOMPSON. Jobs that lead to work with automobiles, such as automobile repairmen, mechanics, bricklaying apprentice, warehousemen, some of the jobs in the custodial cleaning field, such as working in public buildings, use of cleaning equipment, working in hospitals as hospital aides, keypunch operators, offset pressmen, carpenter helpers, carpenter apprentices, caretakers, and work with veterinarians, many clerical positions, addressograph operators. Those are the types of training.

Senator BYRD. Does the chart show the number of people who entered each of these fields?

Miss THOMPSON. That were placed in these fields?

Senator BYRD. Yes.

Miss THOMPSON. Yes.

Senator BYRD. May we have that for the record, please?

Miss THOMPSON. Yes.

(The material follows:)

Job placements following training, April 1967

Job placements	Number placed	Average weekly starting salary	Average weekly training allowance	Average weeks in training	Number of children
Total	555	$75.61	$49.13	33.2	1,762
Addressograph operator	1	70.00	44.00	15.0	6
Air-conditioning mechanic	1	75.00	58.00	26.0	5
Appliance repairman	2	70.00	51.00	22.5	9
Automobile body painter	1	80.00	64.00	19.0	5
Automobile body repairman	1	95.00	96.00	52.0	10
Automobile mechanic	10	79.49	59.48	39.3	39
Automobile mechanic helper	4	97.50	65.20	21.5	22
Baker's helper	1	65.00	64.00	19.0	5
Bank teller	2	91.55	22.00	15.5	6
Barber	7	72.85	52.71	50.4	21
Bindery worker	4	70.26	51.75	32.5	16
Book processor	1	73.34	53.00	30.0	4
Brickmason apprentice	6	113.33	65.00	53.3	29
Brickmason helper	1	100.00	72.00	10.0	4
Busboy	1	50.00	10.00	12.0	1
Card arranger	1	79.78	36.00	20.0	1
Caretaker, animal	1	70.00	42.00	15.0	3
Carpenter's apprentice	2	102.00	66.50	33.5	11
Carpenter's helper	2	94.74	44.49	14.1	4
Clerk-cashier	1	65.00	54.00	16.0	3
Clerk, claims	1	75.48	47.00	68.0	2
Clerk, distribution	1	105.60	69.00	49.0	7
Clerk, file	5	70.83	49.40	47.4	21
Clerk, file and arranger	1	82.09	54.00	33.0	4
Clerk, file and messenger	1	91.73	47.00	5.0	2
Clerk, general	7	71.84	42.14	40.2	16
Clerk, medical supply	1	70.00	42.00	12.0	2
Clerk, payroll	1	70.00	36.00	33.0	1
Clerk, postal	5	107.12	45.40	35.6	14
Clerk, postal carrier	1	105.60	54.00	12.0	4
Clerk, statistical	1	79.78	53.00	21.0	4
Clerk-stenographer	2	87.04	60.00	73.0	8
Clerk, stock	3	76.10	51.00	23.0	8
Clerk, supply	1	79.78	58.00	23.0	4
Clerk-typist	211	74.66	45.98	38.2	586
Clerk-warehouseman	1	90.00	78.00	25.0	6
Consumer education aide	1	90.38	36.00	14.0	1
Cook	5	72.50	49.00	29.4	12
Cosmetologist	2	46.00	48.00	48.0	6
Cosmetology instructor	1	45.00	37.00	21.0	1
Custodian, laborer	7	71.05	57.00	34.0	28
Custodian, school	2	71.00	53.00	29.0	7
Day care aide	1	80.00	36.00	24.0	1
Dental assistant	2	65.75	47.50	24.0	6
Dietary aide	3	56.66	38.00	30.3	4
Draftsman apprentice	1	67.44	47.00	20.0	3
Draftsman trainee	1	75.48	48.00	60.0	3
Dry wall applicator	1	126.00	48.00	20.0	2
EAM operator	1	75.48	42.00	36.0	2
Electrician's apprentice	8	70.00	51.87	30.0	28
Electrician's helper	4	65.88	42.25	21.3	7
Elevator operator	1	73.35	11.00	21.0	1
Engineer, boiler maintenance	5	83.24	68.19	26.1	31
Engineer, operating	1	96.80	69.00	36.0	6
Engineer, stationary	3	77.92	75.33	29.7	18
Engineer, steam	1	97.20	69.00	26.0	5
Food clerk	2	85.40	55.50	14.0	8
Food service worker	2	71.27	55.50	15.0	9
Fountain girl	1	60.00	47.00	36.0	3
Gift wrapper	1	50.00	47.00	56.0	3
Graphic aide	1	60.00	41.00	66.0	1
Groundskeeper	1	84.60	58.00	20.0	4
Group mother	1	52.60	47.00	37.0	3
Health aide	7	71.53	66.68	41.6	25
Homemaker specialist	1	.....	38.00	32.0	5
Institutional housekeeper	1	50.00	15.00	12.0	1
Key punch operator	21	98.58	48.32	28.8	66
Key punch operator and programer trainee	1	60.80	42.00	19.0	2
Laborer, construction	6	88.33	52.33	20.8	17
Laborer, general	6	75.19	64.50	51.9	29
Laborer, landscape	1	88.00	78.00	64.0	6
Library assistant	2	73.26	50.00	19.5	11
Lubrication man	1	60.00	47.00	36.0	2
Maid	3	56.16	37.00	24.0	5
Mail handler	2	95.80	56.00	29.5	8
Maintenance engineer	1	65.00	42.00	24.0	1
Meatcutter apprentice	8	98.87	62.12	25.2	38

Job placements following training, April 1967—Continued

Job placements	Number placed	Average weekly starting salary	Average weekly training allowance	Average weeks in training	Number of children
Meatpacker	3	60.00	47.00	37.0	6
Meat wrapper apprentice	4	71.34	50.50	23.8	16
Medical assistant	3	51.82	47.33	26.7	8
Mess attendant	1	91.60	53.00	22.0	3
Messenger	2	72.45	65.50	32.5	10
Milling machine trainee	1	56.00	53.00	23.0	3
Mover	1	97.60	80.00	19.0	8
Neighborhood worker	14	92.44	51.34	22.8	50
Nurse, practical	3	74.80	59.00	53.3	15
Nursery aid	4	66.35	45.25	33.0	10
Nursing assistant	41	56.12	43.50	29.1	112
Office assistant	1	60.00	37.00	39.0	1
Office machine serviceman	1	86.67	8.00	19.0	6
Offset pressman	5	79.83	60.00	48.0	20
Orderly, hospital	1	60.00	47.00	21.0	2
Package machine operator (trainee)	1	68.00	47.00	33.0	3
Painter	1	80.00	69.00	39.0	6
Painter's helper	1	70.00	42.00	9.0	1
PBX operator	3	72.90	50.66	57.3	9
Photo equipment operator	1	86.00	58.00	26.0	5
Plasterer's helper	1	97.20	43.00	23.0	1
Plumber's helper	1	84.40	54.00	30.0	3
Porter	2	80.40	50.50	44.0	6
Printer's apprentice	1	80.00	53.00	24.0	3
Proof machine operator (banking)	1	70.00	48.00	65.0	3
Reproduction machine operator	2	69.05	63.50	14.5	11
Rug cutter	1	64.00	53.00	24.0	4
Rug mechanic	2	78.25	66.50	13.5	12
Salad girl	1	60.80	53.00	25.0	5
Salesman	1	70.00	52.00	8.0	2
Sales store worker	1	78.40	47.00	5.3	2
Sandwich packer	1	60.00	15.00	38.0	4
Seamstress	4	63.43	41.23	24.8	9
Seamstress, drapery	1	50.00	36.00	30.0	1
Seamstress, slipcover	1	50.00	16.00	40.0	4
Secretary	3	75.42	38.33	26.0	4
Security processor	1	92.80	47.00	25.0	2
Sheet metal apprentice	1	80.00	76.10	20.0	7
Shoe repair	1	90.00	47.00	43.0	3
Social worker aide	4	91.73	46.00	19.8	9
Street cleaner	1	80.00	58.00	20.0	4
Teacher's aide	2	76.97	41.50	29.5	3
Teacher's assistant (day care center)	1	90.38	47.00	14.0	3
Telephone operator	1	78.00	36.00	24.0	1
Television production assistant	1	65.00	53.00	20.0	3
Television repairman	2	90.00	58.00	21.5	9
Truckdriver	1	56.00	69.00	8.0	6
Truck mechanic	1	108.00	47.00	8.0	2
Typewriter mechanic	1	70.00	37.00	4.1	1
Upholsterer	1	60.00	53.00	27.0	3
Waitress	1	48.00	37.00	50.0	1
Warehouseman	5	96.99	56.20	28.2	24

TYPE OF TRAINING FOR WOMEN

Senator BYRD. What type of training was acceptable to the women?

Miss THOMPSON. The women go more into the clerical positions, typing, nursing assistants, working in dental offices and doctors' offices, bank tellers, Addressograph operators, cosmetology workers, day care aides, dietary aides, many different jobs in the food service area.

Senator BYRD. Do these tables encompass the jobs for which both men and women were trained?

Miss THOMPSON. Yes, sir.

Senator BYRD. What about training the women for domestic work? Has any of this type of training been given?

Miss THOMPSON. Well, we do not rule it out; no. However, most of the jobs in this area do not pay enough money so that they better their conditions. It is a very low-paid job group.

PAY FOR DOMESTIC WORK

Senator BYRD. What does domestic work usually pay?

Miss THOMPSON. It varies all the way from about $6 a day to, in a few cases, $8 to $10 plus transportation, but work is intermittent. The salary is not that high if a person works on a regular basis. An average salary is very hard to estimate because in some families they get their meals and in others they do not, but it is not known generally as a high-paying group. I think there is another factor involved in this. It is not the kind of work that many of them would like to do. They do not select or choose this type of employment.

Senator BYRD. It is better than nothing, is it not?

Miss THOMPSON. Yes.

Senator BYRD. Do your work placement officers attempt to put some of the women into that type of work?

Miss THOMPSON. If the person wants this type of training or will accept this type of training, and if there is a job that pays a wage high enough to support the family at the end of it, we do not rule it out. We have not found that this is an area of employment that offers a great deal of improvement in their financial condition.

Senator BYRD. In other words, I take it the Department would look with a jaundiced eye upon this type of work for the recipient?

Miss THOMPSON. No, but one of the goals of our WTOC program is, at the end of training, for people to be able to earn a higher salary as a going wage. We do not feel that we have accomplished very much if they have gone through a training period and are not earning more at the end of the training than they were when they started the training.

Senator BYRD. Well, is not a part of your goal to get them jobs?

Miss THOMPSON. Yes, it is.

PREFERENCE FOR EMPLOYMENT OVER UNEMPLOYMENT

Senator BYRD. Whether or not they are trained, if a person possesses skills or capability for performing that type of employment, do you not feel that it would be better to put the person in that employment than to see the person unemployed?

Miss THOMPSON. At the present time, Mr. Chairman, it has been possible to place them in other types of jobs. We have not yet reached the place where this is the only opening available to them.

Senator BYRD. Now, how many have you placed in domestic type work? Domestic workers are very difficult to get, as any housewife will testify.

Miss THOMPSON. That is true.

Senator BYRD. If these people are unemployed and wanting work, it is here, so why do they not accept it? If the Welfare Department wishes to aid people in securing employment, why do its placement officers not make a determined effort to put some of these women in work as domestics?

Miss THOMPSON. Mr. Chairman, there is still too much of the connotation of being a servant, and the people who are requested——

Senator BYRD. Well, it is better to be a servant than to be unemployed, is it not?

Miss THOMPSON. The point that I made a few minutes earlier was that there are still other jobs available. We have been able to place all of our trainees. This means that the trainees have a choice of the type of work they would like to get into and in many cases have been very successful.

AVAILABILITY OF DOMESTIC SERVICE JOBS

Senator BYRD. But, it costs money to train people. Now, if you can place them in jobs without spending the money for training, is this not something gained? Why put them on TAFUP and pay them a stipend every week while they are awaiting training when you could possibly place them in domestic service, where they could be earning some money?

Miss THOMPSON. They can get domestic service jobs, they are available, if they wanted to. They are not interested in being domestics because they feel it is demeaning.

Senator BYRD. The jobs are available. And if jobs are available and it seems to me that this would be an area in which the placement officer could be of help.

Miss THOMPSON. The only thing I could answer there, Mr. Chairman, is our poverty programs and all of our efforts these days are to help the persons who have, who possess few skills, to feel proud of themselves, to offer them a certain amount of dignity, to feel that they have a choice of jobs.

Senator BYRD. All right, if I may interrupt you, it would seem to me to be more conducive to the dignity of a person to be employed—even as a servant—than to be unemployed. It might not be very dignified for me to have to work in a service station, but it is better than being unemployed. It is not very dignified for me to operate a Robotyper in my office, but I have no hesitancy in doing it.

Miss THOMPSON. That is a little bit different.

Senator BYRD. It would seem to me that one of the first steps in giving dignity to a person would be to help that person get a job. If it is domestic service, this is still income, and it is earned. Why do I get this resistance from the welfare department? If you say this is something impossible, or that you are doing all you can, or you think we should do this, then that would be one thing, but you are saying, "Well, this is not in line with the poverty programs of today; this would not be dignified." Virtually, what you are saying is that it is better for these women to be on the dole than it is for them to be employed.

EMPLOYEE SELF-RESPECT

Miss THOMPSON. No, I am not saying that, Mr. Chairman. What I am saying is that we have different philosophies. You are looking at it from the economic standpoint. We are looking at it from the standpoint of helping people improve their lives, to take pride in themselves, to hold their heads up.

Senator BYRD. So am I. I should think that a person could better hold his head up if he is working, if the money that is coming in is the result of his own honest toil and sweat more so than if he is on the dole. Being on the dole does not contribute to one's dignity. It is all right if there is nothing the person can do to help himself, but if there is a job available which pays $8 or $10 a day, this is something else. The person should take the job in preference to a handout.

Miss THOMPSON. Many people do work as domestics, as you know, and they feel this way. Many people have ambitions beyond this and they are not satisfied. They are asking for something better than being a servant, and we are trying to offer them a choice. This is one of the purposes of this type of training, to give them some skill, so they do have a choice, and I think they feel less frustrated if they do have a choice and bit of feeling of being in charge of their destiny rather than this is the only thing left open to me.

Senator BYRD. But, it is not the only thing. There is an opportunity for employment here. If the dole were the only thing left, this would be something else.

Mis THOMPSON. Well, a man does not live by bread alone, there are other things that are just as important.

Senator BYRD. Yes, and the Apostle Paul said that if any would not work, neither should he eat.

Mis THOMPSON. Yes. I know we can go on and quote——

Senator BYRD. Whatever one's business is—let it be the work of a domestic—if he is diligent in it he will climb, he will go higher, he will not stay in that same rut.

U.S. EMPLOYMENT SERVICE

To what extent do you work with the U.S. Employment Service?

Miss THOMPSON. Every trainee or every person who applies to WTOC must register with the U.S. Employment Service. We work very closely with them.

Senator BYRD. Does the U.S. Employment Service offer domestic employment opportunities?

Miss THOMPSON. Yes, I am sure they do.

CHARACTERISTICS OF HARD-CORE UNEMPLOYED

Senator BYRD. What elements make up the hard-core unemployed?

Miss THOMPSON. A person who has minimum job skills, and even those job skills not the skills that are needed in the labor market. The lack of job skills which means that the jobs that they can get pay a very low wage, and have little security. Individuals who have a very spotty work record, persons who are poorly organized, lack some self-discipline, who are not highly motivated to work, who shed responsibility rather than assume responsibility. This is certainly not true of

all cases. These are some of the characteristics that make up the hard-core unemployed.

Senator BYRD. Are alcoholics included?

Miss THOMPSON. Some alcoholics, yes.

TOTAL HARD-CORE UNEMPLOYED IN DISTRICT

Senator BYRD. What percent of the total labor force in the District is considered to be hard-core unemployed?

Miss THOMPSON. I have some information on the unemployed considered to be hard-core unemployed in Washington. This is broken down by census tracts, by sex and by age.

Senator BYRD. Well, we will be glad to have this, but how many hard-core unemployed do you have in the District?

Miss THOMPSON. I do not have that by numbers, I just have some percentages. Do you happen to have that, Mr. Russo?

Mr. RUSSO. No, Mr. Chairman, I have never seen any breakdown into a group that meets the characteristics of the hard-core unemployed.

Senator BYRD. If you will look in some of our past hearings you will find these figures. Do you not have them as of today?

Miss THOMPSON. I have the total unemployed, but not the hard core. I don't know how you separate it out.

Senator BYRD. Not the hard core?

Miss THOMPSON. No.

Senator BYRD. See if you can get that for the record.

(The information follows:)

HARD-CORE UNEMPLOYED

The following information was obtained by phone from USES based upon a recent report:

Total hard-core unemployed	11,000 to 14,000.
Of the above:	
Considered totally unemployed (not between jobs)	10,000 to 12,000.
Handicapped persons	1,000 to 2,000.

MINIMUM WAGE LAW

Senator BYRD. What is the minimum wage in the District.

Miss THOMPSON. $1.40 an hour.

PAY OF TRAINEES

Senator BYRD. Trainees are paid weekly, are they not, while they are not employed?

Miss THOMPSON. Yes, they are.

Senator BYRD. What is this amount based on?

Miss THOMPSON. It is based on the AFDC grant.

Senator BYRD. So it is the same as AFDC?

Miss THOMPSON. Comparable to AFDC, yes.

Senator BYRD. But, they do not receive the 13-percent increase?

Miss THOMPSON. Yes, they do at the present time.

Senator BYRD. WTOC does?

Miss THOMPSON. Yes.

Senator BYRD. Now, when does the weekly pay start?

Miss THOMPSON. Monday to Saturday.

Mr. Russo. Yes, but the trainees receive—each trainee receives his check, Mr. Chairman, weekly—a specific day in the week depending upon the class he is in.

Senator Byrd. So, it starts in the week he begins his training?

Mr. Russo. Yes, sir.

Senator Byrd. And when does it end?

END OF TRAINING PAY

Mr. Russo. The training stipend checks end 4.2 weeks or a month after the trainee has completed his training and has been placed in a training-related job. This month period following completion of training and job placement is an adjustment period comparable to an adjustment period that we have in our public assistance, regular public assistance program.

Senator Byrd. What is the adjustment period in the regular public assistance program?

Mr. Russo. The public assistance check does continue a month after the recipient becomes employable, or in a situation where the father returns to the home, there is an adjustment period of a month's time.

Senator Byrd. Now, is the training stipend check paid to the recipient 1 month after he secures employment?

Mr. Russo. Yes, sir, on a weekly basis.

Senator Byrd. Well, he is paid per week?

Mr. Russo. Yes, sir. He comes in each week. This relates to, Mr. Chairman, what we call our follow-up effort, at least for that 1-month period following a job placement.

Senator Byrd. In other words, he gets four weekly checks in that period?

Mr. Russo. Yes, sir. He comes in each week, is interviewed by his work experience counselor, by a social worker, by his job placement officer, in order to give him as much continuing support as we can, to stabilize his job placement.

DAY CARE FOR CHILDREN

Senator Byrd. Do the trainees receive any extra benefits such as day care for children?

Miss Thompson. Yes, they do.

Senator Byrd. For what period do they receive such benefits?

Miss Thompson. Mr. Russo?

Mr. Russo. Yes, Miss Thompson. A female head of a household who is accepted into the program has to have an adequate day-care program or she is not considered to be employable. So therefore——

Senator Byrd. If she does not have an adequate day-care plan she can receive benefits from the AFDC program, can she not?

Mr. Russo. Yes, sir; yes, sir.

Senator Byrd. All right, excuse me.

Mr. Russo. Our policy, Mr. Chairman, is that if there is a break in the day-care plan, a breakdown in the day-care plan after the trainee commences training under the WTOC, then we will for a number of reasons. One of them is in order to protect the investment we are making in their training, in the trainee, who experiences a breakdown in her day-care plan. Our policy says that we will continue—we will provide day care for her children. We continue to provide day care for her children until she completes her training,

and pay for the full cost out of program funds. When she completes training we continue to pay the full cost of the day care for a period of 3 months following her completion of training and job placement.

Senator BYRD. How many have received day-care benefits? Secondly, how many have received day-care benefits for 3 months following their completion of training and placement in a job? How much were the costs?

Miss THOMPSON. It is a cumulative figure through April. In individual day-care homes it was 27 children and the cumulative amount of money was $15,034.16. Then we have the group homes, 108 children in group day-care homes, and the total cost was $56,396.50. This is through April 30.

Senator BYRD. How many WTOC enrollees have received such benefits?

Miss THOMPSON. We do not have it by the number of trainees, just the number of children served.

Senator BYRD. All right, if we may have the number of trainees, can you supply that?

(The information follows:)

DAY-CARE SERVICES

From July 1, 1966, to April 30, 1967, there were 100 enrollees receiving day-care services.

During fiscal year 1967 there were 19 trainees whose 32 children received day-care services for 3 months beyond the date of employment, at a cost of $6,338.

Miss THOMPSON. Yes.

NUMBER COMPLETING PROGRAM

Senator BYRD. How many trainees have completed the program since the beginning?

Miss THOMPSON. Through May 1967, 608 have completed training and are working.

Senator BYRD. I just asked how many have completed the program?

Miss THOMPSON. 608.

Senator BYRD. 608 have completed the program?

Miss THOMPSON. 993 completed training.

Senator BYRD. 993 have completed training?

Miss THOMPSON. That is right.

Senator BYRD. Now, how many who completed training have been placed in jobs?

Miss THOMPSON. Mr. Chairman, we need to correct that. We have a misunderstanding here.

Senator BYRD. All right.

Miss THOMPSON. Through May 608 have completed training; 608 are employed.

Senator BYRD. 608 have completed the training now through May 1967?

Miss THOMPSON. That is correct.

Senator BYRD. And 608 are employed?

Miss THOMPSON. That is correct.

Senator BYRD. How many have been enrolled during this period?

Miss THOMPSON. 1,828.

Senator BYRD. How many are still in training out of the 1,828?
Miss THOMPSON. 835.
Senator BYRD. How many have dropped out?
Miss THOMPSON. 385.
Senator BYRD. How many were expelled?
Miss THOMPSON. I do not have up-to-date statistics on this, I mean, for the totals. This required a different type of study. I can give you the total through December with a breakdown, but I cannot give it to you for the figures I just gave you.
Senator BYRD. All right, let us have that.
Miss THOMPSON. Through December 1966, 765 cases had been closed; of these 374 had completed training and were employed, 391 training was not completed, and I can give you the breakdown of reasons for those.
Senator BYRD. All right.

REASONS FOR FAILURE TO COMPLETE TRAINING

Miss THOMPSON. Voluntarily withdrawal, 60; training interrupted, special care needed for the children, 4; failed to comply with regulations, 1; found infeasible for training after selection, 30; death, 2; loss of contact, 31; refusal of assignment, 5; incarcerated, 5; medically infeasible for training, 43; excessive absences, 167; no longer head of household, 12; no longer meets residence requirements, 2; increased earnings from part-time employment, 7; referred to vocational rehabilitation, 1; enrolled in manpower development training program, 1; maternity leave, 15; enrolled in other PAD assistance programs, 2; and other reasons, 3.
Senator BYRD. Of these who voluntarily withdrew, how long were they in training before they voluntarily withdrew?
Mr. RUSSO. I do not have that information.
Senator BYRD. There were 60 who voluntarily withdrew?
Miss THOMPSON. Yes.
Senator BYRD. You do not have any record?
Miss THOMPSON. No, I do not have the backup material.
Senator BYRD. Which would indicate how long they were in training before the voluntary withdrawal?
Miss THOMPSON. We would have to develop this on a case-by-case basis. We can do it.
Senator BYRD. Would this not be of interest and importance?
Miss THOMPSON. Yes; it is just a matter of allocation of limited staff, but if you would like to have it, Mr. Chairman, we will develop it for you.
Senator BYRD. Now, I do not know whether you have ever read my past hearings or not, Miss Thompson, but we do go into these facts as deeply as we can go into them. We ask for such statistics as I am requesting now, and it is not a matter of allocating staff following the moment in which I request these figures and facts. It seems to me that there ought to be adequate preparation made before the hearings. You certainly have had plenty of time to prepare for these hearings.
Now, you have 43 who were medically infeasible. Why was not this discovered before the persons were enrolled for training?
Miss THOMPSON. The majority of these were emotionally unstable or alcoholic, which meant that even with training and counseling they could not stabilize themselves on the job.

DROPPED BECAUSE OF ABSENCES

Senator BYRD. You say 167 were dropped because of excessive absences. Tell us about this.

Miss THOMPSON. This is one of the severest problems with the type of hard-core unemployed individuals we are working with. They find it very difficult to organize their personal life in such a way that it does not influence their training or their performance on the job. They are not able to plan ahead of time for care of their children with some alternate provisions in case their day-care programs break down for the day. This leads to a high number of absences. Another thing, many of them, in keeping clinical appointments for medical care or having their teeth repaired, must go to clinics. Frequently it takes longer than they anticipated, so again there are absences. Part of the training is to help them anticipate ahead of time some of these emergencies that can arise in their home situation, to make provision for some back-up plan so that it does not interrupt their training or reflect in their performance on the job. This is very difficult.

HIGH PERCENTAGE OF DROPOUTS

Senator BYRD. How do you explain the fact that 21 percent of the enrollees dropped out? Is that not a high dropout rate?

Miss THOMPSON. This gets back to something I said before. If a job is available some of them will take a job and drop out. Some of them find that they are not able to provide a continuing day care plan for their children or their children are sick, so that they voluntarily withdraw. Some of them find transportation to their place of training, when they get into the skills portion of it, difficult, even through they are counseled and helped to work out a transportation plan ahead of time.

AVERAGE COST FOR TRAINEES

Senator BYRD. What was the average cost per person for those trainees who completed the program?

Miss THOMPSON. Mr. Russo, do you have that material?

Mr. RUSSO. I would have to say directly, Mr. Chairman, that I do not have the answer to that question, the average cost of trainees who have completed the training program. I do have an average cost of each, for each trainee who participated in the program since the program started.

Senator BYRD. All right, what is the average cost?

Mr. RUSSO. $3,102.

Senator BYRD. $3,102.

Mr. RUSSO. Yes, sir.

Senator BYRD. This is the average cost per trainee who has participated in training from the beginning up until what date?

Mr. RUSSO. Up until last Friday.

COST PER TRAINEE TO COMPLETE PROGRAM

Senator BYRD. Now, what was the average cost per person for those trainees who completed the program and were placed in jobs?

Mr. RUSSO. As I say, sir, I do not have that. We would have to submit that.

Senator BYRD. You do not have anything?

Mr. Russo. No, sir.

Senator Byrd. Have you computed the figure?

Mr. Russo. No, sir. I would not be able. We would have to submit that to you as quickly as we can.

Senator Byrd. Has it been computed in the past?

Mr. Russo. Not to my knowledge.

Senator Byrd. How can you say in your justification sheet that the WTOC program has proved to be eminently successful? You do not know the average cost per trainee who has completed the program and been placed in a job; 21 percent of the enrollees have dropped out, 167 because of excessive absences. Of those trainees who were placed in jobs, how many are still employed?

NUMBER PLACED IN JOBS

Miss Thompson. We do not have the staff to follow each one of these, but we did do a 6-month followup of 123 persons, which was a sample, and we found that 69 percent were still working with the original employer. The balance may have been working someplace else, we were not able to complete the study. We do have some volunteers who are making a study for us at the present time.

Senator Byrd. This is 69 percent of how many?

Miss Thompson. Of 608.

Senator Byrd. I thought you said 100 and some a moment ago?

Miss Thompson. No; we made a 6-month followup study of 123, which was just a sample.

Senator Byrd. And 69 percent were still working?

Miss Thompson. That is correct.

Senator Byrd. What did you mean when you said earlier that 608 had completed training and 608 were still employed?

Miss Thompson. 608 were placed in jobs. Of the sample of 123 persons we find 85, which represents 69.1 percent, working with the original employer, and this is as far as we have gone in our followup study. There is another one being made at the present time, but we do not have the figures from that.

Senator Byrd. Your statement that 608 have completed training and 608 were still employed is not factually correct then?

Miss Thompson. Were placed in employment.

Senator Byrd. 608 were placed in employment at the completion of training.

Miss Thompson. Yes.

Senator Byrd. And how many are still employed of the 608?

Miss Thompson. That is the figure we do not have. We have checked a sample of 123.

SHOWING OF SAMPLE CHECK

Senator Byrd. How do you say that the program has proved to be eminently successful when you do not know how many of these people are still employed?

Miss Thompson. The sample showed that 7 out of 10 persons that we placed in employment were still working. It means that out of the total 608, 69.1 percent would have jobs, but we feel that as a result of their training and the increased income that they are making, the possibility of their remaining in jobs and being taxpayers, is much greater. In the sample, as I say, 7 out of 10 were found to be working.

Senator BYRD. What kind of a sample was this? How was your sample selected?

Mr. RUSSO. There was a personal contact made, Mr. Chairman, with each of the original employers, with the employer who hired the trainee on the first job placement, and on the basis of data obtained from the original employer we were able to conclude, as Miss Thompson said, that approximately 7 out of 10 were with the original employer.

METHOD OF SELECTING SAMPLE

Senator BYRD. But, how were the 123 selected for the sample?

Mr. RUSSO. Pardon me, they were selected on a random basis. I should have mentioned that, Mr. Chairman. I might add, if I may, Mr. Chairman, that 7 out of 10, approximately 7 out of 10, 69 percent, were with the original employer. We also found that of the 3 out of 10, on some we had no contact, we could maintain no contact, they were not with the original employer. The employer, the original employer, could not give us any information as to where all of the trainees could be found in the 3-out-of-10 group. Others we found that, although they were not with the original employer, the original employer knew that the trainee had left to take a higher paying job in the same field with a different employer; so we are saying that approximately 7 out of 10 of our trainees who were placed in jobs were with their original employers on the basis of this random sample that we took.

TRAINEES RETURNED TO RELIEF ROLLS

Senator BYRD. How many are on the relief rolls? I suppose they were not taken off the relief rolls to begin with. How many are on the relief rolls?

Miss THOMPSON. Of course, they are not on the relief rolls when they enter the WTOC program, but two of them returned to the relief rolls.

Senator BYRD. Two out of how many?

Miss THOMPSON. 765. That is the December figure.

Senator BYRD. They were not on the relief rolls to begin with, but two of these persons are now on relief; is that right?

Miss THOMPSON. Mr. Russo, do you know how many of them might have been on the PA rolls before applying for WTOC? I know at the time they are accepted they can no longer receive public assistance, but how many might have been or were on relief rolls before?

Mr. RUSSO. I can indicate this in answer to the chairman's question. I do not have any statistics, Miss Thompson, which indicate how many of the total number of WTOC trainees who were dropped from the program are now receiving public assistance. I do not have that information.

Miss THOMPSON. We have the number of two after training that went back on public assistance. What we are trying to get at is how many were on public assistance before taking the training or before applying.

Senator BYRD. No; I thought you said if they were eligible——

Miss THOMPSON. They cannot be at the same time, but they can apply.

Mr. RUSSO. We have had, Mr. Chairman, if I may, we have had approximately 200 AFDC mothers who became employable because they had a day-care plan, who were accepted in WTOC, approximately 200.

Senator BYRD. How many of these at some time or other went back on the public assistance rolls?

Mr. RUSSO. We would have to submit that.

Miss THOMPSON. Only two.

Senator BYRD. Two now, but how many at some time or other went back on relief rolls?

Miss THOMPSON. No; this figure is accumulative for the whole program through December—from October 1965 to December 1966—there were two.

NUMBER RECEIVING UNEMPLOYMENT COMPENSATION

Senator BYRD. How many are on unemployment compensation?

Miss THOMPSON. They would not be receiving unemployment compensation, would they?

Mr. RUSSO. They would be eligible for unemployment compensation if after placement in a job following the completion of training they again became unemployed. I do not have that particular figure.

Senator BYRD. Do you have this figure?

Mr. RUSSO. No, sir.

Senator BYRD. Can you give it to us?

Mr. RUSSO. Yes; we would have to check with UCB.

Senator BYRD. All right.

Miss THOMPSON. Mr. Chairman, that means checking out 600 and some cases. Do you want us to do that?

Senator BYRD. Well, if you can, but if you cannot, of course, you cannot.

(The information follows:)

REQUESTS FOR INFORMATION

The following letters requesting information were sent out on July 22, 1967:

GOVERNMENT OF THE DISTRICT OF COLUMBIA,
DEPARTMENT OF PUBLIC WELFARE,
Washington, D.C., July 21, 1967.

Mr. WILLIAM L. HEARTWELL,
Commissioner,
Virginia Employment Commission,
Richmond, Va.

DEAR MR. HEARTWELL: Our Work and Training Opportunity Center conducts a job training and placement program for the hard-core unemployed heads of households and assists them in the location of full-time jobs. The success of the employment phase depends to a very large extent upon our job follow-up program which is designed to provide the timely "feed-back" of employment data for research purposes and for continued evaluation and improvement.

With this objective in mind, we are compiling a list of names and social security numbers of our former trainees who have been placed in employment situations. Hopefully, with your concurrence, we propose to furnish you with the listing in the next few days, with the request that a records check be accomplished in order to determine whether there are any individuals listed who are claimants or recipients of unemployment compensation under the provisions of your unemployment compensation programs. Because of Congressional interest in this matter an early reply is requested.

We will greatly appreciate your concurrence and assistance in this important phase of our job training and placement program.

Sincerely yours,

Miss WINIFRED G. THOMPSON,
Director.

GOVERNMENT OF THE DISTRICT OF COLUMBIA,
DEPARTMENT OF PUBLIC WELFARE,
Washington, D.C., July 21, 1967.

Mr. OSBORNE P. BEALL,
Executive Director,
Department of Employment Security,
Baltimore, Md.

DEAR MR. BEALL: Our Work and Training Opportunity Center conducts a job training and placement program for the hard-core unemployed heads of households and assists them in the location of full-time jobs. The success of the employment phase depends to a very large extent upon our job follow-up program, which is designed to provide the timely "feed-back" of employment data for research purposes and for continued evaluation and improvement.

With this objective in mind, we are compiling a list of names and social security numbers of our former trainees who have been placed in employment situations. Hopefully, with your concurrence, we propose to furnish you with the listing in the next few days, with the request that a records check be accomplished in order to determine whether there are any individuals listed who are claimants or recipients of unemployment compensation under the provisions of your unemployment compensation programs. Because of Congressional interest in this matter an early reply is requested.

We will greatly appreciate your concurrence and assistance in this important phase of our job training and placement program.

Sincerely yours,

MISS WINIFRED G. THOMPSON,
Director.

GOVERNMENT OF THE DISTRICT OF COLUMBIA
DEPARTMENT OF PUBLIC WELFARE
Washington, D.C., July 21, 1967.

Mr. LOUIS MACKALL,
Director, District Unemployment Compensation Board,
U.S. Employment Service, Washington, D.C.

DEAR MR. MACKALL: We are deeply grateful to you for the assistance which you have so generously made available to us in support of our job follow-up program objectives.

Our Work and Training Opportunity Center conducts a job training and placement program for the hard-core unemployed heads of households and assists them in the location of fulltime jobs. The success of the employment phase depends to a very large extent upon our job follow-up program, which is designed to provide the timely "feed-back" of employment data for research purposes and for continued evaluation and improvement.

With this objective in mind, we are compiling a list of names and social security numbers of our former trainees who have been placed in employment situations. We plan to furnish you with the listing in the next few days, with the request that a record check be accomplished in order to determine whether there are any individuals listed who are claimants or recipient of unemployment compensation.

Again we wish to thank you for your interest and assistance in this important phase of our job training and placement program.

Sincerely yours,

MISS WINIFRED G. THOMPSON, *Director.*

LOSS OF CONTACT WITH TRAINEE

How do you explain the loss of contact of 31?

Miss THOMPSON. They have moved and we could not locate them.

Senator BYRD. So there was a total of 385 dropouts, for one reason or another?

Miss THOMPSON. Yes, that is correct.

Senator BYRD. And that is up to what date?

Miss THOMPSON. This is through May 1967.

EXPENDITURES FOR DROPOUTS

Senator BYRD. How much was spent on individuals who failed to complete the program? In other words, on the 385?

Miss THOMPSON. We do not have that figure, Mr. Chairman. What we would have to do would be to determine for the 385 how long they were in training and then the daily cost.

Senator BYRD. All right, we are going to want this figure.

Now, I say this most respectfully, Miss Thompson, you have come to justify your budget request in connection with WTOC. Some of these basic facts you lack. In other words, here the Department is asking to start the District of Columbia on a new program, partially locally funded this year and wholly locally funded next, and you do not have the basic information that will allow this subcommittee to make a judgment, and we are not through yet. I do not know what other information you may lack, but I think these are important figures. It is important to know, what the cost has been for the 385 dropouts.

(The information follows:)

COST OF DROPOUTS

The 385 dropouts as of May 31, 1967, were in training 10,728 weeks. The following is the cost involved based upon our overall weekly average:

Stipends	$544,124.16
Other costs	509,150.88
Total	1,053,275.04

COST OF TRAINEES PLACED IN JOBS

The following is the cost based upon our overall weekly average per trainee for the weeks in training of the 608 persons that were placed in jobs:

Stipends	$1,178,002
Other training	1,102,287
Total	2,280,289

TIME LIMITATION OF PARTICIPATION IN PROGRAM

Is there a limitation on the length of time a person can stay on this program?

Miss THOMPSON. No; there is not.

Mr. RUSSO. May I?

Senator BYRD. Yes, sir, Mr. Russo.

Miss THOMPSON. Excuse me.

Mr. RUSSO. Under the provisions of the 1966 amendments to the Economic Opportunity Act there is a 3-year limitation.

Senator BYRD. Three-year limitation?

Mr. RUSSO. Yes, sir.

Senator BYRD. How many persons are still in this program who have been in it since its inception in 1965?

Miss THOMPSON. As of March 1967, 17 are still in the program who were in the first class in October 1965.

Mr. RUSSO. That is as of March. As of today the figure is six.

Miss THOMPSON. Six.

Senator BYRD. Why are they still in the program?

Miss THOMPSON. Mr. Russo, could you answer that, please?

Mr. Russo. Primarily, Mr. Chairman, because these trainees, several of them, continue in training programs which run through an extended period of time.

Senator Byrd. Such as?

Mr. Russo. Such as—I do have the information here, Mr. Chairman, on each of these trainees. One of them is a key punch operator, Mr. Chairman. She began training as a clerk-typist and then moved from clerk-typist into key punch operator.

Senator Byrd. How long was she in training as a clerk-typist?

Mr. Russo. I do not have that information, Mr. Chairman, but we can submit it.

Senator Byrd. Would this not be of interest? How long is a clerk-typist normally in training in this program?

CLERK-TYPIST TRAINING

Mr. Russo. It varies, Mr. Chairman. Most of our clerk-typist training is given in three of the vocational high schools in the District of Columbia. It varies, the length of training varies anywhere from 2 months to 6 months or 9 months, after the actual training is completed, depending upon what are the employment goals for the clerk-typist. For example, if her employment goal is employment in the Federal Government, the trainee needs, if she does not have a high school equivalency certificate or if she is not a high school graduate, under the Civil Service Commission regulations, the trainee needs at least 6 months experience. So, following completion of actual training as a clerk-typist, which I say may run from 2 months to as long as 9 months, there may also be an additional period of 6 months work experience training, that is, where the trainee moves out of the classroom and on an on-the-job training situation.

Senator Byrd. But, that is not the case in the WTOC program, is it?

Mr. Russo. Yes, it is, sir.

Senator Byrd. When you have moved from the classroom to the job training program, are they still with WTOC?

Mr. Russo. Yes.

Senator Byrd. How long was this person in training for the position of clerk-typist?

Mr. Russo. I would have to—I do not have that information, Mr. Chairman. I would be more than happy to submit a statement on each of these remaining trainees in the first class, indicating the specific type of training that they have been receiving.

PUNCH-TYPE OPERATOR TRAINING

Senator Byrd. How long is the training period for a punch-type operator?

Mr. Russo. Again it varies. They usually move into key punch operator training after they have completed training as a clerk-typist, unless they have had skills as a clerk-typist and then in those cases they move directly into key punch.

Senator Byrd. Are they being paid while they are in on-the-job training by the employer?

Mr. Russo. No, sir.

Senator Byrd. They are being wholly paid by WTOC?

Mr. Russo. Yes, sir. We try to upgrade the skills of our trainees in the clerical field, especially the trainees that do have some skills as

clerk-typists, by raising their training goal as high as we can possibly do in order to place them in a skilled field that will afford them the highest possible salary.

Senator BYRD. All right. What is the average length of time for a punch-type operator?

Miss THOMPSON. I can give you that. The average is 28.8 weeks.

Senator BYRD. In other words, something like 7 months.

Miss THOMPSON. That is correct.

Senator BYRD. What is the average for a clerk-typist?

Miss THOMPSON. 38.2 weeks.

Senator BYRD. And you say this lady has been on the roll since October 1965?

Mr. RUSSO. Actually since October 4, 1965.

Senator BYRD. This is something like 20 months?

Mr. RUSSO. Better than 20 months, 22 months.

Senator BYRD. And, if the average is 9 months for a clerk-typist and 7 months for a punch-type operator, that would be a total of 16 months. This person could have completed her training in both skills in 16 months, if she is up to the average, and yet she is still on the WTOC rolls. You might give us this information you have, Mr. Russo, for the record, please, on each of the persons who is still in the training.

Mr. RUSSO. From the first class, Mr. Chairman?

Senator BYRD. Pardon me?

Mr. RUSSO. From Class A?

Senator BYRD. Yes. Do you denominate your classes by letters rather than by numbers?

Mr. RUSSO. Yes, sir; alphabet, yes.

Senator BYRD. So it is Class A? So this individual is one of the six who is still in training?

Mr. RUSSO. From the first class; yes, sir.

COST OF LONG-TERM TRAINING GROUP

Senator BYRD. From the first class. How much has been spent on these six trainees who have been in training since the first class?

Miss THOMPSON. We would have to furnish this along with the other material.

(The information follows:)

The following tabulation indicates the amount spent on the six trainees who have been in training since the first class:

	Number of weeks	Cost of stipend [1]	Other costs of training [1]	Total [1]
Trainee A	93	$4,716.96	$4,413.78	$9,130.74
Trainee B	93	4,716.96	4,413.78	9,130.74
Trainee C	93	4,716.96	4,413.78	9,130.74
Trainee D	83	4,209.76	3,939.18	8,148.94
Trainee E	86	4,361.92	4,081.56	8,443.48
Trainee F	93	4,716.96	4,413.78	9,130.74
Total		27,439.52	25,675.86	53,115.38

[1] Based upon the overall average per week per trainee from inception of program through June 30, 1967.

Attached are the case histories on each of these six class A trainees.

EMPLOYABILITY PLAN

Trainee: A.
Age: 39.
Education: 9th grade.
Number of Children: 4.

A. TRAINING SITE HISTORY

(*a*) Six Weeks Remedial Education—WTOC.
(*b*) Military District of Washington (General Clerk) 11/16/65–4/22/66.
(*c*) Kelley Miller Jr. High School (Clerk-Typist) 4/28/66–Present.
This trainee was removed from her original training site so that she might acquire the skills necesary to qualify as a Clerk-Typist. This move was made to enhance her possibilities of employment.

B. BARRIERS TO PROGRESS

(*a*) *Attitude.*—She has displayed at times a hostile attitude which cannot be traced to any given fact or circumstance. She does not seem to communicate her thoughts or emotions clearly through verbal expression. The complexities of her personality appear to inhibit the realization that many people have and are trying to help her.
(*b*) *Circumstances.*—Having begun her Clerk-Typist training late is considered by her teachers to be a definite drawback to Mrs. A's progress.

C. PROGNOSIS

Mrs. A has passed, within the past month, the clerical portion of the Civil Service Examination. Her typing is improving, and her entire outlook has become brighter. Her counselor feels that within a short period of time she will complete the Civil Service requirements for eligibility as a Clerk-Typist.
This case is under constant scrutiny by the Multi-Discipline Team.
Time in Training as of July 14, 1967: 93 weeks.

Trainee: B.
Age: 27.
Education: 9th grade.
Number of Children: 5.

A. TRAINING SITE HISTORY

(*a*) Six weeks Remedial Education—WTOC.
(*b*) Armstrong and Kelly-Miller Schools (Clerk-Typist) 11/15/65–1/3/67.
(*c*) International Academy (Key Punch Operator) 1/3/67–3/9/67.
(*d*) General Services Administration (Key Punch Operator) 3/9/67–Present.
This trainee did not seem to be able to master the skills required of a Clerk-Typist. Wisely, she was counseled to move into the field of Key Punch. She completed an excellent course at the International Academy of Data Processing in Brentwood, Maryland, and was considered to be in possession of the fundamental skills to operate a Key Punch Machine. She was then placed on a Work Experience site to test out her school-acquired skills. The work reports continue to be favorable at this time.

B. BARRIERS TO PROGRESS

Given the change in job goals, she seems to have mastered a field where employment is a realistic goal. The employment barriers are:
(*a*) Employment in the Government requires being listed on a Civil Service Register. No such Register exists for Key Punch Operators, and she has been unable to get on an acceptable Register since various other tests are required.
(*b*) Employment in private firms usually requires one year of work experience, which she is just now approaching.

C. PROGNOSIS

With a little more experience, she should be able to compete for a job in private industry. If she is able to pass the Office Assistant examination given by the Civil Service Commission, Government employment will also be at a time to assure success.

Time in Training as of July 14, 1967: 93 weeks.

N.B.: We are paying for day care for two of Miss B's five children.

Trainee: C.
Group: "A".
Job Goal: Clerk-Typist.

DIAGNOSIS

Trainee C is a 24-year-old mother of two children. She was born in Warrenton, North Carolina on October 20, 1942. She is the oldest of two brothers and eight sisters. Trainee C completed the 9th grade in Louisburg, North Carolina. She came to Washington, D.C. in 1962. Trainee C has two children, a son who was born on February 9, 1967, and a daughter who was born on May 21, 1965.

This trainee is very soft-spoken, and appears to be quite shy. However she is pleasant when she begins talking. Although Trainee C completed the 9th grade, she seems to have difficulty with proper English usage. Her job goal is to be a Clerk-Typist, and her present qualifications, immediate training needs, and other pertinent facts have been discussed with her. She has passed the Clerical phase of her course, but has not yet been able to type more than 32 words per minute. She has had limited office experience. Trainee C lacks confidence and self-assurance, and has difficulty in communicating with others by telephone.

TRAINING PLAN

Trainee C has been enrolled in the Armstrong clerical course since October of 1966. The present course provides opportunity for her to acquire a full range of necessary skills—pre-requisite to qualification in her chosen job goal. Concommitant with this training, Trainee C will be drilled in office behavior and decorum, telephone manners, and person-to-person as well as person-to-group communications. Trainee C's attendance has always been good, but the importance of dependability and punctuality is also stressed in the Armstrong course.

It should be noted that Trainee C's first job goal was to be a Dental Assistant. She began training in that area in November of 1965, and continued training in the field until March of 1966. At that time, the Dentist for whom she had been training said that he found Trainee C to be very cooperative but that she showed a definite lack of spelling and handwriting skills. The Dentist felt that Trainee C's lack of ability in meeting the public and communicating would handicap her in her search for employment as a Dental Assistant.

Trainee C was placed in training as a Swithboard Operator at WTOC, and later at the American Association of University Women. This training lasted from March 30, 1966 to July 22, 1966. Trainee C's supervisor stated that "———— is extremely fast on the PBX; she knows the board and all duties associated with it. She has been a most cooperative trainee and always has a good attitude toward her co-workers. I highly recommend ———— as a Swithboard Operator."

Trainee C was referred to the Job Placement Section, but they were unable to find a job for her, largely because most employers required some typing skills for a position of this kind. During the period of this attempted employment, the Education Section continued to work with Trainee C in order to improve her English usage. During the period of her PBX training and continuing through September of 1966, Trainee C had numerous personal problems. She moved five different times before finally getting quarters in National Capital Housing. Each move brought on an attendant day care problem. However through the efforts of her Social Worker and other staff members, all of her home problems were solved.

PROGNOSIS

The Armstrong instructors working with Trainee C have indicated that her previous educational background and native intelligence are clearly adequate to assure her ability to successfully absorb the clerical and academic training provided in the course. They are less positive about the course effecting changes

in Trainee C's somewhat introverted personality, or the substantial degree of reticence exhibited by her in interaction with groups of people. Since Trainee C had to start from the beginning in Typing, it is not possible to tell the exact time she will finish. She is now typing 32 w.p.m. without any errors. Although she has appeared to have reached a plateau, it is felt she will progress still more. Generally a begining typist will require from 7 to 10 months of training, depending upon her individual potential.

Her attendance has been almost perfect since she has been in clerical training at Armstrong. She has overcome many personal adversities and the disappointment of not being placed in the area in which she had completed training. The decision to continue Trainee C in training was very easily made. We see a very deprived young woman, who is unmarried, trying to rear two children. She is shy, introverted, finds it difficult to deal with people, and has no skills. To drop her from training now would be to relegate her and the children to a continual life of welfare or to a far more unwholesome situation. With a few more months of training, the young lady will probably be able to qualify for a government Clerk-Typist job, which will enable her to become a tax-paying citizen who will be able to adequtaely take care of her children.

CHRONOLOGY (OCT. 4, 1965, TO PRESENT)

	Weeks
Initial education and acculturation	6
Dental assistant (11/15/65–3/4/66)	15
Switchboard operator (3/30/66–7/22/66)	20
Awaiting placement and continuing training with education section (7/25/66–10/14/66)	12
Clerical training (10/17/66 to Present)	40
Total	93

Trainee: D.

DIAGNOSIS

Trainee is a thirty-three year old mother of two children (10 and seven years of age) and has a high school diploma.

Trainee is a soft spoken person and was found to be very nervous when working closely with others, with tendencies of failing to adhere to instructions. Obvious factors above are indications of her not being too familiar with the work-a-day world.

Although the trainee has an educational level the relatively poor manner in which it is used is indicative of this area being lightly regarded as it was pursued.

Trainee appears to be ambitious with a desire to succeed, but needs confidence for this world of competition. Barriers to progress may be lack of confidence, self-reliance day care problems and ability to get along with people.

TRAINING PLAN

Trainee was placed at Armstrong Education Center for clerk-typist training November 1965–October 1966 and after a tremendous struggle finished and received a GS–2 rating. She was placed on a work experience site at Department of Motor Vehicles for two weeks and it was indicated she needed additional typing skills to continue here. Trainee was placed at WTOC, 21 November–6 December 1966 and apparently did a reasonable job.

Trainee was employed at Department of Public Welfare-Public Assistance Division 12 December 1966 to about 15 January 1967 and subsequently resigned the post, factors involved were unable to do the work, attitude and poor cooperation.

Trainee was reinstated 20 February 1967 and placed as a general clerk trainee at Customs Realty Co.—to participate in office routine and procedures, collection and documentation of receipt monies, preparation of bank deposit slips, answering the telephone and receiving sales clients.

PROGNOSIS

Discussions with the supervisor and trainee revealed that her confidence has developed in the ability to accomplish tasks, accept instructions and criticism favorably. There have been no attendance problems.

It had been anticipated that trainee would be found acceptable in four to five months but the report that she needed help in grammar, computations, still has nervous tendencies gives me the strong feeling there's a reluctance to employ at this time.

This trainee will be ready for General Clerk work in another area in approximately six weeks and this area will be pursued for availability.

Trainee needs much more work to perform as a clerk typist as she has what is known as "Key Clash" problems.

Time in Training as of July 14, 1967: 83 weeks.
Trainee: E.
Birthdate: 1/11/41.
Education: High School Graduate.
Number of Children: 2.

CHRONOLOGY

Six Weeks Remedial Education—WTOC.
D.C. Village (Nurse's Aide) 12/2/65–1/27/66.
Terminated from program: 2/7/66.
Reinstated in program: 3/29/66.
Attending Education Classes Pending Job Site: 3/29/66–6/17/66.
D.C. Public Library (Library Assistant) 6/20/66–8/19/66.
U.S. Department of Commerce (Chart Corrector) 8/23/66–6/23/67.
D.C. General Hospital (File Clerk) 6/26/67–7/7/67.
Hotel-Motel Training Course: 7/10/67–Present.

HISTORY

Miss E entered the WTOC program on September 28, 1965. She completed her six weeks of Remedial Education, having been absent three days during that time. Her instructor commented about her that "her job goal (Nurse's Aide) seems realistic, and both performance and attendance record are good . . . She seems to be making fair progress". Following her completion of this phase of training, Miss E was placed at D.C. Village for a training course to qualify her as a Nurse's Aide.

On January 7, Miss E became seriously ill and was subsequently hospitalized. Because of the length of time needed for her to recuperate, we were forced to terminate Miss E from our program on February 7, under a regulation which states that any trainee absent from training for thirty consecutive days must be terminated, whatever the reason.

Following her recovery, Miss E was reinstated in the program on March 29, 1966. She stated at that time that she was no longer interested in training as a Nurse's Aide, and would like to be trained as a Bookbinder. At that time no training was available in that area, and Miss E reported to our educational classes pending our securing a suitable training location. While this search was being made, Miss E was given an opportunity to take an examination at the Library of Congress which would qualify her for training and placement as a Library Assistant. She took this examination on May 23, and failed it.

After a long and strenuous search for suitable training, the Job Counselor finally located another opportunity for training as a Library Assistant, at the D.C. Public Library. Miss E began training on this site on June 20. The following week, Bookbinding training became available. However Miss E elected to remain on her site and continue her training as a Library Assistant. Unfortunately during the two months she was in training, Miss E was absent on eight separate occasions, and the Counselor was informed that her attendance record on the training site had not been sufficiently satisfactory to enlist their consideration for placing her permanently.

Attempting to continue with our efforts to help Miss E find satisfactory employment, she was placed on yet another training site; as a "Chart Corrector" at the Department of Commerce. Miss E began training on this site on August 24, 1966, with the understanding having been given to both her and her Counselor that she would be hired permanently within two or three months if she proved to be a satisfactory trainee. On November 14, Miss E's Counselor contacted Mr. Joseph of the Personnel Office in the Department of Commerce, who stated that although there were no GS–2 positions open on Miss E's training site, that they might be able to acquire a TAPER authority to hire her.

On December 7, Miss E had some conflict with her Acting Supervisor (her actual Supervisor was on leave), and Miss E's Counselor received a call, asking

him to remove her from the training site because of this. When the facts were made known, they agreed to let Miss E remain on the site until her original Supervisor returned. It was also agreed that WTOC would "let the air clear" before returning to work on the TAPER AUTHORITY. The conflict eventually resolved itself.

After Christmas, contact was again made with the Personnel Office, and they agreed to discuss the possibility of a temporary appointment with Miss E's Supervisor. Following this discussion, the Counselor was informed that they "wished to wait a while longer" before seeking the appointment.

Since job possibilities at this point appeared slim (her 56½ absences during her ten months in training did not help the situation), it was arranged for Miss E to take the Cartographic Aide examination at the Army Map Service, with the hope that this Civil Service status, coupled with her experience, might aid us in finding employment for her. Unfortunately Miss E did not pass this examination. At around the same time she *did* take and pass the Office Assistant Examination, and on May 29 she was referred to the Job Placement Section for placement. It was found, however, that her lack of work experience handicapped her in her search for employment as a General Clerk, and it was decided to place her on one more training site in an effort to remedy this. On June 23, Miss E was placed at D.C. General Hospital to acquire work experience as a Clerk.

Most recently, a faster possibility presented itself—a four-week training program as a "Night Clerk in hotels and motels, leading to immediate jobs. Since Miss E had invested so much time with us, and was anxious to get immediate employment of some kind, she agreed to enter this program.

Hopefully, if Miss E completes the Hotel-Motel training program successfully, she will be employed as a Night Clerk within the next month.

Total Time In Training: 86 weeks (as of July 14, 1967)

N.B.: We are paying for day care services for Miss E's two children.

Trainee: F.
Age: 44.
Education: 11th grade.
Number of Children: 7.

A. TRAINING SITE HISTORY

(*a*) Six Weeks Remedial Education—WTOC.
(*b*) Fort Myer, Virginia (Seamstress) 11/22/65–9/6/66.
(*c*) Fashion Tailors (Seamstress) 9/6/66–9/19/66.
(*d*) Armstrong Vocational School (Seamstress) 9/19/66–6/9/67.

The initial training assignment at Fort Myer gave Mrs. L some basic experience in alterations. However in order to prepare her for employment in a commercial shop, she was enrolled at Armstrong Vocational School after placement in one such shop pointed out some of her deficiencies. She completed the full sewing course at Armstrong in June of 1967, and has been referred to the Job Placement Section for employment.

B. BARRIERS TO PROGRESS

This trainee has continually shown signs of progress, slow as they may have been. Her great obesity has inhibited her to some extent. The actual progress reports from all her supervisors have been favorable. Her attitude is very good and she has displayed a great deal of perseverance.

C. PROGNOSIS

Since this lady has been referred to Job Placement, her termination from the program is imminent. The job search is in progress now.

Time in Training as of July 14, 1967: 93 weeks.

PROGRAM COST PER TRAINEE

Senator BYRD. All right. And you are going to supply information as to the cost per trainee who has completed the program and also supply information as to the cost per trainee who has completed the program and who is still employed. Are arrangements made for trainees

who do not have a high school diploma to take a high school equivalency examination?

Miss THOMPSON. Mr. Russo?

Mr. RUSSO. Yes, sir.

HIGH SCHOOL EQUIVALENCY EXAMINATION

Senator BYRD. How many trainees have taken the high school equivalency exam?

Mr. RUSSO. We can submit that, Mr. Chairman. I do not have it ready.

Senator BYRD. Miss Thompson, does anyone have that information?

Miss THOMPSON. No, sir; I do not think so.

Senator BYRD. How many have passed the high school equivalency examination?

Miss THOMPSON. I would have to submit that.

Senator BYRD. You do not have the answer to that?

Miss THOMPSON. No, sir.

Senator BYRD. This would be one of the factors in determining how successful the program has been.

(The information follows:)

Number that have taken high school equivalency examination	94
Number passed	42
Number failed	52

PERSONS TRAINED FOR POSITIONS REQUIRING LICENSES

Senator BYRD. How many persons have been trained for positions requiring a license? Can you answer this question, Mr. Russo?

Mr. RUSSO. I cannot answer that question, Mr. Chairman. We do have all of those figures listed in the data the Director has as far as the job placements are concerned and job placement in such areas as engineers, firemen, certainly are occupations that require licenses.

Senator BYRD. What about barbering?

Mr. RUSSO. Barbering; yes, sir. Cosmetology.

Senator BYRD. How many trainees have taken examinations to obtain a license? Do you have this information?

Miss THOMPSON. No, sir; we do not. We would have to furnish that.

Senator BYRD. Nor would you have information on the question, how many have passed?

Miss THOMPSON. No.

Senator BYRD. Can you supply that?

Miss THOMPSON. Yes, sir.

Senator BYRD. Supply it for the transcript, if you can, please, so we can look at it before we go further.

What further action is taken with regard to trainees who do not pass an examination for a license?

Miss THOMPSON. I would like to supply that, too.

Mr. RUSSO. I believe that answer can be provided.

Miss THOMPSON. All right.

(The information follows:)

TRAINEES IN LICENSED JOBS

Number of trainees that have taken examinations for licenses	69
Number passed 1st time	62
Number passed 2d time	2
Total passed	64
Number failed	5

Note: When a trainee has taken an examination and failed to pass, we extend the training period in an attempt to work on the areas of weakness and prepare him or her for the next scheduled examination. If it is determined that the trainee cannot pass the examination, even after taking it a second time, we try to help the trainee get employed at his or her highest possible skill level.

Senator BYRD. Yes, Mr. Russo.

Mr. RUSSO. If the trainee fails the examination for the license we continue to give him the work experience phase of the program, Mr. Chairman, and try to give him as much additional experience, as much additional support, in order to prepare him to take the examination a second time.

Senator BYRD. Also supply for the record the cost, the amount of money that was paid to the 167 who had dropped out because of absenteeism.

(The information follows:)

DROPOUTS DUE TO ABSENCE

The 167 that were dropped because of excessive absences during the period October 1965 through December 1966 were in training a total of 3,697 weeks. The following is the cost involved based upon our overall average weekly trainee costs:

Stipends	$187,511.84
Other training costs	175,459.62
Total	362,971.46

DEFINITION OF EXCESSIVE ABSENTEEISM

And, your statement that 167 dropped out because of excessive absenteeism, what do you mean by excessive absenteeism? Where do you draw the line?

Miss THOMPSON. Mr. Russo?

Mr. RUSSO. The policy, Mr. Chairman, is any—a total of 10 absences during an 8-week period subjects the trainee to termination from the program. This does not mean that all trainees who are absent, regardless of whether the reason for the absence is what we call excused or unexcused, it does not mean that all of them that were absent 10 or more times are dropped out of the program, but this is the figure that we use. We have to analyze each individual situation.

Senator BYRD. All right, for the 167 who were dropped, how many days absent were they?

Mr. RUSSO. We can submit this.

Senator BYRD. Can you give us this now?

Mr. RUSSO. I could not now, Mr. Chairman.

Senator BYRD. All right, supply the total number of days absent for the 167. Also provide the number of days absent for the 31 for whom contact was lost prior to the last payment received by the recipient. Also indicate the number of days absent in the category of those who voluntarily withdrew, and there were 60 of these.

Miss THOMPSON. The days absent? Excuse me.

Senator BYRD. The number of days absent. In other words, there were 60 who withdrew. Indicate how long the 60 were on the rolls before they withdrew.

In other words, how many were on 1 week, how many were on 3 weeks, and so on. Do the same for those for whom contact was lost, and do the same for the 167 who were dropped because of excessive absence, and do the same for the 385. In other words, how many were on 1 week, how many were on 2 weeks, how many were on 3 weeks, before they were dropped, and indicate the number of absences for the total dropouts, of which there were 385. Also indicate for those who are still in training how many have been absent more than the 10 days allowed.

(The information follows:)

The following tabulation shows the number of days absent for certain categories shown on our "Reasons for Closing Cases for October 1965–December 1966":

	Number of trainees	Total possible attendance days	Total days absent	Percent of days absent
Dropped for excessive absences	167	18,485	5,777	31.3
Loss of contact	31	2,725	824	30.2
Voluntarily withdrew	60	6,000	1,309	21.8
Total dropouts as of May 31, 1967	385	53,640	13,288	24.8

Of the trainees still in training, 28 were absent 10 or more days during the six week period from June 1 through July 14, 1967.

Number of weeks in training for various categories

Weeks in training	October 1965 through December 1966 [1]			Total dropouts, [2] May 31, 1967	Weeks in training	October 1965 through December 1966 [1]			Total dropouts, [2] May 31, 1967
	Loss of contact	Excessive absences	Voluntary withdrawal			Loss of contact	Excessive absences	Voluntary withdrawal	
1		3	1		37		1	2	7
2		1		3	38		1	1	3
3	2	1	3	2	39		3		5
4	2	5		6	40		1		4
5	2			2	41				4
6	1	1	1	4	42		2		5
7	1	1	4	4	43		1	1	3
8	1	2	1	5	44			1	7
9	1	9	1	7	45		3		5
10		3	3	7	46				3
11	1		3	3	47				3
12		3	2	7	48		1	1	5
13	1	6	2	14	49	1		1	6
14		4	4	10	50		2		4
15		4	2	9	51		1	1	
16		5	1	7	52				2
17	5	11	5	17	53	1	1		4
18	2	18	1	13	54				1
19	2	4	2	12	55				2
20	1	5	1	10	56				1
21			2	6	57				1
22		8	2	8	58				1
23	1	6	2	15	59				3
24		3		5	60				3
25	1	3	1	12	61				1
26	1	4	1	12	63				2
27	2	7		10	64				1
28	1	7		10	65				2
29		4	1	7	66				1
30	1	3	1	13	68				1
31		4		13	70				1
32		3	1	9	73				1
33		3		6	77				1
34		4		9	89				1
35		5	2	10					
36			2	4	Total	31	167	60	385

[1] The period October 1965 through December 1966 includes reinstatements.
[2] The total dropouts as of May 31, 1967, is net of reinstatements.

EMPLOYMENT OF YOUTHS IN STREET WORK

Senator BYRD. That is all for Welfare, but this is on the record.

During the hearings with representatives of the Sanitary Engineering Department of the District government, I made inquiry of General Mathe, the Engineer Commissioner, as to the possibility of employing additional youths to help clean the streets and alleys in the residential areas during the summer months. The Acting Engineer Commissioner has advised that a beneficial program could be developed to employ 494 additional young people in the 16- to 21-year-age bracket.

I feel this is a very worthy program and have given approval to use up to $82,000 of the 1968 District of Columbia funds made available under the House bill to the Department of Sanitary Engineering.

This sum, together with the NYC fund, indicated available to UPO will be sufficient to finance the program, I am advised.

I will place in the record at this point the letter addressed to me on June 29 by Tom H. Reynolds, colonel, Corps of Engineers, Acting Commissioner.

(The letter and news article follow:)

GOVERNMENT OF THE DISTRICT OF COLUMBIA,
EXECUTIVE OFFICE,
Washington, D.C., June 29, 1967.

HON. ROBERT C. BYRD,
Chairman, Subcommittee on Appropriations for the District of Columbia, U.S. Senate, Washington, D.C.

DEAR SENATOR BYRD: During the recent budget hearings before your subcommittee on the FY 1968 estimates of the Department of Sanitary Engineering, you asked the Engineer Commissioner for a report concerning the additional number of young people who could be gainfully employed in cleaning the streets and alleys in residential areas.

At a subsequent special meeting with District officials to discuss the funding of the special summer programs, you requested a survey to determine if any additional jobs could be located.

As indicated in the following table, beneficial programs can be developed which will employ 494 additional young people for a nine-week period during the summer months.

Department	NYC funds through UPO	District of Columbia Funds	Total
Buildings and Grounds: 20 custodial aides for cleaning and maintenance work in nonpublic areas of District buildings, at $1.40 per hour	$12,320	----------	$12,320
Highways and Traffic: 40 employees for cutting and trimming grass and shrubbery in tree spaces along the streets, at $1.40 per hour	24,640	----------	24,640
Sanitary Engineering:			
A. Sanitation Division:			
400 employees to clean alleys and streets more frequently and to expand the cleanup drives; to step up the trash receptacle and refurbishing program; and to assist in an extensive painting program, window cleaning, and grounds maintenance in the incineration branch, at $1.40 per hour	161,280	----------	161,280
Rental of 50 trucks, at $5.06 per hour	----------	$72,000	72,000
Supplies and materials	----------	7,500	7,500
Staff support: Supervisory, 600 hours, at $4.60 per hour (overtime)	----------	2,760	2,760
B. Water Operations Division: 12 employees for general labor, at $1.40 per hour	4,838	----------	4,838
C. Water Pollution Control Division: 4 employees for groundskeeping and general maintenance	1,613	----------	1,613
D. Sewer Operations Division:			
18 employees for general labor, at $1.40 per hour	7,258	----------	7,258
Staff support: Supervisory, for water operations, water pollution, and sewer operations, 51 hours, at $1.40 per hour (overtime)	----------	235	235
Total	211,949	82,495	294,444

Officials of the United Planning Organization have indicated the availability of funds to pay these 494 youths in the 16 to 21 year age bracket for a nine-week period during the summer months. Use of these funds requires that these young people be from low income families. The United States Employment Service indicates that to fill this increased quota it may be necessary to request the Department of Labor to raise the income criteria level from the current $3,130 per annum for a family of four to $4,000 per annum. No problem is anticipated in securing the approval of this request.

Since the 60 youths to be employed by the Departments of Buildings and Grounds (20) and Highways and Traffic (40) do not require additional D.C. dollars we can proceed immediately in these two departments.

The size of the program (434 youths) in the Department of Sanitary Engineering will require D.C. dollars in the amount of $82,495. As shown in the preceeding table, these funds are needed for supervisory personnel, supplies and materials and rental of trucks. At the present time, we do not feel that this additional cost can be absorbed by this department since it is already committed to the hiring of approximately 197 individuals under other summer programs which will require the absorption of an estimated $134,500.

If the additional funding of $82,495 can be made available, we feel that this program will be meaningful to both the young people involved and the City.

Sincerely,

TOM H. REYNOLDS,
Colonel, Corps of Engineers, USA, Acting Engineer Commissioner.

[The Washington Post, Thursday, May 11, 1967]

PROGRAM WILL TRAIN 4000 FOR JOBS IN THREE POVERTY-STRICKEN D.C. AREAS

(By Carol Honsa)

A new $5.4 million Federal manpower program to bring jobs or job training to 4000 residents of Washington's Lower Cardozo and Anacostia-Congress Heights areas over the next year was announced yesterday.

Labor Secretary W. Willard Wirtz, in his announcement, said he could promise no "great new day." But he assured an assemblage of 200 Congress Heights residents and community leaders at the Bethlehem Baptist Church that the new program would not be "just one more" of a spate of Federal manpower projects in the city.

The new Washington Concentrated Employment Program, part of a $70 to $90 million national program, will be operated by the United Planning Organization, the city antipoverty agency, in cooperation with the U.S. Employment Service for the District, the Metropolitan Washington Board of Trade, the Greater Washington Central Labor Council, government agencies and community organizations.

Beginning in June, it is intended to place 1600 men and women in permanent jobs through a "Jobs Now" component and 2400 persons in various job-training programs at the rate of 200 every two weeks.

"I don't want to be party to another false promise," Wirtz told the audience in the Congress Heights church. "This is no announcement of a great new day. It is no promise of results. It is an announcement of a program which doesn't have a name, which doesn't have a set of initials, and which depends on the belief of the people in this room that we do mean business."

Board of Trade President Leonard B. Doggett and U.S. Civil Service Commission Chairman John W. Macy Jr. told the audience that they did indeed mean business and would work with the program to open up new jobs to the hard-core unemployed by letting down job qualification barriers.

Wirtz credited President Lyndon B. Johnson with inspiring the concentrated employment approach three months ago.

Wirtz jokingly related how Mr. Johnson had made a "deal" with him, promising financial support next year if Wirtz could locate uncommitted fiscal 1967 funds to start a massive attack on hard-core unemployment. As a result Wirtz said he has tapped $70 million to $90 million in unallocated 1967 funds and Mr. Johnson is seeking $135 million to continue the nationwide program in fiscal 1968.

James G. Banks, outgoing UPO director, termed the new Washington program "the grandest attempt at the coordination of manpower programs that has been made in this city."

SUBCOMMITTEE RECESS

Senator BYRD. The subcommittee will stand in recess, subject to the call of the Chair.

Thank you, Miss Thompson.

(Thereupon, at 10:55 a.m., Wednesday, July 12, 1967, the subcommittee was recessed, to reconvene at the call of the Chair.)

DISTRICT OF COLUMBIA APPROPRIATIONS, FISCAL YEAR 1968

FRIDAY, JULY 14, 1967

U.S. SENATE,
SUBCOMMITTEE OF THE COMMITTEE ON APPROPRIATIONS,
Washington, D.C.

The subcommittee met, at 10:05 a.m., in room 224, Old Senate Office Building, Hon. Robert C. Byrd (chairman) presiding.

Present: Senator Byrd.

DISTRICT OF COLUMBIA

DEPARTMENT OF PUBLIC WELFARE

STATEMENT OF MISS WINIFRED G. THOMPSON, DIRECTOR; ACCOMPANIED BY MRS. JULIANNA K. CHAMBERS, BUDGET OFFICER; ALBERT P. RUSSO, DEPUTY DIRECTOR FOR FAMILY AND CHILDREN SERVICES; A. R. ROSIN, DEPUTY DIRECTOR FOR ADMINISTRATION; AND WILLIAM R. GALVIN, CHIEF, OFFICE OF INVESTIGATIONS AND COLLECTIONS

COMPLETION OF TRAINING

Senator BYRD. The subcommittee will be in order.

You said on Wednesday that "If the trainee fails on his first job placement, we bring him back, counsel him, and place him a second time and supervise him."

How many trainees completed their training in fiscal year 1966?

Miss THOMPSON. Mr. Russo, do you have it by years? We have the total.

Mr. RUSSO. I have it by months and not by years. I can compute it.

Senator BYRD. Do you have it on a table, Mr. Russo?

Mr. RUSSO. Yes.

Senator BYRD. May we have a copy of that, please.

Mr. RUSSO. Yes, sir.

Senator BYRD. Can you from this chart state how many trainees completed their training in fiscal year 1966?

Miss THOMPSON. We had 146.

Senator BYRD. How many trainees completed their training in fiscal year 1967?

Miss THOMPSON. 462, through May.

Senator BYRD. This chart is with reference to job placements following training. You have given me the number of placements.

(The information follows:)

Table of job placements following training, April 1967

Job placements	Number placed	Average weekly starting salary	Average weekly training allowance	Average weeks in training	Number of children
Total	555	$75.61	$49.13	33.2	1,762
Addressograph operator	1	70.00	44.00	15.0	6
Air-conditioning mechanic	1	75.00	58.00	26.0	5
Appliance repairman	2	70.00	51.00	22.5	9
Automobile body painter	1	80.00	64.00	19.0	5
Automobile body repairman	1	95.00	96.00	52.0	10
Automobile mechanic	10	79.49	59.48	39.3	39
Automobile mechanic helper	4	97.50	65.20	21.5	22
Baker's helper	1	65.00	64.00	19.0	5
Bank teller	2	91.55	22.00	15.5	6
Barber	7	72.85	52.71	50.4	21
Bindery worker	4	70.26	51.75	32.5	16
Book processor	1	73.34	53.00	30.0	4
Brickmason apprentice	6	113.33	65.00	53.3	29
Brickmason helper	1	100.00	72.00	10.0	4
Busboy	1	50.00	10.00	12.0	1
Card arranger	1	79.78	36.00	20.0	1
Caretaker, animal	1	70.00	42.00	15.0	3
Carpenter's apprentice	2	102.00	66.50	33.5	11
Carpenter's helper	2	94.74	44.49	14.1	4
Clerk, cashier	1	65.00	54.00	16.0	3
Clerk, claims	1	75.48	47.00	68.0	2
Clerk, distribution	1	105.60	69.00	49.0	7
Clerk, file	5	70.83	49.40	47.4	21
Clerk, file and arranger	1	82.09	54.00	33.0	4
Clerk, file and messenger	1	91.73	47.00	5.0	2
Clerk, general	7	71.84	42.14	40.2	16
Clerk, medical supply	1	70.00	42.00	12.0	2
Clerk, payroll	1	70.00	36.00	33.0	1
Clerk, postal	5	107.12	45.40	35.6	14
Clerk, postal carrier	1	105.60	54.00	12.0	4
Clerk, statistical	1	79.78	53.00	21.0	4
Clerk, stenographer	2	87.04	60.00	73.0	8
Clerk, stock	3	76.10	51.00	23.0	8
Clerk, supply	1	79.78	58.00	23.0	4
Clerk typist	211	74.66	45.98	38.2	586
Clerk, warehouseman	1	90.00	78.00	25.0	6
Consumer education aid	1	90.38	36.00	14.0	1
Cook	5	72.50	49.00	29.4	12
Cosmetologist	2	46.00	48.00	48.0	6
Cosmetology instructor	1	45.00	37.00	21.0	1
Custodian, laborer	7	71.05	57.00	34.0	28
Custodian, school	2	71.00	53.00	29.0	7
Day care aid	1	80.00	36.00	24.0	1
Dental assistant	2	65.75	47.50	34.0	6
Dietary aid	3	56.66	38.00	30.3	4
Draftsman apprentice	1	67.44	47.00	20.0	3
Draftsman trainee	1	75.48	48.00	60.0	3
Dry wall applicator	1	126.00	48.00	20.0	2
EAM operator	1	75.48	42.00	36.0	2
Electrician's apprentice	8	70.00	51.87	30.0	28
Electrician's helper	4	65.88	42.25	21.3	7
Elevator operator	1	73.35	11.00	21.0	1
Engineer, boiler maintenance	5	83.24	68.19	26.1	31
Engineer, operating	1	96.80	69.00	36.0	6
Engineer, stationary	3	77.92	75.33	29.7	18
Engineer, steam	1	97.20	69.00	26.0	5
Food clerk	2	85.40	55.50	14.0	8
Food service worker	2	71.27	55.50	15.0	9
Fountain girl	1	60.00	47.00	36.0	3
Gift wrapper	1	50.00	47.00	56.0	3
Graphic aid	1	60.00	41.00	66.0	1
Groundskeeper	1	84.60	58.00	20.0	4
Group mother	1	52.60	47.00	37.0	3
Health aid	7	71.53	66.68	41.6	25
Homemaker specialist	1		38.00	32.0	5
Institutional housekeeper	1	50.00	15.00	12.0	1
Keypunch operator	21	98.58	48.32	28.8	66
Keypunch operator and programer, trainee	1	60.80	42.00	19.0	2
Laborer, construction	6	88.33	52.33	20.8	17
Laborer, general	6	75.19	64.50	51.9	29
Laborer, landscape	1	88.00	78.00	64.0	6
Library assistant	2	73.26	50.00	19.5	11
Lubrication man	1	60.00	47.00	36.0	2
Maid	3	56.16	37.00	24.0	5
Mail handler	2	95.80	56.00	29.5	8
Maintenance engineer	1	65.00	42.00	24.0	1
Meatcutter apprentice	8	98.87	62.12	25.2	38
Meatpacker	3	60.00	47.00	37.0	6
Meatwrapper apprentice	4	71.34	50.50	23.8	16
Medical assistant	3	51.82	47.33	26.7	8

Table of job placements following training, April 1967—Continued

Job placements	Number placed	Average weekly starting salary	Average weekly training allowance	Average weeks in training	Number of children
Mess attendant	1	$91.60	$53.00	22.0	3
Messenger	2	72.45	65.50	32.5	10
Milling machine trainee	1	56.00	53.00	23.0	3
Mover	1	97.60	80.00	19.0	8
Neighborhood worker	14	92.44	51.34	22.8	50
Nurse, practical	3	74.80	59.00	53.3	15
Nursery aid	4	66.35	45.25	33.0	10
Nursing assistant	41	56.12	43.50	29.1	112
Office assistant	1	60.00	37.00	39.0	1
Office machine serviceman	1	86.67	8.00	19.0	6
Offset pressman	5	79.83	60.00	48.0	20
Orderly, hospital	1	60.00	47.00	21.0	2
Package machine operator (trainee)	1	68.00	47.00	33.0	3
Painter	1	80.00	69.00	39.0	6
Painter's helper	1	70.00	42.00	9.0	1
PBX operator	3	72.90	50.66	57.3	9
Photo equipment operator	1	86.00	58.00	26.0	5
Plaster's helper	1	97.20	43.00	23.0	1
Plumber's helper	1	84.40	54.00	30.0	3
Porter	2	80.40	50.50	44.0	6
Printer's apprentice	1	80.00	53.00	24.0	3
Proof machine operator (banking)	1	70.00	48.00	65.0	3
Reproduction machine operator	2	69.05	63.50	14.5	11
Rug cutter	1	64.00	53.00	24.0	4
Rug machanic	2	78.25	66.50	13.5	12
Salad girl	1	60.80	53.00	25.0	5
Salesman	1	70.00	52.00	8.0	2
Sales store worker	1	78.40	47.00	5.3	2
Sandwich packer	1	60.00	15.00	38.0	4
Seamstress	4	63.43	41.23	24.8	9
Seamstress, drapery	1	50.00	36.00	30.0	1
Seamstress, slip cover	1	50.00	16.00	40.0	4
Secretary	3	75.42	38.33	26.0	4
Security processor	1	92.80	47.00	25.0	2
Sheet metal apprentice	1	80.00	76.10	20.0	7
Shoe repair	1	90.00	47.00	43.0	3
Social worker aid	4	91.73	46.00	19.8	9
Street cleaner	1	80.00	58.00	20.0	4
Teacher's aid	2	76.97	41.50	29.5	3
Teacher's assistant (day care center)	1	90.38	47.00	14.0	3
Telephone operator	1	78.00	36.00	24.0	1
Television production assistant	1	65.00	53.00	20.0	3
Television repairman	2	90.00	58.00	21.5	9
Truck driver	1	56.00	69.00	8.0	6
Truck mechanic	1	108.00	47.00	8.0	2
Typewriter mechanic	1	70.00	37.00	41.0	1
Upholsterer	1	60.00	53.00	27.0	3
Waitress	1	48.00	37.00	50.0	1
Warehouseman	5	96.99	56.20	28.2	24

Miss THOMPSON. Anyone who completed his training, Mr. Chairman, was placed.

Senator BYRD. So the figures are synonymous.

Miss THOMPSON. That is correct.

FAILURES ON FIRST JOB

Senator BYRD. How many trainees failed on their first job placements in fiscal year 1966?

Miss THOMPSON. Our job sample shows that seven out of 10 succeeded on the first placement, so that would mean three out of 10 failed. Three out of 10 were not with their first employer. Now we don't know if they failed. We are trying to contact those at the present time to see if they are still working, but three out of 10 are no longer with their first employer.

Senator BYRD. You said on Wednesday that, "If a trainee fails on his first job placement, we bring him back."

Miss THOMPSON. This is if he does not succeed in getting another job. Some of the trainees leave their first placement, and get a second job at a higher salary.

Senator BYRD. All right. I will ask the question this way then. How many trainees, having failed on their first job placement, were brought back, counseled, and placed a second time, in fiscal year 1966?

Miss THOMPSON. Can you answer that, Mr. Russo?

Mr. RUSSO. No, I cannot.

Senator BYRD. So you really can't answer the question as to how many trainees failed on their first job placements in fiscal year 1966, can you?

Miss THOMPSON. No; we cannot.

Senator BYRD. Why don't you have a record of those trainees who fail on their first job placement and who are brought back? You say, "If the trainee fails on his first job placement, we bring him back." Now how many were brought back in fiscal year 1966?

Miss THOMPSON. I can't answer that, Mr. Chairman. I will have to furnish that material.

Senator BYRD. How many trainees failed on their first job placements in fiscal year 1967, and were brought back?

Miss THOMPSON. I cannot answer that. I just don't have that statistic.

Senator BYRD. Does anyone have that? Mr. Russo?

Mr. RUSSO. I don't have it here, Mr. Chairman, but I am sure that we can make this available.

Senator BYRD. All right. What percent of the total number of trainees for the 2 years, who completed their training, failed on their first job placement?

Miss THOMPSON. On the sample——

Senator BYRD. I am not talking about the sample.

Miss THOMPSON. All right, we can't answer that.

Senator BYRD. Well, you say, "If the trainee fails on his first job placement, we bring him back." Now somebody should know how many failed and were brought back.

Miss THOMPSON. We will get that material for you, Mr. Chairman. We don't have it with us.

Senator BYRD. All right, for fiscal year 1966 and fiscal year 1967.

Miss THOMPSON. Yes, sir.

Senator BYRD. And the percent of the total trainees who would be involved. How many trainees who failed on the first job placement were brought back, counseled, and placed a second time in a job, in fiscal year 1966 and in fiscal year 1967?

Miss THOMPSON. We would have to supply that.

Senator BYRD. You ought to have these figures, because they would serve to indicate the success of the program, as they would indicate the number of persons who had completed their training, who had failed in the first job placement, who had been brought back into the program, who had been counseled, and who had been placed a second time in a job. Let us have that if you please.

(The information follows:)

	Fiscal year 1966	Fiscal year 1967
Total trainees placed in jobs	[1] 147	500
Number of trainees placed a 2d time in a job	1	4
Percentage placed a 2d time	.7	.8

[1] At the time of the hearings, 146 was given as the total placed in jobs in fiscal year 1966.

FOLLOWUP JOB PLACEMENT EFFORTS

Senator BYRD. When such a trainee is brought back, who has failed in his first job placement, is this called a reinstatement in the WTOC program?

Mr. RUSSO. No, sir; is is not. This involves, entirely involves efforts by our title V job placement staff in placing him in a second job placement.

Senator BYRD. So even if he is brought back and counseled—I assume this would mean he is given further training—this would not be called a reinstatement.

Mr. RUSSO. It would not, Mr. Chairman.

Senator BYRD. All right. What would you call this, if you had a name for it?

Mr. RUSSO. I would say it would best be described as followup job placement efforts.

Senator BYRD. How many of such followup job placement efforts were expended by the Department in fiscal year 1966?

Miss THOMPSON. This we would have to furnish.

Senator BYRD. How many of such followup job placement efforts were expended by the Department in fiscal year 1967? Can you answer that now?

Miss THOMPSON. No, sir.

REASONS FOR TERMINATING TRAINING

Senator BYRD. In the case of those trainees who failed on their first job placements, what were the reasons for such failure?

Miss THOMPSON. Can you answer that, Mr. Russo?

Mr. RUSSO. There would be a number of reasons, Mr. Chairman.

Senator BYRD. Can you categorize them?

Mr. RUSSO. It would be difficult for me to do it at this moment. Reasons such as the job situation changing, the trainee being laid off, the trainee having difficulty on the job, adjusting to the job, the trainee not being able to function at the level that his employer expected him to function. Those are a few characteristics of the reasons.

Senator BYRD. Yes. Now it would be important don't you think, to have these itemized and to be able to indicate how many trainees failed for the various reasons?

Mr. RUSSO. Yes.

Senator BYRD. For example, if the trainee could not perform at the level expected of him by his employer, wouldn't this indicate a flaw in the training process?

Mr. RUSSO. This would indicate, it could indicate this, yes, Mr. Chairman. It could also indicate that perhaps we had terminated the training prematurely.

Senator BYRD. Can you supply this information, Mr. Russo?

Mr. RUSSO. We will make every effort to; yes, sir.

Senator BYRD. We want the reasons for failures of trainees to hold down their first job—can you supply them for us?

Mr. RUSSO. Yes, sir.

(The information follows:)

Reasons for job terminations

	Male	Female	Total
FISCAL YEAR 1966			
Resigned, 7:			
To accept other employment	3	1	4
Illness (includes pregnancy)		1	1
Domestic problems		2	2
Laid off, 7:			
Slack season	1	1	2
Employer went out of business	1	1	2
Reduction in force	1	2	3
Quit (apparent bad cause), 25:			
Work too hard		1	1
No reason given	12	12	24
Fired, 10:			
Absenteeism		2	2
Alcoholic problem	1		1
Insufficient training	2		2
Unsatisfactory performance	3	2	5
Total terminations	24	25	49
Percentage by sex	49	51	100
FISCAL YEAR 1967			
Resigned, 35:			
Illness (includes pregnancy)	2	4	6
To accept other employment	11	17	28
Domestic problems	1		1
Laid off, 17:			
Slack season	2	2	4
Employer went out of business	2	1	3
Reduction in force	1	9	10
Quit (apparent bad cause), 36:			
Work too hard	4	5	9
No reason given	13	14	27
Fired, 46:			
Absenteeism	13	5	18
Poor transportation (no car)	5	1	6
Personality clash	1	1	2
Alcoholic problem	3		3
Insufficient training	5	4	9
Unsatisfactory performance	2	3	5
Immature attitude	2	1	3
Total terminations	67	67	134
Percentage by sex	50	50	100

Senator BYRD. What percent of the trainees who failed on their first job placement were women and what percent were men?

Miss THOMPSON. We would have to furnish this.

Senator BYRD. How soon can you furnish it?

Miss THOMPSON. If we have the material, we will try to furnish it at noontime. I just don't know whether we have this material.

BASIC AND CONDITIONING TRAINING

Senator BYRD. On Wednesday you referred to "basic training" and "conditioning training" at the center on Pennsylvania Avenue.

What is meant by "basic training" and "conditioning training"?

Miss THOMPSON. This includes helping the trainees answer questions, stand up on their feet and talk, communicate with other individuals, fill out application forms for employment, improve their communication and writing skills, improve their reading comprehension, how to conduct themselves when they are applying for a job, during a job interview, how to dress properly, the type of clothes to wear for different types of employment, some of the realities of working, such as the responsibility of the employee for reporting on time, for taking the length of time that is given for a lunch hour, taking care of tools or equipment, reporting illnesses or any reason for an absence ahead of time, rather than not being present on the job. These are all included.

Aptitude tests to determine the interests and aptitude of trainees for different types of work, remedial reading.

Senator BYRD. You do this on Pennsylvania Avenue?

Miss THOMPSON. Yes.

Senator BYRD. Most of these people have completed the ninth grade education. How do you conduct your remedial reading course?

Miss THOMPSON. They use some programed learning, charts, material that the employees are interested in, which is developed by the training center, which has sophisticated content, but at a very elementary reading level.

Senator BYRD. Who supervises the remedial reading?

Miss THOMPSON. We have a remedial reading specialist. He has had years of experience in working in adult education.

Senator BYRD. How many of the trainees in fiscal year 1966 were given remedial reading?

Miss THOMPSON. Mr. Russo, could you answer that?

Mr. RUSSO. I would say that the majority of the trainees who entered the program in fiscal year 1966, Mr. Chairman, during their 8-week basic training period did receive remedial reading instructions.

Senator BYRD. Can you give us the exact number please?

Mr. RUSSO. I cannot at this time.

Senator BYRD. Could you supply that for the record?

During Fiscal Year 1966 1,083 trainees were scheduled for the Remedial Reading Course.

Senator BYRD. How can you correct their reading deficiencies in a period of 8 weeks?

Miss THOMPSON. They cannot be corrected, but if we can teach them to fill out job applications and follow simple instructions, this helps them obtain and hold a job. We don't make readers out of them or begin to correct all of the reading deficiencies.

JOB APPLICATION FORM

Senator BYRD. Do you have a sample job application form with you?

Miss THOMPSON. No, I do not.

Senator BYRD. Does anyone have one? Could we have one for the record?

Miss THOMPSON. Yes, sir. Do you want a form 57 or something a little bit more simple, such as the one used by WTOC which has one of their own. We will supply that one.

Senator BYRD. That is what we want. Is it a very complicated form?

Miss THOMPSON. It is certainly not as complicated as the form 57, but certain basic material has to be on the form. We made it as simple as we felt we could.

(The information follows:)

COMPLETING APPLICATION FORMS

Ninety per cent of the trainees at the Work and Training Opportunity Center are taught the correct manner in which to complete various job application forms during their classes in Communications C, a course designed to teach the trainees how to write business letters, complete credit applications, and job applications. Some of the job application forms that are used in this course are:

Form #57—Application for Federal Employment

Department Store applications—Woodward & Lothrop, etc.

Application for employment with the Chesapeake & Potomac Telephone Company

Our own WTOC form, a copy of which is attached.

Ten per cent who cannot read (functional illiterates) and who are instructed through the use of the i/t/a method are taught to complete a simplified form that was created by instructors at the Work and Training Opportunity Center. The form is basically composed of exractions from ordinary job applications. When they are able to master this form, they are taught to complete the forms listed above.

APPLICATION FOR EMPLOYMENT

Name_____ Date_____
First Middle Last
Street Address_____
City_____ State_____
Phone_____ Age_____Yrs. Social Security No._____
Position Desired_____
_____
1. My height is_____ft._____ins. My weight is_____lbs.
2. I was born on_____
Month Day Year
I am a citizen ☐ I am an alien ☐
3. I have _____ children, ages_____
I have dependent on me for support the following:
Children: Number _____ Ages_____
Others _____
State Whether Wife, Mother, Grandfather, etc.

	Reached grade	Graduated		Name and address of school
		Yes	No	
Grade school				
High school				
Business or evening				
College or university				
Apprenticeship trades				

Senator BYRD. And more than 70 percent of the applicants who have completed the ninth grade could not fill out one of these applications?

Miss THOMPSON. Let me give you a bit of material on a sample test that we made, and this was from group K, which was one of our last groups.

Senator BYRD. No; just answer the question, please.

Miss THOMPSON. Some of them can, Mr. Chairman, but not all of them can.

LOCATIONS FOR SKILL TRAINING

Senator BYRD. You stated that individuals were placed in many different locations throughout the city for skills training. Can you identify those locations?

Miss THOMPSON. The locations?

Senator BYRD. Yes, ma'am.

Miss THOMPSON. There are 100 different locations.

Senator BYRD. One hundred different locations?

Miss THOMPSON. That is correct. We have the information of placements for June 9, 1967. This changes from day to day. For general clerk we have the District of Columbia Department of Public Welfare, the Metropolitan Police Department, the District of Columbia Department of Sanitary Engineering, the U.S. Navy Department.

Senator BYRD. Wait just a moment, please. You started off with general clerk.

Miss THOMPSON. That is correct.

Senator BYRD. And the first location was the Department of Welfare.

Miss THOMPSON. That is correct.

Senator BYRD. How many general clerks have been trained by the Department of Welfare?

Miss THOMPSON. A total of 14 were in work experience on June 9, 1967.

Senator BYRD. How many have been trained?

Miss THOMPSON. Fourteen totally in the "general clerk" category were in work experience. One was with the Department of Public Welfare.

Senator BYRD. What does the 14 represent?

Miss THOMPSON. It represents 14 that were trained and placed in work experience on June 9, 1967.

Senator BYRD. Fourteen trained by the Department of Welfare?

Miss THOMPSON. No; trained by WTOC.

Senator BYRD. And one was trained by the Department of Welfare.

Miss THOMPSON. No; one was placed in the Department of Public Welfare; 14 were trained and placed.

Senator BYRD. My request was that you identify the locations throughout the city where the training of skills is conducted. The first location you mentioned was the Department of Welfare. Now you say you haven't trained any.

Miss THOMPSON. Mr. Chairman, there are quite a few different jobs for which WTOC trainees were trained. Under each one of these job titles there are different locations. It just happened that under "general clerk" the Department of Public Welfare was listed first. Let me take auto mechanics, for example.

Senator BYRD. All right.

Miss THOMPSON. We have the Department of the Interior, the Department of the Navy, the Military District of Washington, Call Carl Auto Co., Flying A Service, Moore's Auto Shop, Bob White Buick Shop, Raymond Sneed Garage, General Transmissions, Al and Bill's Garage. Now these are all locations where trainees are placed for work experience training.

Senator BYRD. You have a number of places where auto mechanics are—did you say trained or placed?

Miss THOMPSON. They are trained. These are their location for work training experience.

NUMBER TRAINED AS AUTO MECHANICS

Senator BYRD. How many auto mechanics were trained in fiscal year 1966 and fiscal year 1967?

Miss THOMPSON. This material is by the month. I don't have it by the year.

Mr. RUSSO. I don't have the breakdown according to fiscal year. Through April of 1967 if I may respond to the question, Mr. Chairman, we placed a total of 10 trainees who had been trained as auto mechanics in this trade.

Senator BYRD. Yes. How many were trained? Some could be trained and not placed. Some could be trained and could fail on the first job placement, as we wre discussing a little while ago.

Miss THOMPSON. We do not have that.

Senator BYRD. Can you supply that?

Miss THOMPSON. Yes, sir, we can. We have all of those monthly reports, so it would be a matter of tallying the figures.

Senator BYRD. Could you let me have copies of the monthly reports?

Miss THOMPSON. Yes, sir.

(The material follows:)

WTOC trainee placement

Name	Group	Job title	DOT	Weekly wage	Agency or firm	Training allowance	Weeks in training	Number of children	Date
(1)	I	Clerk-typist	209.388	$106	United Planning Organization, 12th St. NW.	$78.00	22	6	June 29, 1967.
	J	Plumbers helper	862.884	$129.60	Department of Navy, Public Works Office Building, 142 Navy Yard.	72.00	13	4	Do.
		Pipefitter, WB–11	862.381						
	F	Teacher aide	099.228	$79.61	Campbell Day Care Center, National Capital Day Care Center.	72.00	54	6	July 3, 1967.
		Teacher aide	099.228						
	E	PBX operator	235.862	$75.48	General Services Administration, 7th and D Sts. SW.	53.00	63	3	Do.
		PBX operator	235.862						
	E	Clerk-typist	209.388	$75.48	MDW, Finance and Accounting Office, Fort Myer, Va.	53.00	63	4	Do.
		Clerk-typist, GS–2	209.388						
	H	Auto mechanic	620.281	$90	Al & Bills Garage, 11th and W Sts. NW.	72.00	36	5	Do.
		Auto mechanic	620.281						
	I	Medical supply aide	223.887	$62.80	Georgetown University Hospital, 38th and Reservior Rd. NW.	72.00	22	6	July 5, 1967.
		Medical supply aide	223.887						
	G	Auto mechanic apprentice	620.281	$60	Bob White Buick, 624 H St. NW	47.00	45	1	Do.
		Auto mechanic apprentice	620.281						
	D	Stationary engineer	950.782	$103	District of Columbia Public Library, Woodridge Branch, 18th and Rhode Island Ave. NE.	96.00	72	10	Do.
		Stationary engineer	950.782						
Cumulative this week, July 7				$86.88		68.33	43.3	45	9. [2]
Cumulative through June 30				$75.56		50.24	34.8	2,110	645.
Cumulative through July 7				$75.71		50.48	34.9	2,115	654.

WEEK ENDING JULY 7, 1967

	F	Programer	213.388	$92	Department of the Navy, Support Activities, 18th and Constitution Ave., NW.	$78.00	53.0	5	June 26, 1967.
		Computer aid, GS–4	213.382						
	B	PBX operator	235.862	$100	UPO, 1100 Vermont Ave., NW	65.00	84.0	5	Do.
		PBX operator	235.862						
	E	Bindery worker	643.885	$60	Merkle Press, 810 Rhode Island Ave., NE.	53.00	62.0	3	June 27, 1967.
		Bindery worker	643.885						
	E	Dental assistant	079.378	$65	Dr. Crawford Nixon, Dental Health Building, 4702 Georgia Ave., NW.	47.00	62.0	2	June 28, 1967.
		Dental assistant	079.378						
	I	Clerk-typist	209.388	$75.48	Department of Commerce, Patent Office, 15th and E Sts., NW.	72.00	21.0	6	Do.
		Clerk typist, GS–2	209.388						
	F	Clerk-typist	209.388	$82.09	do	64.00	53.0	6	Do.
		Clerk-typist, GS–3	209.388						
	H	Clerk-typist	209.388	$75.48	do	41.00	35.0	1	Do.
		Clerk-typist, GS–2	209.388						
Total for the week, June 30, 1967				$78.57		60.00	52.8	28	7.
Cumulative through June 23, 1967				$75.53		50.14	34.7	2,082	638.
Cumulative through June 30, 1967				$75.56		50.24	34.8	2,110	645.

See footnotes at end of table, p. 2049.

W TOC trainee placement—Continued

WEEK ENDING JUNE 23, 1967

Name	Group	Job title	DOT	Weekly wage	Agency or firm	Training allowance	Weeks in training	Number of children	Date
	C	Clerk typist Transcriber, GS–2	209.388 219.588	$75.48	DPW, Transcribing Unit, 500 1st St., NW.	$85.00	76.0	8	June 19, 1967.
	E	Clerk typist Information receptionist	209.388 273.368	$75.48	do	60.00	61.0	4	Do.
	G	Offset pressman Custodial laborer	651.782 381.887	$67.60	GSA Bldg., Management Division, 7th and D St., SW.	72.00	43.0	5	Do.
	H	Clerk typist Clerk typist, GS–2	209.388 209.388	$75.48	Administrative Services, Office Operations, VA.	60.00	34.0	4	Do.
	D	Clerk typist Clerk typist, GS–2	209.388 209.388	$75.48	Treasury Department, Office of Treasury, Check Claims Division, Typing Section.	60.00	70.0	4	Do.
	E	Clerk typist	209.388	$75.48	DPW, Transcribing Unit, 500 1st St., NW.	47.00	61.0	2	Do.
	E	Information receptionist, Clerk typist Custodial laborer	273.368 209.388 381.887	$67.20	General Services Administration, 1711 New York Ave., NW.	60.00	61.0	4	Do.
(3)	E	Appliance repairman	723.884	$125.00	K& K Appliance, 4816 Deane Ave., NE.	91.00	61.0	8	June 21, 1967.
Total for the week, June 23, 1967.				$79.65		66.87	58.3	39	8.
Cumulative through June 16, 1967.				$75.48		49.93	34.5	2,043	630.
Cumulative through June 23, 1967.				$75.53		50.14	34.7	2,082	638.

WEEK ENDING JUNE 16, 1967

	H	Vocational assessment Boxmaker	794.884 794.884	$62.50	Southeast Fireworks Co., 72 L St. NE.	$72.00	33.0	6	June 7, 1967.
	H	Auto mechanic Auto mechanic	620.281 620.281	$100	Texaco Services Station, 902 N St. NW.	47.00	33.0	1	June 9, 1967.
	A	Floral designer Elevator operator	142.081 388.868	$63.70	Doctors Hospital, 1815 I St. NW	47.00	88.0	2	June 12, 1967.
	E	Auto mechanic	620.281	$84.00	Market Tires Co., 114 M St. SE.	72.00	60.0	5	Do.

		Auto mechanic	620.281						
	C	Physical therapy aid	355.878	$75.48	District of Columbia General Hospital, physical therapy section, 19th and E St. SE.	60.00	75.0	4	Do.
		Physical therapy aid	355.878						
	F	Auto mechanic	620.281	$61.20	GSA Building, Mortgage Division, 7th and D Sts. SW.	72.00	51.0	5	Do.
		Custodial laborer	382.884						
	G	Clerk-stenographer	202.388	$92	District of Columbia government, Office of the Zoning Commission.	60.00	42.0	4	Do.
		Clerk-stenographer, GS–4	202.388						
	C	Clerk typist	209.388	$75.48	CSC, Bureau of Standards and Policies, 1900 E St. NW.	47.00	75.0	2	Do.
		Clerk typist, GS–2	209.388						
	F	Cosmetologist	332.271	$62.50	McCain's Coiffure, 1321 Savannah St. SE.	53.00	51.0	3	June 14, 1967.
		Cosmetologist	332.271						
	B	Auto mechanic	620.281	$85.20	Washington Wholesale Grocery Co., Lanham, Md.	85.00	83.0	7	Do.
		Warehouseman	922.887						
Total for the week, June 16, 1967				$76.20		61.50	59.1	39	10.
Cumulative through June 9, 1967				$75.47		49.75	34.8	2,004	620.
Cumulative to date, June 16, 1967				$75.48		49.93	34.5	2,043	630.

WEEK ENDING JUNE 9, 1967

	I	Clerk-typist	209.388	$75.48	National Capital Housing Authority, 1729 New York Ave. NW.	$53.00	17.0	3	May 29, 1967.
		Clerk-typist, GS–2	209.388						
	D	Clerk-typist	209.388	$75.48	MDW, FAO, Central Accounts Division, 2d and P Sts. SW.	47.00	68.0	2	June 5, 1967.
		Clerk-typist, GS–2	209.388						
	D	EAM operator	216.488	$90.80	MDW, FAO, Computer Operations Section, 2d and P Sts. SW.	65.00	68.0	5	Do.
		EAM operator, GS–2, step 7	216.488						
	E	Clerk-typist	209.388	$75.48	DPH, Warehouse, District of Columbia General Hospital, 19th and E Sts. SE.	65.00	59.0	5	Do.
		Clerk-typist, GS–2	209.388						
	F	Clerk-typist	209.388	$75.48	Department of Commerce, Patent Office, 15th and E Sts. N.W.	47.00	50.0	2	Do.
		Clerk-typist, GS–2	209.388						
	H	Clerk-typist	209.388	$75.48	U.S. Treasury Department, Engraving and Printing Annex, room 720.	41.00	33.0	1	June 7, 1967.
		Clerk-typist, GS–2	209.388						
	H	Medical supply clerk	223.887	$62.80	Cafritz Memorial Hospital, 1310 Southern Ave. SE.	47.00	33.0	2	June 9, 1967.
		Laundry laborer	361.887						
(4)	D	Barber	330.371	70 percent commission	Bill's Barber, 337 K St. NW	72.00	69.0	5	June 8, 1967.
		Barber	330.371						
Totals for the week, June 9, 1967				$75.85		54.62	49.6	25	8.
Cumulative through June 2, 1967				$75.45		49.69	34.1	1,979	612.
Cumulative through June 9, 1967				$75.47		49.75	34.3	2,004	620.
		Placement not counted:							
(5)		Auto mechanic	620.281	$93	Call Carl, Connecticut Ave. and Nebraska Ave., NW.	72.00		5	June 6, 1967.
		Auto mechanic	620.281						

See footnotes at end of table, p. 2049.

WTOC trainee placement—Continued

WEEK ENDING JUNE 2, 1967

Name	Group	Job title	DOT	Weekly wage	Agency or firm	Training allowance	Weeks in training	Number of children	Date
	D	Beauty operator	332.271	60 percent commission.	Fairlawn Beauty Salon, 1507 Good Hope Rd. SE.	$47.00	67.0	2	May 26, 1967.
		Beauty operator	332.271						
	B	Beauty operator	332.271	do	Erdelle Beauty Salon, 1208 Underwood St. NW.	60.00	80.0	4	Do.
		Beauty operator	332.271						
	G	Clerk-typist	209.388	$69.42	Department of Commerce, Patent Office, 15th and E Sts. NW.	58.00	40.0	5	May 29, 1967.
		Clerk-typist GS-1	209.388						
	A	File clerk	206.388	$90.38	UPO Center, 1000 U St. NW	41.00	86.0	1	May 31, 1967.
		Manpower aide	166.208						
	H	Clerk-typist	209.388	$75.48	Department of the Treasury, U.S. Coast Guard, 1300 E St. NW.	30.00	36.0	3	Do.
		Clerk-typist, GS-2	209.388						
	G	Teacher's aide	099.228	$78.84	Lincoln Temple Day Care Center, 1701 11th St. NW.	60.00	40.0	4	June 1, 1967.
		Teacher's aide	099.228						
	G	Air-conditioning mechanic	637.281	$85.60	Georgetown University Hospital, 3800 Reservoir Rd. NW.	65.00	40.0	4	Do.
		Air-conditioning mechanic	637.281						
	E	Bindery worker	643.885	$102	National Archives, 9th and Pennsylvania Ave. NW.	60.00	59.0	4	May 29, 1967.
		Document restorer	979.381						
	H	Auto mechanic	620.281	$125	Vanguard Auto Service, 1600 Benning Rd. NE.	69.00	32.0	5	May 23, 1967.
		Auto mechanic	620.281						
	E	Clerk typist	209.388	$82.09	MDW, Finance and Accounts Office.	60.00	59.0	5	June 1, 1967.
		Clerk typist, GS-3	209.388						
Total for the week, June 2, 1967.				$88.60 [3]		55.00	53.9	37	10.
Cumulative through May 26, 1967.				$75.28		49.61	33.8	1,942	602.
Cumulative through June 2, 1967.				$75.45 [3]		49.69	34.1	1,979	612.
	H	Nurses' aide	355.878	$60	Visiting Nurse Association, 1842 Mintwood Pl. NW.	$65.00	30.0	5	May 19, 1967.
		Visiting health aide	355.878						
	F	Barber	330.371	$60 plus commission	Norfolk Barber Shop, 100 M St. SE.	96.00	48.0	9	May 22, 1967.
		Barber	330.371						
	H	Clerk-typist	209.388	$101	Citizens Crusade Against Poverty, 1500 Massachusetts Ave. NW.	47.00	30.0	3	Do.
		Receptionist	237.368						
	F	Offset press operator	651.885	$80	Darsel Graphic Arts, 6511 Chillum Pl. NW.	53.00	48.0	3	May 23, 1967.
		Offset press operator	651.885						
	A	Clerk-typist	209.388	$75.48	Department of Sanitary Engineering, Construction Division, 14th and E Sts. NW.	47.00	85.0	2	Do.
		Clerk-typist, GS-2	209.388						

(1)	G	Barber	330.371	70 percent commission per week.	Clayton Barber Shop, 1012 Pennsylvania Ave. SE.	$47.00	40.0	2	May 24, 1967.
		Barber	330.371						
	F	Clerk-typist	209.388	$75.48	Department of the Army, Support Service, tempo A. 2d and T Sts. SW.	72.00	49.0	6	Do.
		Clerk-typist, GS-2	209.388						
	F	Barber	330.371	70 percent commission pay wage.	I. W. Bennett Barber Shop, 1007 U St. NW.	41.00	49.0	1	Do.
		Barber	330.371						
	E	Stationary engineer	950.782	$80	Roger Smith Hotel, 18th and Pennsylvania Ave. NW.	78.00	57.0	6	Do.
		Engineer's helper	950.782						
	B	Beauty operator	332.271	$43.60 plus commission.	Shears & Tears Beauty Salon, 801 8th St. NW.	85.00	79.0	8	Do.
		Beauty operator	332.271						
	C	Upholsterer	780.884	$60	District Theaters, 3313 14th St. N.W.	65.00	73.0	4	May 25, 1967.
		Upholsterer	780.884						
	D	Bindery worker	643.885	$74	McArdle Printing Co., 24th and M Sts. NW.	30.00	66.0	5	May 22, 1967.
		Bindery worker	643.885						
Total for the week, May 26, 1967				$69.96		60.50	54.5	54	12.
Cumulative through May 19, 1967				$75.39		49.39	33.4	1888	590.
Cumulative through May 26, 1967				$75.28		49.61	33.8	1942	602.
	J	Auto mechanic	602.281	$90	Takoma Motor, 7001 Carroll Ave., Takoma Park, Md.				
		Auto mechanic	602.281						

WEEK ENDING MAY 19, 1967

	D	Beauty operator	332.271	$60/40+commission	Fairland Beauty Shop, 1507 Good Hope Rd., SE.	$60.00	65	4	May 12, 1967.
		Beauty operator	332.271						
	G	Clerk-typist	209.388	$82.09	Department of Interior, Federal Water Pollution, 633 Indiana Ave., NW.	47.00	38	1	May 15, 1967.
		Clerk-typist, GS-3	209.388						
	F	Clerk-typist	209.388	$75.48	Internal Revenue Service, Collection Division, 10th and Constitution Ave., NW.	41.00	47	1	Do.
		Clerk-typist, GS-2	209.388						
	J	Insurance salesman	250.258	See remarks	Southwestern Insurance Co., 507 E St., NW.	67.00	6	5	Do.
		Insurance salesman (trainee)	250.258						
	G	Clerk-typist	209.388	$75.48	HEW-Director of Public Inquiry Section, 300 Independence Ave., SW.	53.00	38	3	Do.
		Clerk-typist, GS-2	209.388						
	F	Clerk-typist	209.388	$75.48	Department of Commerce, Patent Office, 15th and E Sts., NW.	60.00	47.0	4	Do.
		Clerk-typist, GS-2	209.388						
	D	Bindery worker	643.885	$70	McArdle Printing Co., 2319 M St., NW.	47.00	66.0	2	May 17, 1967.
		Bindery worker	643.885						
	E	Dental assistant	079.378	$65	Dr. John W. Saunders, 4214 Benning Rd., NE.	47.00	56.0	2	Do.
		Dental assistant	079.378						
	D	Bindery worker	643.885	$78.80	Fawcett Hayes Lithograph Co., 1900 Chapman St., Rockville, Md.	65.00	66.0	5	May 17, 1967.
		Bindery worker	643.885						
	A	Beauty operator	332.271	$60/40+commission	Fairland Beauty Shop, 1507 Good Hope Rd., SE.	41.00	84.0	1	May 18, 1967.
		Beauty operator	332.271						
	I	Offset pressman	651.885	$80	Darsel Graphic Arts, 6515 Chillum Place, NE.	59.00	16.0	4	Do.
		Offset pressman	651.885						

See footnotes at end of table, p. 2049.

WTOC trainee placement—Continued

WEEK ENDING MAY 19, 1967—Continued

Name	Group	Job title	DOT	Weekly wage	Agency or firm	Training allowance	Weeks in training	Number of children	Date
----------	C	Beauty operator	332.271	$50+ commission	B&K Beauty Salon, 5332 Ga., Ave., N.W.	$60.00	71.0	4	May 19, 1967.
		Beauty operator	332.271						
----------	E	Beauty operator	332.271	$50+ commission	B&K Beauty Salon, 5332 Ga., Ave., NW.	41.00	56.0	1	Do.
		Beauty operator	332.271						
Totals for the week May 19, 1967.	----------	----------	----------	$66.33	----------	52.84	50.5	37	13.
Cumulative through May 12.	----------	----------	----------	$75.60	----------	49.31	33.1	1,851	577.
Cumulative through May 19.	----------	----------	----------	$75.39	----------	49.39	33.4	1,888	590.

WEEK ENDING MAY 12, 1967

----------	D	Beauty operator	332.271	$50	Camilla's Beauty Salon, 2024 14th St.	$53.00	64.0	3	May 4, 1967.
		Beauty operator	332.271						
----------	B	Cosmetologist	332.271	$45	Fountain of Youth Beauty Salon, 3601 18th St. NE.	29.00	76.0	2	Do.
		Cosmetologist	332.271						
----------	D	Beauty operator	332.271	$50	Margaret Beauty Salon, 526 H St., NE.	41.00	64.0	1	May 6, 1967.
		Beauty operator	332.271						
----------	G	Computer programer	020.188	$102.40	Department of Transportation, Computer Service Division, 1717 H St., NW.	60.00	37.0	3	May 7, 1967.
		Computer programer	020.188						
----------	B	Clerk-stenographer	202.388	$82.09	Provost Marshal's Office, 4th M.P. Detachment, Ft. Myer, Va.	72.00	77.0	6	May 8, 1967.
		Clerk-stenographer, GS-3	202.388						
----------	F	Clerk-typist	209.388	$75.48	Department of Commerce, Patent Office, 15th and E Sts., NW.	60.00	46.0	4	Do.
		Clerk-typist, GS-2	209.388						
----------	G	Clerk-typist	209.388	$75.48	Department of Motor Vehicle, 300 C St., NW.	47.00	37.0	2	Do.
		Key Punch Operator	213.582						
----------	E	Clerk-typist	209.388	$75.48	Internal Revenue Service, 12th and Constitution Ave., NW.	72.00	55.0	6	Do.
		Clerk-typist, GS-2	209.388						

	B	Clerk-stenographer	202.388	$82.09	V.A. Construction Service, Field Operations, 21st and Constitution Ave.	$42.00	77.0	2	May 9, 1967.
		Clerk-stenographer, GS-3	202.388						
	E	Cosmetologist	332.271	$60	Mr. G's Creative Styles, 3711 Georgia Ave., NW.	78.00	55.0	6	Do.
		Cosmetologist	332.271						
	E	Nurse, practical	354.878	$82.09	USCSC–Office Service Division, 1900 E St., NW.	44.00	55.0	1	May 10, 1967.
		Cold type composing machine operator, GS-3.	650.582						
	F	Painter	840.781	$60	Levin Lucas Contractor, 4331 Pond St. NE.	72.00	46.0	5	Do.
		Painter	840.781						
	C	Clerk-typist	209.388	$75.48	Department of Commerce, Patent Office, 15th & E. Sts., NW.	53.00	71.0	4	Do.
		Clerk-typist, GS-2	209.388						
	J	Auto mechanic	620.281	$85	Douglass Hgts Esso Inc., 2125 Alabama Ave. S.E.	72.00	5.0	5	Do.
		Auto mechanic	620.281						
	D	Beauty operator	332.271	$60	Neilson Beauty Shop, 3702 Decatur Ave., Kensington, Md.	65.00	64.0	5	May 11, 1967.
		Beauty operator	332.271						
Totals for the week May 12, 1967				$70.71		57.33	55.3	55	15.
Cumulative through May 5, 1967				$75.73		49.10	32.5	1,796	562.
Cumulative through May 12, 1967				$75.60		49.31	33.1	1,851	577.[16]

WEEK ENDING MAY 5, 1967

	J	Clerk-typist	209.388	$75.48	Census Bureau, Population Division, Suitland, Md.	$41.00	4.0	1	May 1, 1967.
		Clerk-typist, GS-2	209.388						
	F	Clerk-typist	209.388	$75.48	DPW, Office of Investigations and Collections.	53.00	45.0	3	Do.
		Clerk-typist, GS-2	209.388						
	H	Meat cutter	316.884	$97	Giant Food Store Inc., 450 Lanham, Md.	60.00	27.0	3	Do.
		Meat cutter	316.884						
	G	Landscaper	407.181	$103.20	Department of Interior, National Park Service, 1800 Beach Dr., NW.	60.00	36.0	3	Do.
		Laborer, WB-3	381.887						
	E	Cosmetologist	332.271	$56	Vincent & Vincent, 517 11th St., NW.	41.00	55.0	1	May 2, 1967.
		Shampooer	332.271						
	G	Cosmetologist	332.271	$50	Beverley Beauty Shop, 5577 Central Ave., SE.	53.00	37.0	3	May 4, 1967.
		Cosmetologist	332.271						
	E	Cosmetologist	332.271	$60	Wesley's Creative Hair Styling, 4403 Sheriff Rd, NE.	53.00	55.0	3	May 5, 1967.
		Cosmetologist	332.271						
Totals for the week May 15, 1967				$73.88		51.57	37.0	17	7.
Cumulative through Apr. 28, 1967				$75.76		49.07	32.5	1,779	555.
Cumulative through May 5, 1967				$75.73		49.10	32.5	1,719	562.

See footnotes at end of table, p. 2049.

WTOC trainee placement—Continued

WEEK ENDING APR. 28, 1967

Name	Group	Job title	DOT	Weekly wage	Agency or firm	Training allowance	Weeks in training	Number of children	Date
	G	Nurse's aide	355.878	$59.25	George Washington Hospital, 901 23d St., NW.	$41.00	30.0	1	Apr. 19, 1967.
		Nurse's aide	355.878						
	E	Clerk-typist	209.388	$75.48	MDW—Finance & Accounts, 2d and R Sts., SW.	53.00	53.0	3	Apr. 24, 1967.
		Clerk-typist, GS–2	209.388						
	F	Clerk-typist	209.388	$75.48	Metropolitan Police Department, Civilian Personnel, 300 Indiana Ave., NW.	53.00	44.0	3	Do.
		Clerk,typist, GS–2	209.388						
	A	Auto mechanic	620.281	$84.40	Department of Sanitary Engineering, 14th and E Sts., NW.	85.00	81.0	8	Do.
		Laborer, WRB–3	381.887						
	E	Clerk-typist	209.388	$75.48	VA, Office of Veterans' Benefits, 2033 M St., NW.	53.00	53.0	3	Do.
		Clerk-typist, GS–2	209.388						
	E	Meat wrapper	920.887	$78.40	Post Commissary, Fort Myer, Va	47.00	53.0	2	Apr. 25, 1967.
		Sales store worker	316.884						
	H	Clerk-stenographer	208.388	$82.09	VA, Office of Veterans' Benefits, 2033 M St., NW.	60.00	75	4	Apr. 26, 1967.
		Clerk-stenographer, GS–3	202.368						
	F	Offset pressman	651.885	$80	Darsel Graphic Arts, 6511 Chillum Rd., NW.	41.00	45	1	Apr. 27, 1967
		Offset pressman	651.885						
	G	Fork lift operator	922.883	$80	Washington Wholesale Grocery Co., Lanham, Md.	91.00	36	8	Apr. 28, 1967.
		Warehouseman	922.887						
	H	Health aide	355.878	$69.42	Neighborhood Health Center, 2224 Minnesota Ave. SE.	60.00	27	4	Apr. 24, 1967.
		Health aide, GS–1	355.878						
Totals for the week, Apr. 28, 1967				$76		58.40	49.7	37	10.
Cumulative through Apr. 21, 1967				$75.76		48.90	32.2	1,742	545.
Cumulative through Apr. 28, 1967				$75.76		49.07	32.5	1,779	555.[18]

WEEK ENDING APR. 21, 1967

	E	Auto body repairman	807.381	$95	L. P. Steuart Motors, 1440 P St. NW.	$96.00	52.0	10	Apr. 17, 1967.
		Auto body repairman	807.381						
	H	Teacher's aide	099.228	$80.75	National Capital Day Care Association, 219 Eye St. NW.	47.00	25.0	2	Do.
		Teacher's aide	099.228						
	D	Clerk-typist	209.388	$75.48	HEW-Administrative Division, 3d and Independence Ave. SW.	41.00	61.0	1	Do.
		Clerk-typist, GS–2	209.388						
	F	Offset pressman	651.885	$89.20	National Labor Relations Board, 1717 Pennsylvania Ave. NW.	60.00	43.0	4	Do.
		Offset pressman, WP–5	651.885						
	G	Clerk-typist	209.388	$75.48	do	60.00	34.0	4	Do.
		Clerk-typist, GS–2	209.388						

	D	Clerk-typist	209.388	$75.48	HEW-Staff Development, 3d and Independence Ave. SW.	$47.00	61.0	2	Do
		Clerk-typist, GS-2	209.388						
	F	Clerk-typist	209.388	$75.48	DPW-WTOC, Social Services Section, 921 Pennsylvania Ave. SE.	53.00	43.0	3	Do.
		Clerk-typist, GS-2	209.388						
	G	Clerk-typist	209.388	$82.09	Civil Service Commission, Insurance Division, 19th and E Sts. NW.	49.00	34.0	7	Do.
		Clerk-typist, GS-3	209.388						
	H	Meat cutter	316.884	$75.60	Montgomery County Public School Supportive Service Office.	65.00	26.0	4	Apr. 19, 1967.
		Custodial laborer	382.884						
	E	Offset pressman	651.885	$70	Darsel Graphic Arts, 6511 Chillum Pl. NW.	60.00	53.0	4	Do.
		Offset pressman	651.885						
Totals for the week Apr. 21, 1967				$79.46		57.80	43.2	41	10.
Cumulative through Apr. 14, 1967				$75.70		48.73	32.0	1,701	535.
Cumulative through Apr. 21, 1967				$75.76		48.90	32.2	1,742	545.[10]

WEEK ENDING APR. 7, 1967

	D	Brickmason	861.381	$100	Izzo Construction Co., 1730 K St. NW.	$60.00	58.0	3	Mar. 28, 1967.
		Brickmason apprentice	861.381						
	D	Clerk-typist	209.388	$75.48	Virginia Administrative Office of Information, 810 Vermont Ave. NW.	60.00	59.0	4	Apr. 3, 1967.
		Clerk-typist, GS-2	209.388						
	F	Typewriter repairman	633.281	$70	Graymar Co., 3400 New York Ave. NW.	37.00	41.0	1	Do.
		Typewriter mechanic	633.281						
	E	Clerk-typist	209.388	$69.42	Department of Commerce, Patent Office.	47.00	50.0	2	Do.
		Clerk-typist, GS-1	209.388						
	A	Clerk-typist	209.388	$75.48	DPW-WTOC, CCT Section	52.00	78.0	6	Do.
		Clerk-typist, GS-2	209.388						
	I	Brickmason helper	861.887	$100	Kidwell & Kidwell Construction Co., Box 566, Berwyn Station, Md.	72.00	10.0	4	Do.
		Brickmason helper	861.887						
	B	Vocational assessment		$72	District of Columbia Board of Education, Twining Administration Building.	72.00	72.0	5	Do.
		Laborer	381.887						
	B	Keypunch operator	213.582	$75.48	MDW-Finance and Accounts, 2d and R Sts. SW.	65.00	72.0	5	Do.
		Keypunch operator	213.582						
	E	Clerk-typist	209.388	$75.48	Department of Commerce, Patent Office.	53.00	50.0	3	Do.
		Clerk-typist, GS-2	209.388						
	D	Reproduction clerk	976.381	$82.50	Bassin's Restaurant, 14th and Pennsylvania Ave. NW.	60.00	59.0	3	Apr. 4, 1967.
		Cook	317.887						
	E	Upholsterer	780.884	$73	General Services Administration Duty Station, Main Labor Department.	60.00	50.0	4	Do.
		Custodial laborer WB-1	381.887						
	G	Clerk-typist	209.388	$75.48	DPW-WTOC, Special Services Section.	47.00	33.0	2	Apr. 5, 1967.
		Clerk-typist, GS-2	209.388						

See footnotes at end of table, p. 2049.

WTOC trainee placement—Continued

WEEK ENDING APR. 14, 1967

Name	Group	Job title	DOT	Weekly wage	Agency or firm	Training allowance	Weeks in training	Number of children	Date
	B	Brickmason	861.381	$84.40	District of Columbia government, Department of Sanitary Engineering.	$65.00	70.0	4	Apr. 3, 1967.
		Laborer	955.887						
	H	Auto mechanic	620.281	85	Anacostia Esso, 2255 Nichols Ave.	53.00	24.0	2	Apr. 30, 1967.
		do	620.281						
	F	Nurse's aide	355.878	75.48	District of Columbia government, Junior Village.	53.00	43.0	3	Apr. 12, 1967.
		do	355.878						
	H	Warehouse clerk	209.488	90	Washington Wholesalers, Landover, Md.	78.00	25.0	6	Apr. 13, 1967.
		do	209.488						
Totals for the week Apr. 14, 1967 [11]				83.72		62.25	40.5	15	4.
Cumulative through Apr. 7, 1967				75.64		48.63	31.9	1,686	531.
Cumulative through Apr. 14, 1967				75.70		48.73	32.0	1,701	535.[10]
	E	Placements not counted: Keypunch operator	213.582	65		47.00	43.0	3	Apr. 10, 1967.
		do	213.582						

WEEK ENDING APR. 7, 1967

	E	Clerk-typist	209.388	$75.48	DPW, WTOC, CCT Section	$60.00	50.0	4	Apr. 6, 1967.
		Clerk-typist, GS-2	209.388						
Total for the Week, Apr. 7, 1967				78.45		57.31	52.5	46	13.
Cumulative through Mar. 31, 1967				75.57		48.41	31.4	1,640	518.
Cumulative through Apr. 7, 1967				75.64		48.63	31.9	1,686	[10] 531.

WEEK ENDING MARCH 31, 1967

	D	Brickmason	861.381	$120	Kidwell & Kidwell Construction Co., Box 566, Berwyn Station, Md.	$76.00	56.0	7	Mar. 23, 1967.
		Brickmason	861.381						
	B	Brickmason	861.381	$120	do	96.00	70.0	9	Do.
		Brickmason	861.381						
	G	Clerk-typist	209.388	$87.50	Washington Metropolitan Area Council of Government, 1250 Connecticut Ave. NW.	21.00	31.0	1	Mar. 27, 1967.
		Clerk-typist	209.388						
	B	Clerk, general	209.388	$75.48	Department of Commerce, Patent Office.	51.00	71.0	4	Do.
		Clerk, general, GS-2	209.388						

	E	Meatwrapper	920.887	$60	Murry's Steaks, 403 Murry Ave., Alexandria, Va.	$41.00	49.0	1	Do.
		Meatpacker	920.887						
	C	Keypunch operator	213.582	$69.42	Department of Commerce, Patent Office.	41.00	64.0	1	Do.
		Clerk, general, GS–1	209.388			60.00	40.0	4	Do.
	F	Clerk-typist	209.388	$69.42	do				
		Clerk-typist, GS–1	209.388			53.00	58.0	3	Do.
	D	Clerk-typist	209.388	$69.42	Dept. of Commerce, Patent Office				
		Clerk-typist, GS–1	209.388			53.00	22.0	3	Do.
	H	Meat wrapper	920.887	$60	Murry's Steaks, 403 Murry Ave., Alex., Va.				
		Meat packer	920.887			60.00	71.0	4	Do.
	B	Clerk-Stenographer	202.388	$92	District of Columbia Public Welfare, WTOC, 921 Pennsylvania Ave., SE.				
		Clerk-Stenographer	202.388			47.00	40.0	2	Do.
	F	Clerk-typist	209.388	$75.48	U.S. Coast Guard, 1300 E St., NW.				
		Clerk-typist, GS–2	209.388			72.00	22.0	5	Do.
	H	Meat cutter	316.884	$70	Potomac Construction Co., Fairmont Heights, Md.				
		Construction laborer	862.884			47.00	40.0	2	Do.
	F	Meat wrapper	920.887	$60	Murry's Steaks, 403 Murry Ave., Alexandria, Va.				
		Meat packer	920.887			64.00	31.0	5	Mar. 29, 1967.
	G	Carpenter	860.381	$114.40	Georgetown University Hospital				
		Carpenter	860.381			65.00	57.0	4	Mar. 30, 1967.
	D	Brickmason	861.381	$120	Kidwell & Kidwell Construction Co., Box 566, Berwyn Station, Md.				
		Brickmason apprentice	861.381			72.00	71.0	5	Do.
	B	Brickmason	861.381	$120	do				
		Brickmason apprentice	861.381			53.00	71.0	3	Mar. 31, 1967.
	B	Clerk-typist	209.388	$82.09	Veteran's Administration, Office of Veterans Benefits.				
		Clerk-typist, GS–3	209.388			60.00	27.0	3	Do.
	F	6th class engineer	950.782	$70	Boys Club of Greater Washington, 261 17th St. SE.				
		6th class engineer	950.782			78.00	64.0	6	Mar. 27, 1967.
	C	Vocational assessment [12]	407.887	$88	Arlington National Cemetery, Fort Myer.				
		Landscape, laborer [12]	407.887						
Totals for the week, May 31, 1967				$85.43		58.42	50.2	72	19.
Cumulative through May 24, 1967				$75.19		49.03	30.7	1568	499.
Cumulative through May 31, 1967				$75.57		48.41	31.4	16.0	518.[19]

See footnotes at end of table, p. 2049.

WTOC trainee placement—Continued

WEEK ENDING MAR. 24, 1967

Name	Group	Job title	DOT	Weekly wage	Agency or firm	Training allowance	Weeks in training	Number of children	Date
	B	PBX operator [13]	235.862		Southeast Neighborhood House, 2283 Mt. View Pl. SE.	$53.00	70.0	3	Mar. 20, 1967.
		PBX operator, clerical assistant.	235.862	$91.73					
	F	Clerk-typist	209.388	75.48	Department of Commerce, Patent Office.	41.00	39.0	1	Do.
		Clerk-typist, GS-2	209.388						
	E	Clerk-typist	209.388	75.48	Military District of Washington, Civilian Personnel Office, Tempo C.	41.00	48.0	1	Do.
		Clerk-typist, GS-2	209.388						
	A	Keypunch operator	213.582	75.48	Treasury Department, Disbursement Center, 12th and E Sts. NW.	41.00	76.0	1	Mar. 21, 1967.
	B	Clerk-typist, GS-2	209.388						
		Clerk-typist	209.388	75.48	Veterans' Administration, Office of Veterans' Benefits, 2033 M St. NW.	75.00	70.0	8	Do.
		File clerk, GS-2	206.388						
Total for the week, Mar. 24, 1967				78.73		50.20	60.6	14	5.
Cumulative through Mar. 17, 1967				75.15		48.01	30.4	1554	494.
Cumulative through Mar. 24, 1967				75.19		48.03	30.7	1568	499.[19]

WEEK ENDING MAR. 17, 1967

	B	Clerk-typist	209.388	$75.48	Treasury Department, Claims Division, 1201 E St., NW.	$47.00	68.0	2	Mar. 7, 1967.
		Claims clerk, GS-2	209.388						
	G	Clerk-typist	209.388	$75.48	Department of Agriculture, Marketing and Consumer Service Tech. Serv. Br.	60.00	28.0	4	Mar. 8, 1967.
		Clerk-typist, GS-2	209.388						
	H	Clerk-typist	209.388	$75.48	Department of State, AID 411 23d St., NW.	41.00	21.0	1	Mar. 13, 1967.
		Clerk-typist, GS-2	209.388						
	G	Stationary Engineer	950.782	$90	YMCA, 1736 G St., NW	96.00	29.0	9	Do.
		Stationary Engineer	950.782						
	E	Clerk-typist	209.388	$82.09	GSA, Federal Supply Service Procurement Office, 18th and F Sts., NW.	47.00	47.0	2	Do.
		Clerk-typist, GS-3	209.388						
	B	Auto mechanic	620.281	$84	GSA, Federal Supply Depot, Suitland, Md.	72.00	68.0	5	Do.
		Custodial	381.887						
	G	Clerk-typist	209.388	$69.42	Federal Trade Commission, 6th and Pennsylvania Ave. NW.	47.00	29.0	1	Do.
		Messenger, GS-1	230.878						
	E	Clerk-typist	209.388	$75.48	Department of Buildings and Grounds, Personnel Office of Business Administration.	32.00	47.0	2	Mar. 15, 1967.
		Clerk-typist, GS-2	209.385						
	D	Auto mechanic	620.281		L. P. Steuart, 3399 Benning Rd. NE.	85.00	56.0	7	Mar. 17, 1967.
		Auto mechanic	620.281						

	B	Clerk-typist	209.388	$75.48	Treasury Department, Disbursement Center, 12th and E St. NW.	47.00	69.0	2	Mar. 20, 1967.
		Clerk-typist, GS-2	209.385						
Totals for the week Mar. 17, 1967				$76.29		57.40	46.2	35	10.
Cumulative through Mar. 10, 1967				$75.13		47.82	30.1	1,519	484.
Cumulative through Mar. 17, 1967				$75.15		48.01	30.4	1,554	494.[10]

WEEK ENDING MAR. 10, 1967

	A	Practical nurse	354.878	$74.80	Washington Hospital Center, 110 Irving St. NW.	$54.00	73.0	4	Mar. 6, 1967.
		Practical nurse	354.878						
	G	Clerk-typist	209.388	$75.48	Division of Veterans' Benefits, Veterans' Administration, 2033 M St. NW.	48.00	43.0	3	Do.
		Clerk-typist, GS-2	209.388						
	F	Clerk-typist	209.388	$75.48	Merchant Vessels Personnel, U.S. Coast Guard, 1300 E St. NW.	47.00	34.0	2	Do.
		Clerk-typist, GS-2	209.388						
	G	Clerk-typist	209.388	$75.48	Data Processing Division, U.S. Coast Guard, 1300 E St. NW.	53.00	43.0	3	Do.
		Clerk-typist, GS-2	209.388						
	H	Clerk-typist	209.388	$69.42	Department of Commerce, Patent Office, 15th and E Sts. NW.	54.00	19.0	4	Do.
		Clerk-typist, GS-1	209.388						
	H	Clerk-typist	209.388	$69.42	Department of Commerce, Patent Office, 15th and E Sts. NW.	37.00	19.0	1	Do.
		Clerk-typist, GS-1	209.388						
	H	Clerk-typist	209.388	$75.48	Department of Commerce, Patent Office, 15th and E St. NW.	53.00	19.0	3	Do.
		Clerk-typist, GS-2	209.388						
	H	Clerk-typist	209.388	$82.09	Veterans' Administration, Personnel Office, 810 Vermont Ave. NW.	47.00	19.0	1	Do.
		Clerk-typist, GS-3	209.388						
	H	Guard	872.868	$97.60	GSA, Navy Yard, Moving Section, 11th and M St. SE.	80.00	19.0	8	Do.
		Mover, WB-2, step 3	929.887						
	F	Keypunch operator	213.582	$65	Credit Bureau, 222 6th St NW.	53.00	34.0	3	Do.
		Keypunch operator	213.582						
	F	Clerk-typist	209.388	$75.48	DPW, Family and Child Services, 500 1st NW., DMT.	53.00	34.0	3	Mar. 8, 1967.
		Clerk-typist, GS-2	209.388						
	F	Nurse's aide	355.878	$60	Visiting Nurse's Association, 1842 Mintwood Pl. NW.	$60.00	37.0	4	Mar. 6, 1967.
		Health aide	168.168						
Total for the week, Mar. 10, 1967				$74.64		53.25	32.7	39	12.
Cumulative through Mar. 3, 1967				$78.42		47.68	30.0	1,480	472.
Cumulative through Mar. 10, 1967				$78.33		47.82	30.1	1,519	484.[3]

See footnotes at end of table, p. 2049.

WTOC trainee placement—Continued

WEEK ENDING MAR. 3, 1967

Name	Group	Job title	DOT	Weekly wage	Agency or firm	Training allowance	Weeks in training	Number of children	Date
	G	Clerk-typist	209.388	$75.48	Department of Public Health, Maternal and Infant Care Project, Bureau of Nursing.	$41.00	25.0	1	Feb. 27, 1967.
		Clerk-typist, GS-2	209.388						
	F	Clerk-typist	209.388	$69.42	Department of Commerce, Patent Office.	60.00	34.0	4	Do.
		Clerk-typist, GS-1	209.388						
	B	Clerk-typist	209.388	$75.48	Department of Public Health, Health Aide Program, Division of Occupation and Employee Health.	47.00	66.0	2	Do.
		Health aide, GS-2	209.388						
	F	Health aide	168.168	$75.48	do	47.00	34.0	2	Do.
		Health aide, GS-2	168.168						
	E	Book bindery	977.884	$69.42	do	60.00	43.0	4	Do.
		Health aide, GS-1	977.884						
	D	Clerk-typist	209.388	$75.48	D.P.H. Health Aide Progress Division of Occupation and Employee Health.	60.00	54.0	4	Do.
		Health aide, GS-2	209.388						
	G	Clerk-typist	209.388	$75.48	Registrar's Office, Veteran's Hospital, Veterans' Administration.	47.00	25.0	2	Do.
		Clerk-typist, GS-2	209.388						
	G	Clerk-typist	209.388	$92.80	U.S. Treasury Department, Stamp Division, Bureau of Engraving and Printing.	47.00	25.0	2	Do.
		Security processer, WB-2	209.388						
	E	Clerk-typist	209.388	$82.09	Department of Buildings and Grounds, Budgeting and Accounting Division.	47.00	43.0	2	Do.
		Clerk-typist, GS-3	209.388						
	H	Clerk-typist	209.388	$69.42	Department of Commerce, Patent Office.	27.00	18.0	5	Do.
		Clerk-typist, GS-1	209.388						
	H	Clerk-typist	209.388	$69.42	do	53.00	18.0	3	Do.
		Clerk-typist, GS-1	209.388						
	C	Clerk-typist	209.388	$75.48	Internal Revenue Service Exempt Organization and Pensions Trust Division.	65.00	59.0	5	Do.
		Clerk-typist, GS-2	209.388						
	E	Clerk-typist	209.388	$75.48	Internal Revenue Service Exempt Organization and Pensions Trust Division.	53.00	43.0	3	Do.
		Clerk-typist, GS-2	209.388						
	E	Clerk-typist	209.388	$75.48	Department of Commerce, Patent Office.	41.00	43.0	1	Do.
		Clerk-typist, GS-2	209.388						
	E	Clerk-typist	209.388	$75.48	do	53.00	43.0	3	Do.
		Clerk-typist, GS-2	209.388						
	B	Clerk-typist	209.388	$82.09	Veterans' Administration, Personnel Office, 810 Vermont Ave., NW.	60.00	66.0	4	Mar. 1, 1967.
		Clerk-typist, GS-3	209.388						
	B	Graphic aide	017.281	$80	M & M Associates, Inc., 1028 Connecticut Ave., NW.	41.00	66.0	1	Feb. 28, 1967.
		Graphic aide	017.281						
	E	Keypunch mechanic operator. [14]	213.582	$69.42	General Services Administration Payroll Division.	41.00	43.0	1	Feb. 27, 1967.

		Clerk-typist, GS–1	209.388						
	A	Telephone operator	235.862	$75	Institute of Modern Languages, 1666 Connecticut Ave., NW.	41.00	73.0	1	Mar. 3, 1967.
		Telephone operator	235.862						
Totals for the week Mar. 3, 1967				$74.65		49.00	43.2	50	19.
Cumulative through Feb. 24, 1967				$78.58		47.62	29.4	1430	453.
Cumulative through Mar. 3, 1967				$78.42		47.68	30.0	1480	472.[10]
		Job placements not counted:							
	E	Meat wrapper [8]	920.887	$75.48	D.P.H., Health Aide Program Division of Occupation and Employee Health.	53.00	46.0	3	Feb. 27, 1967.
		Health aide, GS–2	920.887						
	E	Clerk-typist [8]	209.388	$75.48	National War College Library, Fort McNair, Military District of Washington.	36.00	46.0	1	Do.
		General clerk, GS–2	209.388						

WEEK ENDING FEBRUARY 24, 1967

	E	Clerk-typist	209.388	$75.48	Department of Commerce, Patent Office.	$58.00	45.0	5	Feb. 20, 1967.
		Clerk-typist, GS–2	209.388						
	F	Practical Nurse	354.878	$74.80	Washington Hospital Center, 110 Irving St. NW.	69.00	34.0	7	Do.
		Practical Nurse	354.878						
	G	Clerk-typist	209.388	$82.09	DPW—Gale Clinic, 3d & Massachusetts Ave., NW.	8.00	41.0	1	Do.
		Clerk-typist, GS–3	209.388						
	D	Practical nurse	345.878	$74.80	Washington Hospital Center, 110 Irving St., NW.	54.00	53.0	4	Do.
		Practical nurse	345.878						
	E	Clerk-typist	209.388	$75.48	Department of Commerce, Patent Office.	47.00	45.0	3	Do.
		Clerk-typist, GS–2	209.388						
	E	Clerk-typist	209.388	$69.42	do	37.00	45.0	1	Do.
		Clerk-typist, GS–1	209.388						
	F	Clerk-typist	209.388	$69.42	do	47.00	34.0	3	Feb. 20, 1967.
		Clerk-typist, GS–1	209.388						
	E	Clerk-typist	209.388	$75.48	do	36.00	45.0	1	Do.
		Clerk-typist, GS–2	209.388						
	F	Clerk-typist	209.388	$75.48	Veterans' Administration, 810 Vermont Ave. NW.	70.00	34.0	7	Do.
		Clerk-typist, GS–2	209.388						
	G	Meatcutter	316.884	$96.21	Mirman Bro's., Inc., 320 E St. SW	59.00	41.0	4	Feb. 21, 1967.
		Meatcutter App	316.884						
	F	Clerk-typist	209.388	$75.48	Department of Navy, Bureau of Ships, 18th & Constitution Ave. NW.	42.00	34.0	2	Do.
		Clerk-typist, GS–2	209.388						
	H	Meat wrapper	920.887	$61.20	General Services Administration, 7th and D Sts. SW.	48.00	22.0	3	Do.
		Custodial laborer	381.887						
	A	Bindery worker	643.885	$70.00	Darsel Graphic Arts 6515 Chillum Pl. NW.	65.00	72.0	6	Feb. 23, 1967.
		Bindery worker	643.885						
Total for the week, Feb. 24, 1967				$75.03		49.23	41.9	47	13.[10]
Cumulative through Feb. 17, 1967				$78.68		47.57	29.0	1,383	440.
Cumulative through Feb. 24, 1967				$78.58		47.62	29.4	1,430	453.
		Other placements not counted:							
	D	Clerk-typist	209.388	$75.48	Department of Commerce, Patent Office.	43.00	53.0	2	Feb. 20, 1967.
		Clerk-typist, GS–2 [11]	209.388						

See footnotes at end of table, p. 2049.

WTOC trainee placement—Continued

WEEK ENDING FEBRUARY 17, 1967

Name	Group	Job title	DOT	Weekly wage	Agency or firm	Training allowance	Weeks in training	Number of children	Date
	E	Nurse's aide	355.878	$62.37	Children Hospital, 2125 13th St., NW.	$43.00	42.0	2	Feb. 13, 1967.
		Nurse's aide	355.878						
	B	Nurse's aide	355.878	$62.37	Children Hospital, 2125 13th St., NW.	37.00	61.0	1	Do.
		Nurse's aide	355.878						
	H	Clerk-typist	209.388	$75.48	Department of Commerce, Patent Office.	37.00	15.0	1	Do.
		Clerk-typist, GS–2	209.388						
	D	Barber	330.371	$110	Cunningham's Barber Shop, 1359 Savannah.	65.00	52.0	5	Do.
		Barber	330.371						
	H	Clerk-typist	209.388	$75.48	Department of Commerce, Patent Office.	43.00	15.0	2	Do.
		Clerk-typist GS–2	209.388						
	A	Barber	330.371	$50	Plaza Barber Shop 1308 Rhode Island Ave., NE.	30.00	69.0	2	Feb. 13, 1967.
		Barber	330.371						
	A	Stationary engineer	950.782	$72	Board of Education Building Operations Section.	81.00	59.0	8	Do.
		Laborer, custodian	381.887						
	F	Stationary engineer	950.782	$73.76	American Security & Trust Co. 15th & Pennsylvania.	70.00	33.0	6	Do.
		Stationary engineer	950.782						
	C	Barber	330.371	$55	Manor Park Barber Shop, 6220 3d NW.	54.00	55.0	3	Feb. 14, 1967.
		Barber	330.371						
	G	Drapery mechanic	299.884	$64	Redwood Electric Co., Beltsville, Md.	43.00	25.0	2	Feb. 15, 1967.
		Electrician's helper	829.887						
	A	Auto mechanic	620.281	$67	Market Tire Co., 114 M St., SE	48.00	72.0	2	Do.
		Auto meachnic	620.281						
	F	Electrician apprentice	829.887	$70	Redwood Electric Co., Beltsville, Md.	54.00	33.0	3	Feb. 16, 1967.
		Electrician apprentice	829.887						
	G	Electrician apprentice	829.887	$70.00	Redwood Electric Co., Beltsville, Md.	65.00	25.0	5	Feb. 16, 1967.
		Electrician apprentice	829.887						
Total for the week Feb. 17, 1967				$69.80		52.00	42.5	42	13.[16]
Cumulative through Feb. 10, 1967				$78.95		47.44	28.6	1341	427.[16]
Cumulative through Feb. 17, 1967				$78.68		47.57	29.0	1383	440.
(Totals through Feb. 10, 1967 have been adjusted as a result of the yearend internal audit.)									
	C	Clerk-typist [16]	209.388	$75.48	Department of Public Health, Health Aide.				Feb. 13, 1967.
		Clerk-typist	209.388						
	F	Seamstress [17]	782.884	$54.80	National Linen Service, Alexandria, Va.				Feb. 15, 1967.
		Seamstress	782.884						

	D	Clerk-typist	209.388	$69.42	Department of Interior, National Park Service.	$58.00	50	5	Jan. 30, 1967.
		Clerk-typist, GS-1	209.388						
	H	Clerk-typist	209.388	$69.42	Department of Commerce, Patent Office.	37.00	14	1	Feb. 6, 1967.
		Clerk-typist, GS-1	209.388						
	H	Clerk-typist	209.388	$69.42	do	43.00	14	2	Do.
		Clerk-typist, GS-1	209.388						
	D	Clerk-typist	209.388	$75.48	do	39.00	51	6	Do.
		Clerk-typist, GS-2	209.388						
	H	Clerk-typist	209.388	$69.42	do	43.00	14	2	Do.
		Clerk-typist, GS-1	209.388						
	F	Clerk-typist	209.388	$69.42	Department of Commerce, Patent Office (drafting).	37.00	33	1	Do.
		Clerk-typist, GS-1	209.388						
	E	Electrician apprentice	829.887	$70	G & E Electric, 7100 Baltimore Ave., College Park, Md.	37.00	42	1	Do.
		Electrician apprentice	829.887						
	F	Teacher elementary school		$82.09	Library of Congress, Catalog Division.	54.00	33	4	Do.
		File clerk and arranger (library).	249.368						
	C	Beautician	332.271	$50	Juliet Coiffeurs, 736 13th St. NW	48.00	56	3	Feb. 7, 1967.
		Beauty operator	332.271						
	A	File clerk	206.388	$70	American Security & Trust Co., 15th and Pennsylvania Ave., NW.	48.00	65	3	Do.
		IBM Proofreader	217.388						
	D	Barber	330.371	$55	Thompson Barber Shop, 517 Florida Ave., NW.	64.00	51	3	Do.
		Barber	330.371						
	C	Barber	330.371	$85	Swann Barber Shop, 413 H St., NE.	43.00	56	1	Do.
		Barber	330.371						
	E	Electrician's Apprentice	829.887	$105.20	National Capital Housing Authority, 1000 12th St., SE.	43.00	42.0	5	Feb. 6, 1967.
		Electrician's Apprentice	829.887						
	F	Keypunch operator	213.582	$75.48	Veterans' Administration, Administrative Services.	43.00	33.0	2	Feb. 8, 1967.
		Clerk typist, GS-2	209.388						
Total for the week Feb. 10, 1967				$72.52		45.50	39.6	39	14.[19]
Cumulative through Feb. 3, 1967				$78.72		47.31	28.2	1334	424.
Cumulative through Feb. 10, 1967				$78.52		47.25	28.6	1373	438.
	D	Auto mechanic [18]	620.884	$84.00	Market Tire, 2214 University Blvd., Langley Park, Md.	59.00	51.0	4	Feb. 10, 1967.
		Auto mechanic [18]	620.884						
		Janitor [19]	382.884	$60	YMCA, 1736 6th St., NW				Do.

See footnotes at end of table, p. 2049.

W TOC trainee placement—Continued

Name	Group	Job title	DOT	Weekly wage	Agency or firm	Training allowance	Weeks in training	Number of children	Date
	D	Nurse's Aide	355.878	$48.00	Amy Joy Donut Shop 2201—N.Y. Ave., NE.	$37.00	50.0	1	Jan. 25, 1967.
		Waitress	311.878						
	C	Clerk-typist	209.388	$75.48	Veterans' Administration, Administrative Service.	48.00	54.0	3	Jan. 30, 1967.
		Clerk, GS-2	209.385						
	D	Auto Mechanic	620.884	$80	Sears Roebuck & Co. 2845 Ala. Ave., SE.	75.00	50.0	7	Do.
		Auto mechanic	620.884						
	A	Clerk-typist	209.388	$75.48	Department of Commerce, Patent Office.	26.00	65.0	4	Do.
		Clerk-typist, GS-2	209.385						
	F	Clerk-typist	209.388	$75.48	Treasury Dept., International Oper. Collections Division.	47.00	30.0	3	Do.
		Clerk-typist, GS-2	209.388						
	G	Dietary cook	313.381	$55	Jacks Delicatessen, 1818—7th St., NW.	37.00	23.0	1	Do.
		Cook	313.381						
	F	Clerk-typist	209.388	$82.09	D.C. Bd. of Education Wormley Adm. Bldg.	43.00	30.0	2	Jan. 31, 1967.
		Clerk-typist, GS-3	209.388						
	G	Teacher's aid	099.228	$79.61	Liberty Day Care Ctr. 527 Kentucky Ave., S.E.	54.00	23.0	3	Feb. 1, 1967.
		Teacher's aid	099.228						
	C	Auto mechanic	620.884	$80	Mid-City Auto Sales 1401 R.I. Ave., N.E.	65.00	54.0	5	Feb. 1, 1967.
		Auto mechanic	620.884						
		Janitor [2]	382.884	$60	Space Cleaners, 2013 Eye St., N.W.				Jan. 30, 1967.
Total for the week Feb. 3, 1967				$72.35		48.00	42.1	29	9, [19]
Cumulative through Jan. 27, 1967				$78.86		47.29	27.9	1305	415.
Cumulative through Feb. 3, 1967				$78.72		47.31	28.2	1334	424.
WEEK ENDING JAN. 27 1967									
	A	Clerk-typist	209.388	$75.48	Finance and Accounting Office, Ft. Myer, Va.	$48.00	64.0	3	Jan. 18, 1967.
		Clerk-typist, GS-2	209.388						
	F	Stationary engineer	950.782	$84.40	Department of Public Health, 451 Indiana Ave. NW.	54.00	30.0	3	Jan. 23, 1967.
		Plumber helper	862.884						
	A	Nursery aide	092.228	$55	Playmate Nursery, 1000 South Carolina Ave., SE.	42.00	64.0	3	Do.
		Nursery aide	092.228						
	F	Clerk-typist	209.388	$65	Hospitality House Inc., 507 Florida Ave., NE.	43.00	30.0	1	Jan. 27. 1967,
		Clerk-typist	209.388						
Total for the week Jan. 27, 1967				$69.97		46.75	47.0	10	4. [19]
Cumulative through Jan. 20, 1967				$78.95		47.30	27.7	1295	411.
Cumulative through Jan. 27, 1967				$78.86		47.29	27.9	1305	415.

WEEK ENDING JAN. 20, 1967

	F	Clerk-typist	209.388	$75.48	Department of Navy, Purchasing Office, Contract Administration Division.	$53.00	27.0	4	Jan. 9, 1967.
		Clerk-typist, GS-2	209.388						
	A	Upholsterer	780.884	$60.00	District Theatres, 3313 14th St. NW	53.00	58.0	3	Jan. 12, 1967.
		Upholsterer	780.884						
	C	Clerk-typist	209.388	$75.48	Department of Commerce, Patent Office.	43.00	53.0	2	Jan. 16, 1967.
		Clerk-typist, GS-2	209.388						
	D	Clerk-typist	209.388	$75.48	do	43.00	48.0	2	Do.
		Clerk-typist, GS-2	209.388						
	F	Health aide	237.368	$75.48	Northwest Central Clinic, 13th and Upshur Sts. NW.	65.00	30.0	5	Jan 16, 1967.
		Health aide, GS-2	237.368						
	A	Clerk-typist	209.388	$75.48	Department of Agriculture, Forestry Service.	37.00	51.0	1	Do.
		Clerk-typist, GS-2	209.388						
	E	Neighborhood worker [21]	195.108	$85	Urban Systems, Inc., 2025 Nichols Ave., SE.	37.00	38.0	1	Jan. 18, 1967.
		Secretary	201.368						
	G	Restroom attendant	358.878	$60	Morris Cafritz Memorial Hospital	43.00	20.0	2	Jan. 19, 1967.
		Maid, hospital	323.887						
	F	Meat-cutter apprentice	316.884	$100	Cafe Burgundy, 5031 Connecticut Ave. NW.	48.00	30.0	2	Do.
		Cook, restaurant	313.381						
Total for the week, Jan. 20, 1967.				$75.86		48.12	38.0	21	8.[18]
Cumulative through Jan. 13, 1967.				$79.01		47.28	27.5	1274	403.
Cumulative through Jan. 20, 1967.				$78.95		47.30	27.7	1295	411.

WEEK ENDING JAN. 13, 1967

	D	Library assistant	249.368	$75.48	District of Columbia Public Library, 499 Pennsylvania Ave., NW.	$47.00	44.0	3	Jan. 3, 1967.
		Library assistant, GS-2	249.368			53.00	35.0	4	Jan. 9, 1967.
		Clerk-typist	209.388	$75.48	National Capital Housing Authority.				
		Clerk-typist, GS-2	209.388			50.00	39.5	7	2.[19]
Total for the week, Jan. 13, 1967				$75.48		47.27	27.4	1,267	401.
Cumulative through Jan. 6, 1967				$79.03		47.28	27.5	1,274	403.
Cululative through Jan. 13, 1967				$79.01					

See footnotes at end of table, p. 2049.

WTOC trainee placement—Continued

WEEK ENDING JAN. 6, 1967

Name	Group	Job title	DOT	Weekly wage	Agency or firm	Training allowance	Weeks in training	Number of children	Date
	C	Clerk-typist	209.388	$75.48	Patent Office, Department of Commerce.	$53.00	52.0	4	Jan. 3,1967.
		Clerk-typist GS-2	209.388						
	A	Clerk-typist	209.388	$82.09	Grantor-Grantee & Partnership unit, Recorder of Deeds, D.C.	59.00	64.0	5	Do.
		Clerk-typist GS-3	209.388						
	D	Clerk-typist	209.388	$75.48	Patent Office, Department of Commerce.	53.00	43.0	4	Do.
		Clerk-typist GS-2	209.388						
	A	Keypunch operator	213.582	$120	Buchanan, Inc., 1 Thomas Circle NW.	53.00	64.0	4	Do.
		Keypunch operator	213.582						
	E	Keypunch operator	213.582	$120	do	36.00	28.0	1	Do.
		Keypunch operator	213.582						
	G	Keypunch operator	213.582	$120	do	53.00	19.0	4	Do.
		Keypunch operator	213.582						
	G	Keypunch operator	213.582	$120	do	47.00	19.0	3	Do.
		Keypunch operator	213.582						
	G	Keypunch operator	213.582	$120	do	36.00	19.0	1	Do.
		Keypunch operator	213.582						
	G	Keypunch operator	213.582	$120	do	58.00	19.0	5	Do.
		Keypunch operator	213.582						
	G	Keypunch operator	213.582	$120	do	53.00	19.0	4	Do.
		Keypunch operator	213.582						
	G	Keypunch operator	213.582	$120	do	47.00	19.0	3	Do.
		Keypunch operator	213.582						
	G	Keypunch operator	213.582	$120	do	57.00	19.0	4	Do.
		Keypunch operator	213.582						
	G	Keypunch operator	213.583	$120	do	47.00	19.0	3	Do.
		Keypunch operator	213.582						
	C	Keypunch operator	213.582	$120	do	43.00	52.0	2	Do.
		Keypunch operator	213.582						
	G	Clerk-typist	209.388	$120	do	47.00	19.0	3	Do.
		Keypunch operator	213.582						
Total for the week Jan. 6, 1967				$111.54		49.20	31.6	50	15.[10]
Cumulative through Dec. 30, 1966				$77.77		47.20	27.2	1217	386.
Cumulative through Jan. 6, 1967				$79.03		47.27	27.4	1267	401.
	D	Auto mechanic helper	620.884	$100	Lee D. Butler, Lincoln-Mercury, Inc., 1101 21st St. NW.	59.00	42.0	4	Dec. 27, 1966.
		Auto mechanic helper	620.884						
	C	Offset pressman	651.782	$80	Darsel Graphic Arts, 6512 Chillum Pl. NW.	64.00	50.0	5	Do.
		Offset pressman	651.782						

	B	Clerk-typist	209.388	$75.48	Department of Navy, Bureau of Ships, 18th and Constitution Ave. NW.	37.00	57.0	1	Do.
		Clerk-typist, GS-2	209.388						
	D	Clerk-typist	209.388	$75.48	Patent Office, Department of Commerce.	53.00	42.0	4	Do.
		Clerk-typist, GS-2	209.388						
	D	Clerk-typist	209.388	$75.48	do	42.00	42.0	2	Do.
		Clerk-typist, GS-2	209.388						
	F	Clerk-typist	209.388	$75.48	do	43.00	27.0	2	Do.
		File clerk GS-2	206.388						
	E	Cameraman-stagehand	963.887	$67.60	Division of General Services, Office of the Secretary, HEW.	48.00	37.0	2	Dec. 29, 1966.
		Laborer, WB-1	590.887						
Total for the week Dec. 30, 1966				$78.50		49.43	42.4	20	7.[19]
Cumulative through Dec. 23, 1966				$77.76		47.16	26.9	1197	379.[19]
Cumulative through Dec. 30, 1966				$77.77		47.20	27.2	1,217	386.[19]

WEEK ENDING DEC. 23, 1966

	G	Clerk-typist	209.388	$75.48	Department of Labor, National Youth Corps.	$37.00	16.0	1	Dec. 12, 1966.
		Clerk-typist, GS-2	209.388						
	F	Meatcutter	316.884	$100	Washington Beef & Provision Co., 1248 4th St. NE.	67.00	44.0	7	Dec. 15, 1966.
		Meatcutter	316.884						
	C	Dietary aide	319.138	$60	Suburban Hospital, 8600 Old Georgetown Rd., Bethesda, Md.	42.00	40.0	2	Dec. 18, 1966.
		Dietary aide	319.138						
	E	Photostat operator	979.382	$70	Cooper-Trent, Inc., 1130 19th St. NW.	85.00	32.0	9	Dec. 19, 1966.
		Photostat operator	979.382						
	G	Clerk-typist	209.388	$75.48	Department of Commerce, Patent Office.	54.00	13.0	4	Do.
		Clerk-typist, GS-2	209.388						
	A	Kitchen helper [21]	318.887	$54.80	Washington Hilton Hotel				Do.
	C	Laborer, WB-2 [21]	381.887	$81.60	MDW, post commissary				Dec. 12, 1966.
Total for the week, Dec. 23, 1966				$76.27		57.00	29.0	23	5.[19]
Cumulative through Dec. 16, 1966				$77.79		47.03	26.9	1,174	374.[19]
Cumulative through Dec. 23, 1966				$77.76		47.16	26.9	1,197	379.[19]

See footnotes at end of table, p. 2049.

WTOC trainee placement—Continued

WEEK ENDING DEC 16, 1966

Name	Group	Job title	DOT	Weekly wage	Agency or firm	Training allowance	Weeks in training	Number of children	Date
	D	Stationary engineer	950.782	$84	Washington Beef & Provision Co.	$43.00	39.0	2	Nov. 18, 1966.
		Porter	381.887						
	A	Clerk-typist	209.388	$75.48	MDW—Finance and Accounts Office, Finance and Accounts Division.	58.00	62.0	5	Dec. 5, 1966.
		Clerk-typist, GS–2	209.388						
	A	Clerk-typist	209.388	$75.48	MDW—U.S. Army Service Center, Passport Branch.	52.00	62.0	5	Dec. 6, 1966.
		Clerk-typist, GS–2	209.388						
	A	Electrician's helper	829.887	$95	Urban League, Neighborhood Development Center.	59.00	63.0	4	Dec. 12, 1966.
		Neighborhood worker	195.108						
	A	Clerk-typist	209.388	$75.48	Department of Public Welfare, Public Assistance Service.	43.00	63.0	2	Do.
		Clerk-typist, GS–2	209.388						
	F	Medical assistant	079.368	$80	Northeast Medical Center, 1806 D St. NE.	47.00	26.0	3	Do.
		Medical assistant	079.368						
	B	Clerk-typist	209.388	$75.48	DPW Transcribing Unit, Field Administration Office.	58.00	54.0	4	Do.
		Clerk-typist, GS–2	209.388						
	C	Painter's helper	840.887	$76.80	Washington Hilton Hotel, Engineer Division.	58.00	49.0	4	Do.
		Porter	381.887						
	F	Clerk-typist	209.388	$69.42	Department of Commerce, Weather Bureau.	36.00	24.0	1	Dec. 14, 1966.
		Clerk-typist, GS–1	209.388						
	E	Clerk-typist	209.388	$75.48	HEW, Office of the Secretary, Library Division.	48.00	38.0	3	Do.
		Clerk-typist, GS–2	209.388						
WEEK ENDING DEC. 9, 1966									
	E	Keypunch operator	213.582	$82.09	District of Columbia Government, Department of Motor Vehicles.	$53.00	28.0	4	Nov. 21, 1966.
		Keypunch operator, GS–3	213.582						
	G	Clerk-typist	209.388	$75.48	Department of Agriculture, Marketing and Conservation Division.	42.00	12.0	2	Dec. 5, 1966.
		Clerk-typist, GS–2	209.388						
	D	Clerk-typist	209.388	$75.48	Information Division, Marketing and Consumer Service Department of Agriculture.	48.00	38.0	3	Do.
		Clerk-typist, GS–2	209.388						
	E	Clerk-typist	209.388	$69.42	DPW and FAB Family and Child Service.	43.00	38.0	2	Do.
		Clerk-typist, GS–1	209.388						
	A	Draftsman apprentice	017.281	$75.48	Army Map Service, care of Personnel Division.	48.00	60.0	3	Do.
		Draftsman trainee, GS–2	017.281						
	E	Clerk-typist	209.388	$69.42	DPW and FAB Family and Child Service.	37.00	26.0	1	Do.
		Clerk-typist, GS–1	209.388						
	C	Clerk-typist	209.388	$69.42	do	43.00	46.0	2	Do.
		Clerk-typist, GS–1	209.388						
	C	Clerk-typist	209.388	$69.42	do	37.00	46.0	1	Do.
		Clerk-typist, GS–1	209.388						
	C	Clerk-typist	209.388	$69.42	do	43.00	46.0	2	Do.
		Clerk-typist, GS–1	209.388						
	F	Offset press operator	651.835	$97.20	District of Columbia Government Department of Buildings and Grounds.	43.00	23.0	1	Do.
		Plasterer's helper	842.887						

	C	Clerk-typist	209.388	$82.09	Government Printing Office, Administration and Accounting Section.	37.00	46.0	1	Dec. 6, 1966.
		General clerk, GS-3	219.388						
	C	Clerk-typist	209.388	$75.48	DPW, Transcribing Unit, Field Administration Office.	48.00	46.0	3	Dec. 7, 1966.
		Clerk-typist, GS-2	209.388						
	E	Mechanic's helper	620.884	$90	L. D. Butler Lincoln-Mercury, 1101 21st St. NW.	69.00	32.0	6	Dec. 15, 1966.
		Mechanic's helper	620.884			69.00	32.0	6	Dec. 15, 1966 [1]
Totals for the week Dec. 16, 1966				$79.32		51.00	46.5	39	11.
Cumulative through Dec. 9, 1966				$77.75		46.89	26.4	1,135	363.
Cumulative through Dec. 16, 1966				$77.79		47.03	26.9	1,174	374.
	C	Auto Parts clerk	291.388	$91	Sherman Distributors, 2412 Linden Lane, Silver Spring, Md.	64.00	46.0	5	Dec. 6, 1966.
		Warehouseman	922.887						
Totals for the week Dec. 9, 1966				$77.03		45.07	38.5	30	13.
Cumulative through Dec. 2, 1966				$77.78		46.96	25.9	1,105	350.[34]
Cumulative through Dec. 9, 1966				$77.75		46.89	26.4	1,135	363.

WEEK ENDING DEC. 2, 1966

	D	Barber	330.371	$80	Allens Paint Store, 111 19th St., NW.	$69.00	39.9	6	Nov. 14, 1966.
		Painter	840.781						
	B	Clerk-typist	209.388	$66	American Research Bureau, Ammendale Rd., Beltsville, Md.	37.00	52.0	1	Nov. 16, 1966.
		Verifier (file clerk)	200.388						
	E	Bindery woman	643.885	$97.60	U.S. Post Office, North Capitol and Massachusetts.	48.00	30.0	3	Nov. 26, 1966.
		Substitute mail handler	239.587						
	F	Neighborhood worker	195.108	$91.73	Southwest Neighborhood Development Center, 1307 South Capitol St., SW.	59.00	20.0	5	Nov. 28, 1966.
		Neighborhood worker	195.108						
	C	Clerk-typist	209.388	$75.48	Department of Public Welfare, Family and child service.	43.00	43.0	2	Do.
		Clerk-typist, GS-2	209.388						
	C	Clerk-typist	209.388	$75.48	Department of Commerce, Patent Office.	43.00	43.0	2	Do.
		Clerk-typist, GS-2	209.388						
	E	Meatcutter	316.884	$105.20	Post Commissary, Fort Myer, Va.	48.00	32.0	2	Nov. 29, 1966.
		Meatcutter apprentice	316.884						
	E	Neighborhood worker	195.108	$91.73	Congress Heights Neighborhood Development Center, 3511 Willow Rd., SE.	70.00	32.0	6	Nov. 30, 1966.
		Neighborhood worker	195.108						
	F	Sheetmetal worker	804.281	$80	Northwest Sheetmetal 5000 Nicholson Court, Rockville, Md.	76.00	20.0	7	Dec. 2, 1966.
		Sheetmetal apprentice	804.281						
	D	Dental assistant	079.378	$70	Dr. Lloyd Goldstein, 915 19th St., NW.	48.00	38.0	3	Nov. 28, 1966.
		Dental assistant	079.378						
	A	Clerk-typist	209.388	$75.48	Fort McNair	52.00	52.0	3	Sept. 3, 1966.
		Clerk-typist, GS-2	209.388						
	F	Meat wrapper [23]	920.887	$44	Giant Food, 1525 Good Hope Rd., SE.	54.00	20.0	3	Dec. 3, 1966.
		Meat wrapper	920.887						
	F	Clerk-typist [24]	209.388	$126	Roscoe Ajax Co., 1107 19th St., NW.	48.00	20.0	2	Nov. 21, 1966.
		Dry wall applicator	842.884						
Current				$77.73		54.45	35.5	40	11.
Prior				$73.61		46.70	25.7	1060	337.
Cumulative to date				$73.74		46.94	26.0	1100	348.

See footnotes at end of table, p. 2049.

WTOC trainee placement—Continued

WEEK ENDING NOV. 25, 1966

Name	Group	Job title	DOT	Weekly wage	Agency or firm	Training allowance	Weeks in training	Number of children	Date
.....	A	Clerk-typist	209.388	$82.09	Department of HEW, Bureau of Family Services, Personnel Management Branch.	$36.00	59	1	Nov. 21, 1966.
		Clerk-typist, GS-3	209.388						
.....	C	Clerk-typist	209.388	$75.48	Veterans' Administration, Construction Department.	31.00	41	4	Do.
		Clerk-typist, GS-2	209.388						
.....	D	Carpenters' helper	860.887	$86	Georgetown University, physical plant.	69.00	40	8	Do.
		Carpenters' helper	860.887	$86					
.....	E	Clerk-typist	209.388	$75.48	District of Columbia Government, DPW, FAB, District of Columbia Village.	53.00	32	4	Do.
		Clerk-typist, GS-2	209.388						
.....	H	Auto mechanic (remedial education only).	620.281	$100	National Capitol Housing Authority.	70.00	4	6	Do.
		Mechanic, general helper	950.782						
.....	B	Clerk-typist	209.388	$75.48	District of Columbia Government, Department of Public Health.	54.00	49	4	Do.
		Clerk-typist, GS-2	209.388						
.....	A	Auto mechanic helper	950.782	$75	L. P. Steuart, 1440 P Street, NW	43.00	59.0	2	Nov. 21, 1966.
		Auto mechanic helper	950.782						
.....	D	Clerk-typist	209.388	$69.42	U.S. Army Materiel Command, Personnel and Training, Civilian Personnel Office.	36.00	40.0	1	Nov. 2, 1966.
		Clerk-typist, GS-1	209.388						
Average totals for the current week				$78.99		46.14	40.6	22	7.
Cumulative through Nov. 18, 1966				$73.50		46.72	25.4	1,038	330.
Cumulative through Nov. 25, 1966				$73.61		46.70	25.7	1,060	337.

WEEK ENDING NOV. 18, 1966

.....	F	Nursing assistant	355.878	$60	George Washington Hospital	$47.00	21.0	3	Nov. 19, 1967.
		Orderly, hospital	355.878						
.....	B	Clerk-typist	209.388	$75.48	Department of Public Welfare, Family and Child Service, Public Assistance Division.	45.00	52.0	4	Nov. 14, 1966.
		Clerk-typist, GS-2	209.388						
.....	E	Stationary engineer	950.782	$97.20	District of Columbia Government, Department of Buildings and Grounds.	59.00	28.0	5	Do.
		Building operation and maintenance.	950.782						
.....	D	Drapery seamstress	785.381	$50	Adele's Draperies, 3424 18th St. NE.	16.00	36.0	1	Do.
		Drapery seamstress	785.381						
.....	E	Electrician helper	829.887	$72.50	Georgetown University Hospital	37.00	28.0	1	Do.
		Electrician helper	829.887						
.....	D	Stationary engineer	950.782	$69.60	District of Columbia Government, Department of Buildings and Grounds.	70.00	36.0	7	Do.
		Laborer, WB-2	381.887						

	B	Key punch operator	213.582	$72	National Education Association	53.00	52.0	4	Do.
		Key punch operator	213.582						
	A	Clerk-typist	209.388	$75.48	Veterans' Administration, Processing and Records.	70.00	58.0	7	Nov. 15, 1966.
		Clerk-typist, GS-2	209.388						
	C	Cosmetologist	332.271	$42 commission	Brown's Beautyrama, 1321 H St. NE.	48.00	40.0	3	Do
		Cosmetologist	332.271						
	G	Remedial education only	99	$73.20	Department of Sanitation, City of Alexandria.	47.00	8.0	3	Nov.17, 1966.
		Laborer	929.887						
Current				$18.75		49.20	35.9	38	10.[18]
Cumulative through Nov. 11, 1966				$73.65		46.65	25.1	1,000	320.[18]
Cumulative through Nov. 18, 1966				$73.50		46.72	25.4	1,038	330.[19]

WEEK ENDING NOV. 11, 1966

	D	Clerk-typist	209.388	$69.43	Army Materiel Command	$43.00	36.0	2	Nov. 7, 1966.
		Clerk-typist, GS-1	209.388						
	E	Clerk-typist	209.388	$75.48	Department of Commerce, Patent Office.	58.00	26.0	5	Do.
		Clerk-typist, GS-2	209.388						
	B	Clerk-typist	209.388	$75.48	Department of Army, TAGO, The Adjutant General Office.	43.00	48.0	2	Do.
		Clerk-typist, GS-2	209.388						
	B	Clerk-typist	209.388	$75.48	do	43.00	48.0	2	Do.
		Clerk-typist, GS-2	209.388						
	D	Clerk-typist	209.388	$75.48	do	36.00	36.0	1	Do.
		Clerk-typist, GS-2	209.388						
	D	Clerk-typist	209.388	$105.60	U.S. Post Office, Massachusetts and North Capitol.	47.00	36.0	3	Do.
		Substitute postal clerk	232.368						
	E	Clerk-typist	209.388	$75.48	Bureau of Licenses and Inspections, License and Permit Section.	53.00	26.0	4	Do.
		Clerk-typist, GS-2	209.388						
	D	Clerk-typist	209.388	$75.48	Veterans' Administration, Recruiting and Placement Service.	37.00	26.0	1	Nov. 8, 1966.
		Clerk-typist, GS-2	209.388						
	A	File clerk	206.388	$50	S. Kann's Department Store	47.00	56.0	3	Do.
		Wrapper, gift	920.887						
	D	Barber	330.371	$75 [20]	Tibbs Barber Shop, 5th and N Sts. NW.	37.00	36.0	1	Do.
		Barber	330.371						
	F	Clerk-typist	209.388	$69.42	Department of Navy, Administration and Management Section, Bureau of Naval Personnel.	37.00	15.0	1	Oct. 10, 1966.
		Clerk-typist, GS-1	209.388						
	G	Clerk-typist	209.388	$105.60	Main Post Office, North Capital and Massachusetts Ave.	54.00	12.0	4	Oct. 31, 1966.
		Substitute clerk-carrier	232.368						
Average totals for the current week				$77.33		44.58	33.4	29	12.[18]
Cumulative through Nov. 4, 1966				$73.50		46.74	24.8	971	308.[19]
Cumulative through Nov. 11, 1966				$73.65		46.65	25.1	1000	320.[19]

See footnotes at end of table, p. 2049.

W TOC trainee placement—Continued

WEEK ENDING NOV. 4, 1966

Name	Group	Job title	DOT	Weekly wage	Agency or firm	Training allowance	Weeks in training	Number of children	Date
	B	Clerk-typist	209.388	$75.48	Selective Service System, Administrative Division.	$47.00	47.0	3	Oct. 31, 1966.
		Clerk-typist, GS-2	209.388						
	F	Clerk-typist	209.388	$75.48	Department of Public Welfare, WTOC.	42.00	17.0	2	Do.
		Clerk-typist, GS-2	209.388						
	B	Clerk-typist	209.388	$75.48	Department of Commerce, Patent Office.	53.00	47.0	4	Do.
		Clerk-typist, GS-2	209.388						
	F	Alteration seamstress	785.381	$50	Loften Tailors, 622 5th St. NW	29.00	17.0	2	Do.
		Alteration seamstress	785.381						
	D	Barber	330.371	$80	Tibbs Barber Shop, 5th and N Sts. NW.	70.00	34.0	6	Nov. 1, 1966.
		Barber	330.371						
	A	Clerk-typist	209.388	$75.48	Civil Service Commission, Fiscal Insurance Division.	48.00	56.0	3	Do.
		Clerk-typist, GS-2	209.388						
	E	Cosmetology instructor	097.228	$45	Metropolitan School of Beauty	37.00	21.0	1	Oct. 31, 1966.
		Cosmetology instructor	097.228						
	C	Upholstery seamstress	787.782	$50	Mrs. Margaret McNeil, 3626 New Hampshire Ave. NW.	16.00	40.0	4	Do.
		Slip cover seamstress	787.782						
	C	Clerk-typist	209.388	$74.48	Department of Commerce, Patent Office.	47.00	40.0	3	Do.
		Clerk typist, GS-2	209.388						
	E	Nurses aide	355.878	$51.50	Mar Salle Nursing Home	47.00	21.0	3	Nov. 1, 1966.
		Nurses aide	355.878						
		Pastry cook	313.381		Officers club				
	C	Seamstress	785.381	$96.80	Clothing and Equipment Shop, Post Quartermaster, Fort Myer, Va.	53.00	40.0	4	Do.
		Seamstress, WB-4	785.381						
Current week				$68.30		46.00	32.5	38	12.
Cumulative, week, Oct. 28, 1966				$73.72		46.78	24.5	933	296.
Cumulative, week, Nov. 4, 1966				$75.50		46.74	24.8	971	308.

WEEK ENDING OCT. 28, 1966

	D	Stationary engineer	950.782	$96.80	District of Columbia government, Department of Buildings and Grounds.	$69.00	36.0	6	Oct. 24, 1966.
		Operator engineer	950.782						
	D	Dental assistant	079.378	$108	U.S. Post Office	37.00	36.0	1	Do.
		Postal clerk	232.368						
	D	Offset press operator	651.782	$75.48	Post Headquarters, Fort McNair	84.00	36.0	9	Do.
		Messenger, GS-2	230.878						
	E	Clerk-typist	209.388	$69.42	Department of Public Welfare, WTOC.	37.00	24.0	1	Do.
		Clerk-typist, GS-1	209.388						

	B	Clerk-typist	209.388	$75.48	Department of Agriculture, Foreign Development and Trade Division.	46.00	47.0	6	Oct. 25, 1966.
		Clerk-typist, GS-2	209.388			28.00	18.0	4	Oct. 26, 1966.
	F	Clerk-typist	209.388	$75.48	U.S. Civil Service Commission, Examining Division.	42.00	24.0	2	Do.
		Clerk-typist, GS-2	209.388						
	C	Clerk-typist	209.388	$75.48	do	47.00	40.0	3	Oct. 28, 1966.
		Clerk-typist, GS-2	209.388			53.00	40.0	4	Do.
	C	Clerk-typist	209.388	$75.48	DPW, Family and Child Service, 501 1st. St., NW.	58.00	40.0	5	Do.
		Clerk-typist, GS-2	209.388						
	C	Clerk-typist	209.388	$82.09	do	50.10	34.1	41	10.[19]
		Clerk-typist, GS-3	209.388			46.67	24.2	892	287.[19]
	C	Clerk-typist	209.388	$75.48	DPW, Field Administration Branch, 501 1st. St., NW.	46.78	24.5	933	296.[19]
		Clerk-typist, GS-2	209.388						
Totals for the week Oct. 21, 1966				$80.92					
Cululative through Oct. 14, 1966				$73.47					
Cululative through Oct. 21, 1966				$73.72					

WEEK ENDING OCT. 21, 1966

	C	Clerk-typist	209.388	$60	Home for the Incurables	$60.00	38.0	1	Aug. 15, 1966.
		Dietary aide	355.878			53.00	16.0	3	Oct. 17, 1966.
	F	Electrician helper	829.887	$67	Capital Electric Co., 3408 52d Ave., Blandensburg, Md.	35.00	48.0	2	Do.
		Electrician helper	829.887						
	B	File clerk II	206.388	$75.48	Department of Agriculture, Forest Economics and Marketing Research, Forestry Service.	43.00	27.0	2	Do.
		File clerk, GS-2	206.388						
	E	Nursery aide	359.878	$79.61	Mount Carmel Day Care Center, 3d and I Sts. NW.	54.00	36.0	3	Oct. 18, 1966.
		Nursery aide	359-878						
	D	Auto mechanic	620.884	$80	Super Giant, Rockville, Md.	69.00	36.0	6	Oct. 20, 1966.
		Auto mechanic [17]	620.884						
	D	Carpenters helpers	860.887	$90	Miller & Long Co., Inc., 4824 Rugby Ave., Bethesda, Md.	43.00	38.0	4	Oct. 22, 1966.
		Carpenters apprentice	860.381						
	C	Clerk-typist	209.388	$105.60	U.S. Post Office	15.00	38.0	4	Oct. 16, 1966.
		Postal clerk	232.368						
	C	Plumbers assistant	862.884	$60, 48 hours	Macke Vending Commissary	42.00	26.0	2	Oct. 20, 1966.
		Sandwich packer	529.885						
	E	Clerk-typist	209.388	$69.42	Agency for International Development.	46.00	33.7	47	9.[19]
		Clerk-typist, GS-1	209.388			46.79	24.9	845	277.[19]
Total for the week, Oct. 21, 1966				$76.34		46.67	24.2	892	286.[19]
Cumulative through Oct. 14, 1966				$73.38					
Cumulative through Oct. 21, 1966				$73.47					

See footnotes at end of table, p. 2049.

WTOC trainee placement—Continued

WEEK ENDING OCT. 14, 1966

Name	Group	Job title	DOT	Weekly wage	Agency or firm	Training allowance	Weeks in training	Number of children	Date
	A	Clerk-typist		$75.48	Department of Agriculture, Research Division, Forestry Service.	$36.00	52.0	1	Oct. 10, 1966.
	E	Clerk-typist, GS-2		$75.48	Department of Agriculture, Foreign Division, Forestry Service.	42.00	25.0	2	Do.
	E	Clerk-typist		$75.48	Department of Agriculture, Personnel Division, Forestry Service.	36.00	25.0	1	Do.
	A	Clerk-typist, GS-2		$75.48	Department of Agriculture, Dispensary, the Pentagon.	64.00	52.0	6	Do.
	A	Clerk-typist		$82	Department of Navy, Bureau of Ships, Sonar Division.	58.00	52.0	5	Do.
	C	Clerk-typist, GS-3		$60	T. Wilkins Davis, M.D., 1114 W St. NW.	37.00	39.0	1	Do.
	E	Dental assistant		$75.48	Military District of Washington	42.00	25.0	2	Oct. 11, 1966.
	A	Office assistant (M.D.)		$68.48	Military District of Washington, Post Commissary, Fort McNair.	54.00	52.0	7	Do.
	A	Clerk-typist		$75.48	Department of Agriculture, Personnel Division, Forestry Service.	36.00	52.0	1	Oct. 12, 1966.
	C	Clerk-typist, GS-2		$82	Department of Agriculture, Forestry Service.	53.00	39.0	4	Do.
	C	Clerk-typist, GS-3		$82	Roger Smith Hotel	75.00	39.0	7	Do.
	E	Maintenance engineer		$82	Roger Smith Hotel	$100.00	21.0	13	Do.
	E	Maintenance engineer		$74.88	Post Commissary, Fort Myer, Va.	47.00	21.0	3	Oct. 10, 1966.
	F	Meat wrapper		$74.88	Post Commissary, Fort Myer, Va.	47.00	16.0	3	Do.
Total for the week, Oct. 14, 1966						51.92	36.4	56	14 [10].
Cumulative through Oct. 7, 1966				$73.26		46.52	24.3	789	263 [10].
Cumulative through Oct. 14, 1966				$73.38		46.79	24.9	845	277 [10].

	C	Appliance repairman		$100	National Capital Housing	$58.00	39.0	4	Oct. 3, 1966.
		Custodial laborer							
	E	Institutional housekeeper		$56	S. Klein, 6000 Greenbelt Rd., Greenbelt, Md.	26.00	24.0	1	Do.
		Maid							
	A	Clerk-typist		$82.09	Department of the Army, Civilian Health Service.	54.00	52.0	4	Do.
		Clerk-typist, GS-3							
	D	Commerical artist		$68	American Wholesalers, 5th and W Sts. NE.	47.00	33.0	3	Oct. 5, 1966.
		Packaging machine operator trainee.							
	D	Fork lift operator		$85.60	Department of Agriculture, Forestry Service.	42.00	30.0	1	Oct. 6, 1966.
		General laborer							
	D	Maintenance engineer		$82	Roger Smith Hotel, 18th and Pennsylvania Ave. NW.	43.00	29.0	1	Do.
	C	Clerk-typist		$105.60	U.S. Post Office	64.00	38.0	5	Sept. 26, 1966.
		Postal clerk							
Totals for the week, Oct. 7, 1966				$82.75		47.71	35.0	19	7.[28]
Cumulative through Sept. 30, 1966				$73.01		46.49	24.0	780	256.[28]
Cumulative through Oct. 7, 1966				$73.26		46.52	24.3	799	263.[28]

[1] The D.O.T. listing which most nearly matches his job title is employment interviewer (166.268).
[2] Total number placed this week.
[3] This is an estimate only. We will compute his average after the 1st 5 weeks.
[4] Earnings not computed.
[5] 3d placement.
[6] Excludes jobs with wages based on commission.
[7] Commission is 70 percent; estimated salary, $65.
[8] 2d placement.
[9] Will receive $50 per week, plus expenses for the 1st 6 weeks while in training; upon completion of training, his salary will be $100 per week plus commission.
[10] Total trainees placed.
[11] Trainee was terminated in January 1967 for excessive absences. On Apr. 14, 1967, she came to the Center to seek job placement assistance. Mr. Sheridan obliged with a referral to the Credit Bureau.
[12] Placement by Special Services Section, WTOC.
[13] This trainee had been dropped from the program. Job development was directed by Mr. Donohue to find a job for her. This placement was the result of referral action by Mr. Hawkins.
[14] This placement is the result of a referral by E. Sheridan through Mr. Johnson of the U.S. Employment Services. Commercial Office.
[15] Out of program since Dec. 13, 1966 (30-day rule) due to illness. Was promised placement by J. A. Hawkins, job counselor.
[16] 3d placement made through cooperation of the 8th St. UPO Center.
[17] Salary $50 per week plus commission.
[18] 2d placement; not included in total.
[19] Applicant was referred to job development-placement by intake fo immediate placement. Not included in total.
[20] Applicant referred to job development and placement by Mr. J. Murray for immediate placement, pending selection.
[21] 2d placement, Mrs. Hack was previously employed through our efforts as a teachers aide with Board of Education for a period of 7 weeks.
[22] Not included in totals, 2d placement.
[23] Totals adjusted to include 2 persons listed on last week's report but not included in the totals.
[24] Based on 20 hours per week while in temporary status.
[25] Estimated—salary will be determined by the number of customers he services at $1 per person.
[26] Estimated—Mr. ——— salary will be determined by the number of customers he services at $1 per person. The shop will open from Tuesday through Sunday. The owner will charge $15 weekly rental.
[27] Placements made by Special Service Section.
[28] Total number of trainees placed.

WTOC trainee placements

WEEK ENDING SEPT. 30, 1966

Name	Group	Job title	Starting wage (weekly)	Training allowance	Weeks in training	Number of children	Date of employment
----------	B	EAM operator, GS-2	$75.48	$42.00	36.0	2	Sept. 26, 1966.
----------	E	Appliance repairman	60.00	64.00	23.0	5	Do.
----------	A	Clerk-typist, GS-2	75.48	64.00	24.0	6	Do.
----------	F	Medical supply clerk	70.00	42.00	12.0	2	Do.
----------	D	Clerk-typist, GS-2	75.48	47.00	32.0	3	Do.
----------	B	Day care aid	50 00	37.00	36.0	1	Sept. 28, 1966.
----------	F	Keypunch machine operator and programer trainee.	60.80	42.00	19.0	2	Sept. 29, 1966.
Average weekly starting salary			66.74				
Average training allowance				48.28			
Average weeks in training					26.0		
Total number of children in families						21	
Total number of trainees placed							7.
Cumulative through Sept. 23, 1966:							
Average weekly starting salary			73.49				
Average training allowance				46.44			
Average weeks in training					24.0		
Total number of children in families						759	
Total number of trainees placed							249.
Cumulative through Sept. 30, 1966:							
Average weekly starting salary			73.01				
Average training allowance				46.49			
Average weeks in training					24.0		
Total number of children in families						780	
Total number of trainees placed							256.

WEEK ENDING SEPT. 23, 1966

1----------	D	Seamstress	[1] $50.00	$16.00	30.0	1	Sept. 14, 1966.
2----------	A	Clerk typist, GS-2	75.48	42.00	50.0	2	Sept. 19, 1966.
3----------	A	----do	75.48	53.00	50.0	4	Do.
4----------	A	Card punch operator, GS-2	75.48	42.00	50.0	2	Do.
5----------	E	Clerk typist, GS-2	75.48	36.00	20.0	1	Sept. 20, 1966.
6----------	F	Seamstress	[1] 50.00	29.00	13.0	2	Sept. 21, 1966.
Average weekly starting salary			75.48				
Average training allowance				36.33			
Average weeks in training					42.5		
Total number of children in families						12	
Total number of trainees placed							6.
Cumulative through Sept. 16, 1966:							
Average weekly starting salary			73.66				
Average training allowance				46.69			
Average weeks in training					23.8		
Total number of children in families						747	
Total number of trainees placed							243.
Cumulative through Sept. 23, 1966:							
Average weekly starting salary			73.49				
Average training allowance				46.44			
Average weeks in training					24.0		
Total number of children in families						759	
Total number of trainees placed							249.

See footnotes at end of table.

WTOC trainee placements—Continued

WEEK ENDING SEPTEMBER 16, 1966

Name	Group	Job title	Starting wage (weekly)	Training allowance	Weeks in training	Number of children	Date of employment
1	D	Neighborhood worker	$91.84	$53.00	29	4	Sept. 6, 1966.
2	C	Repairman—Television	80.00	75.00	35	7	Sept. 8, 1966.
3	C	Nursing assistant	46.72	36.00	35	1	Sept. 9, 1966.
4	A	Distribution clerk	105.60	69.00	49	7	Sept. 10, 1966.
5	B	Shoe repair	90.00	47.00	43	3	Sept. 12, 1966.
6	B	Nurse's aide	56.00	42.00	43	2	Do.
7	E	Clerk-typist, GS-2	75.48	36.00	19	1	Do.
8	D	Drapery seamstress	50.00	36.00	30	1	Sept. 14, 1966.
9	A	Offset pressman	80.00	75.00	49	6	Sept. 15, 1966.
Average weekly starting salary			75.07				
Average training allowance				52.11			
Average weeks in training					36.9		
Total number of children in families						32	
Total number of trainees placed							9.
Cumulative through Sept. 9, 1966:							
Average weekly starting salary			73.61				
Average training allowance				46.49			
Average weeks in training					23.3		
Total number of children in families						715	
Total number of trainees placed							234.
Cumulative through Sept. 16, 1966:							
Average weekly starting salary			73.66				
Average training allowance				46.69			
Average weeks in training					23.8		
Total number of children in families						747	
Total number of trainees placed							243.

WEEK ENDING SEPT. 9, 1966

1	E	Automobile mechanic	$90.00	$50.00	20.0	4	Aug. 31, 1966.
2	B	Clerk-Typist, GS-2	75.48	47.00	40.0	3	Sept. 6, 1966.
3	C	Keypunch operator	65.00	42.00	33.0	2	Do.
4	F	Nurse's aide	52.88	42.00	12.0	4	Do.
Average weekly starting wage			70.84				
Average training allowance				45.25			
Average weeks in training					26.3		
Total number of children in families						13	
Total number of trainees placed							4.
Cumulative through Sept. 2, 1966:							
Average weekly starting wage			73.66				
Average training allowance				46.52			
Average weeks in training					23.3		
Total number of children in families						702	
Total number of trainees placed							230.
Cumulative through Sept. 9, 1966:							
Average weekly starting wage			73.61				
Average training allowance				46.49			
Average weeks in training					23.3		
Total number of children in families						715	
Total number of trainees placed							234.

See footnotes at end of table.

WTOC trainee placements—Continued

WEEK ENDING SEPT. 2, 1966

Name	Group	Job title	Starting wage (weekly)	Training allowance	Weeks in training	Number of children	Date of employment
1	F	TV repairman	$100.00	$42.00	8.0	2	Aug. 22, 1966.
2	D	Photocopy equipment operator.	86.00	58.00	25.0	4	Aug. 29, 1966.
3	A	Clerk typist, GS–2	75.48	47.00	43.0	3	Do.
4	B	Nursing assistant	75.48	47.00	37.0	3	Do.
5	A	Clerk typist, GS–2	75.48	47.00	43.0	3	Aug. 30, 1966.
6	C	Seamstress	65.00	47.00	35.0	3	Aug. 31, 1966.
7	D	Steam engineer	97.20	69.00	26.0	5	Do.
8	B	Group mother	52.60	47.00	37.0	3	Do.
9	E	Clerk typist, GS–3	82.09	47.00	23.0	4	Sept. 6, 1966.
10	B	Stock clerk	97.00	64.00	38.0	5	Do.
11	D	Automobile mech., general	70.00	75.00	26.0	7	Do.
12	C	Clerk typist	69.25	42.00	35.0	2	Do.
13	A	Clerk typist, GS–2	75.48	36.00	44.0	1	Do.
14	A	do	75.48	42.00	35.0	2	Sept. 12, 1966.
Average weekly starting wage			78.32				
Average training allowance				50.71			
Average weeks in training					34.0		
Total number of children in families						47	
Total number of trainees placed							14.
Cumulative through Aug. 26, 1966:							
Average weekly starting wage			73.36				
Average training allowance				46.25			
Average weeks in training					22.7		
Total number of children in families						655	
Total number of trainees placed							216.
Cumulative through Sept. 2, 1966:							
Average weekly starting wage			73.66				
Average training allowance				46.52			
Average weeks in training					23.3		
Total number of children in families						702	
Total number of trainees placed							230.

WEEK ENDING AUG. 26, 1966

	F	Truck mechanic	$108.00	$47.00	8.0	2	Aug. 15, 1966.
	F	Painters helper	70.00	42.00	9.0	1	Aug. 17, 1966.
	F	Truck driver	56.00	69.00	88.0	6	Aug. 23, 1966.
	C	Postal clerk	110.80	36.00	30.0	1	Aug. 27, 1966.
	F	Nurses aide	52.88	47.00	10.0	3	Aug. 29, 1966.
	E	Clerk typist, GS–2	75.48	42.00	18.0	2	Do.
	E	do	75.48	43.00	18.0	5	Do.
	F	Nurses Aide	52.38	42.00	10.0	1	Do.
	C	do	60.00	42.00	34.0	2	Sept. 6, 1966.
	B	do	60.00	36.00	42.0	1	Do.
Average weekly starting wage			72.15				
Average weekly training allowance				44.60			
Average weeks in training					18.7		
Total number of children in families						24	
Total number of trainees placed							10.
Cumulative through Aug. 19, 1966:							
Average weekly starting wage			73.42				
Average weekly training allowance				46.34			
Average weeks in training					23.0		
Total number of children in families						631	
Total number of trainees placed							206.
Cumulative through Aug. 26, 1966:							
Average weekly starting wage			73.36				
Average weekly training allowance				46.25			
Average weeks in training					22.7		
Total number of children in families						655	
Total number of trainees placed							216.

See footnotes at end of table.

WTOC trainee placements—Continued

WEEK ENDING AUG. 19, 1966

Name	Group	Job title	Starting wage (weekly)	Training allowance	Weeks in training	Number of children	Date of employment
1	D	Seamstress	$54.00	$36.00	26.0	1	Aug. 11, 1966.
2	C	Clerk, GS–4	92.00	33.00	31.0	4	Aug. 15, 1966.
3	B	Lubrication man	60.00	47.00	36.0	2	Do.
4	F	Bricklayer	100.00	21.00	8.0	1	Do.
5	F	Salesman	70.00	52.00	8.0	2	Aug. 22, 1966.
6	A	Clerk-typist, GS–3	82.00	42.00	48.0	2	Do.
7	C	Clerk-typist, GS–2	75.48	36.00	32.0	1	Do.
8	B	Clerk-typist, GS–1	69.42	42.00	40.0	2	Do.
9	C	Clerk-typist, GS–2	75.48	42.00	32.0	2	Do.
10	D	Medical aide	75.48	53.00	28.0	3	Aug. 29, 1966.
Average weekly starting wage			75.39				
Average weekly training allowance				40.40			
Average weeks in training					28.9		
Total number of children in families						20	
Total number of trainees placed							10.
Cumulative through Aug. 12, 1966:							
Average weekly starting wage			73.32				
Average weekly training allowance				46.65			
Average weeks in training					22.7		
Total number of children in families						611	
Total number of trainees placed							196.
Cumulative through Aug. 19, 1966:							
Average weekly starting wage			73.42				
Average weekly training allowance				46.34			
Average weeks in training					23.0		
Total number of children in families						621	
Total number of trainees placed							206.

WEEK ENDING AUGUST 12, 1966

1	E	Clerk-typist, GS–2	$75.48	$42.00	15.0	2	Aug. 10, 1966.
2	E	Assistant rug mechanic	80.00	69.00	15.0	6	Do.
3	E	Keypunch machine operator	67.50	53.00	15.0	4	Aug. 11, 1966.
4	D	Maintenance engineer	65.00	42.00	24.0	1	Do.
5	A	Nurse's aid	56.00	36.00	42.0	1	Aug. 15, 1966.
6	A	Clerk-typist, GS–2	75.48	47.00	42.0	3	Do.
7	A	Clerk-typist, GS–1	69.42	47.00	42.0	3	Do.
Average weekly starting wage			69.84				
Average weekly training allowance				48.00			
Average weeks in training					25.9		
Total number of children in families						20	
Total number of trainees placed							7.
Cumulative through Aug. 5, 1966:							
Average weekly starting wage			73.45				
Average weekly training allowance				46.61			
Average weeks in training					22.6		
Total number of children in families						591	
Total number of trainees placed							189.
Cumulative through Aug. 12, 1966:							
Average weekly starting wage			73.32				
Average weekly training allowance				46.65			
Average weeks in training					22.7		
Total number of children in families						611	
Total number of trainees placed							196.

See footnotes at end of table.

WTOC trainee placements—Continued

WEEK ENDING AUGUST 5, 1966

Name	Group	Job title	Starting wage (weekly)	Training allowance	Weeks in training	Number of children	Date of employment
----------	D	Clerk-typist, GS-2	$75.48	$42.00	23.0	2	July 22, 1966.
----------	C	Neighborhood worker	91.74	53.00	29.0	3	July 26, 1966.
----------	B	Fountain girl	60.00	47.00	36.0	3	Aug. 1, 1966.
----------	C	Nurse's aide	60.00	43.00	29.0	4	Do.
----------	C	Warehouseman	[1] 125.00	15.00	24.0	4	Aug. 2, 1966.
----------	A	Clerk-typist, GS-2	75.48	69.00	43.0	7	Aug. 8, 1966.
----------	B	----do	75.48	64.00	37.0	6	Do.
Average weekly starting wage			80.45				
Average weekly training allowance				47.57			
Average weeks in training					31.6		
Total number of children in families						29	
Total number of trainees placed							7.
Cumulative through July 29, 1966:							
Average weekly starting wage			73.18				
Average weekly training allowance				46.57			
Average weeks in training					22.3		
Total number of children in families						562	
Total number of trainees placed							182.
Cumulative through Aug. 5, 1966:							
Average weekly starting wage			73.45				
Average weekly training allowance				46.61			
Average weeks in training					22.6		
Total number of children in families						591	
Total number of trainees placed							189.

WEEK ENDING JULY 29, 1966

----------	D	Machine trainee	$56.00	$53.00	23.0	3	July 25, 1966.
----------	D	Electricians apprentice	60.20	47.00	30.0	2	July 27, 1966.
----------	A	Clerk-typist, GS-1	69.42	47.00	40.0	3	Aug. 1, 1966.
----------	C	Clerk-typist, GS-2	75.48	53.00	29.0	4	Aug. 29, 1966.
----------	E	Dietary aide	50.80	36.00	13.0	1	July 22, 1966.
Average weekly starting wage			62.38				
Average training allowance				47.20			
Average weeks in training					27.0		
Total number of children in families						13	
Total number of trainees placed							5.
Cumulative through July 22, 1966:							
Average weekly starting wage			73.49				
Average training allowance				46.56			
Average weeks in training					22.2		
Total number of children in families						549	
Total number of trainees place							177.
Cumulative through July 29, 1966:							
Average weekly starting wage			72.78				
Average training allowance				46.32			
Average weeks in training					22.2		
Total number of children in families						562	
Total number of trainees placed							182.

See footnotes at end of table.

WTOC trainee placements—Continued

WEEK ENDING JULY 22, 1966

Name	Group	Job title	Starting wage (weekly)	Training allowance	Weeks in training	Number of children	Date of employment
1	A	Nurse's aide	$54.00	$58.00	38.0	5	July 16, 1966.
2	E	do	56.40	47.00	12.0	3	July 18, 1966.
3	B	do	56.40	40.00	32.0	3	Do.
4	C	do	54.00	47.00	25.0	3	Do.
5	A	Laborer, custodial	75.20	53.00	38.0	4	Do.
6	E	Assistant rug mechanic	76.50	64.00	12.0	6	July 20, 1966.
7	A	Clerk-typist, GS-2	75.48	42.00	32.0	2	July 25, 1966.
8	A	do	75.48	38.00	39.0	1	Do.
9	A	do	75.48	32.00	39.0	1	Do.
10	E	Electrician apprentice	60.00	47.00	13.0	2	Do.
Average weekly starting wage			65.89				
Average training allowance				46.80			
Average weeks in training					28.0		
Total number of children in families						30	
Total number of trainees placed							10.
Cumulative through July 15, 1966:							
Average weekly starting wage			73.95				
Average training allowance				46.55			
Average weeks in training					21.9		
Total number of children in families						509	
Total number of trainees placed							167.
Cumulative through July 25, 1966:							
Average weekly starting wage			73.49				
Average training allowance				46.56			
Average weeks in training					22.2		
Total number of children in families						539	
Total number of trainees placed							177.

WEEK ENDING JULY 15, 1966

1	A	Clerk-typist	$91.73	$36.00	37.0	1	July 11, 1966.
2	D	Meatcutter apprentice	96.21	53.00	21.0	3	July 13, 1966.
3	D	do	101.03	84.00	21.0	8	Do.
4	A	Meatwrapper apprentice	91.58	54.00	38.0	7	July 15, 1966.
5	D	Produce clerk	92.40	47.00	20.0	2	July 18, 1966.
6	E	Meatcutter apprentice	96.21	75.00	11.0	7	Do.
7	C	Clerk-typist, GS-3	79.79	47.00	26.0	3	Do.
8	D	Production assistant	65.00	53.00	20.0	4	July 29, 1966.
9	F	Bindery worker	87.40	42.00	5.0	2	July 25, 1966.
Average weekly starting wage			89.03				
Average training allowance				54.55			
Average weeks in training					22.1		
Total number of children in families						36	
Total number of trainees placed							9.
Cumulative through July 8, 1966:							
Average weekly starting wage			73.08				
Average training allowance				46.10			
Average weeks in training					21.9		
Total number of children in families						473	
Total number of trainees placed							158.
Cumulative through July 15, 1966:							
Average weekly starting wage			73.95				
Average training allowance				46.55			
Average weeks in training					21.9		
Total number of children in families						509	
Total number of trainees placed							167.

See footnotes at end of table.

WTOC trainee placements—Continued

WEEK ENDING AUGUST 8, 1966

Name	Group	Job title	Starting wage (weekly)	Training allowance	Weeks in training	Number of children	Date of employment
1	B	Electrician apprentice	$62.30	$53.00	31.0	4	July 11, 1966.
2	D	Clerk-typist, GS-2	73.34	53.00	19.0	4	Do.
3	F	Food service worker	69.20	58.00	4.0	5	Do.
4	D	Clerk-typist, GS-2	73.34	58.00	20.0	5	July 18, 1966.
5	C	Electrician apprentice	62.30	69.00	24.0	6	July 11, 1966.
6	M	Apprentice meat cutter	95.12	7.00	8.0	2	July 7, 1966.
Average weekly starting wage			72.60				
Average training allowance				56.33			
Average weeks in training					17.7		
Total number of children in families						26	
Total number of trainees placed							6.
Cumulative through July 1, 1966:							
Average weekly starting wage			73.10				
Average training allowance				45.70			
Average weeks in training					22.1		
Total number of children in families						447	
Total number of trainees placed							152.
Cumulative through July 8, 1966:							
Average weekly starting wage			73.03				
Average training allowance				46.10			
Average weeks in training					21.9		
Total number of children in families						473	
Total number of trainees placed							158.

WEEK ENDING JULY 1, 1966

1	B	Nurses' aide, GS-2	$73.34	$47.00	28.0	3	June 6, 1966.
2	C	Appliance repairman	80.00	38.00	22.0	4	June 7, 1966.
3	D	Nurses' aide	51.20	36.00	17.0	1	June 15, 1966.
4	D	do	51.20	36.00	18.0	1	June 21, 1966.
5	C	do	51.20	53.00	24.0	4	Do.
6	A	do	60.00	42.00	36.0	2	June 27, 1966.
7	D	Baker's helper	65.00	64.00	19.0	5	Do.
8	D	Clerk-typist, GS-2	73.34	36.00	16.0	1	Do.
9	B	PBX operator	52.00	58.00	28.0	5	July 4, 1966.
10	A	Clerk-typist, GS-2	73.34	42.00	36.0	2	July 5, 1966.
11	D	do	73.34	36.00	17.0	1	Do.
Average weekly starting wage			63.99				
Average training allowance				44.36			
Average weeks in training					23.7		
Total number of children in families						29	
Total number of trainees placed							11.
Cumulative through June 24, 1966:							
Average weekly starting wage			73.83				
Average training allowance				45.83			
Average weeks in training					22.0		
Total number of children in families						418	
Total number of trainees placed							141.
Cumulative through July 1, 1966:							
Average weekly starting wage			73.10				
Average training allowance				45.70			
Average weeks in training					22.1		
Total number of children in families						447	
Total number of trainees placed							152.

See footnotes at end of table.

WTOC trainee placements—Continued

WEEK ENDING JUNE 14, 1966

Name	Group	Job title	Starting wage (weekly)	Training allowance	Weeks in training	Number of children	Date of employment
1	C	Institutional housekeeper	$50.00	$15.00	12.0	1	Mar. 18, 1966.
2	A	Teacher's aid	73.20	36.00	34.0	1	June 20, 1966.
3	C	Apprentice meatcutter	101.03	64.00	24.0	5	June 21, 1966.
4	A	Nurse's aid	54.00	42.00	36.0	1	Do.
5	D	Clerk typist, GS-2	73.34	36.00	21.0	1	June 27, 1966.
6	B	Clerk typist, GS-3	79.79	58.00	35.0	5	Do.
Average weekly starting wage			71.89				
Average training allowance				41.83			
Average weeks in training					27.0		
Total number of children in families						14	
Total number of trainees placed							6.
Cumulative through June 17, 1966:							
Average weekly starting wage			73.92				
Average training allowance				46.01			
Average weeks in training					21.8		
Total number of children in families						404	
Total number of trainees placed							135.
Cumulative through June 24, 1966:							
Average weekly starting wage			73.83				
Average training allowance				45.83			
Average weeks in training					22.0		
Total number of children in families						418	
Total number of trainees placed							141.

WEEK ENDING JUNE 17, 1966

1	C	Construction worker	$84.00	$36.00	19.0	1	May 25, 1966.
2	B	Salad girl	60.80	53.00	25.0	5	Do.
3	A	Homemaker specialist	(2)	38.00	32.0	5	June 1, 1966.
4	D	Electricians helper	60.00	36.00	16.0	1	June 13, 1966.
5	B	Neighborhood worker	91.73	47.00	27.0	3	Do.
6	B	Social worker's aid	91.73	42.00	32.0	2	Do.
7	D	Addressograph operator	70.00	44.00	15.0	6	June 20, 1966.
8	D	Clerk-typist, GS-3	79.79	62.00	17.0	7	Do.
9	B	Clerk-typist, GS-2	73.34	47.00	34.0	3	Do.
10	D	do	73.34	36.00	18.0	1	June 27, 1966.
11	D	Keypunch operator, GS-2	73.34	47.00	18.0	3	Do.
12	A	Clerk-typist, GS-2	73.34	36.00	35.0	1	Do.
13	D	do	73.34	36.00	18.0	1	Do.
14	C	Library assistant	86.53	65.00	24.0	10	July 1, 1966.
Average weekly starting wage			76.25				
Average weekly training allowance				44.64			
Average weeks in training					23.6		
Total number of children in families						49	
Total number of trainees placed							14.
Cumulative through June 10, 1966:							
Average weekly starting wage			73.67				
Average weekly training allowance				46.17			
Average weeks in training					21.6		
Total number of children in families						355	
Total number of trainees placed							121.
Cumulative through June 17, 1966:							
Average weekly starting wage			73.92				
Average weekly training allowance				46.01			
Average weeks in training					21.8		
Total number of children in families						404	
Total number of trainees placed							135.

See footnotes at end of table.

WTOC trainee placements—Continued

WEEK ENDING JUNE 10, 1966

Name	Group	Job title	Starting wage (weekly)	Training allowance	Weeks in training	Number of children	Date of employment
1	B	Secretary, GS–4	$89.26	$42.00	27.0	2	June 6, 1966.
2	A	File clerk	70.00	47.00	33.0	4	June 13, 1966.
3	A	Payroll clerk	70.00	36.00	33.0	1	Do.
4	E	Neighborhood worker	91.73	58.00	8.0	3	Do.
5	B	Clerk-typist	71.82	30.00	28.0	3	Do.
6	C	Clerk-typist (telephone operator)	91.15	53.00	21.0	4	Do.
7	A	File clerk, GS–1	67.25	54.00	34.0	6	June 20, 1966.
Average weekly starting wage			73.74				
Average weekly training allowance				45.71			
Average weeks in training					26.3		
Total number of children in families						23	
Total number of trainees placed							7.
Cumulative through June 3, 1966:							
Average weekly starting wage			73.36				
Average weekly training allowance				46.20			
Average weeks in training					21.4		
Total number of children in families						332	
Total number of trainees placed							114.
Cumulative through June 10, 1966:							
Average weekly starting wage			73.67				
Average weekly training allowance				46.17			
Average weeks in training					21.6		
Total number of children in families						355	
Total number of trainees placed							121.

WEEK ENDING JUNE 3, 1966

1	A	Nurses aide	$50.00	$36.00	25.0	1	May 30, 1966.
2	B	do	50.00	36.00	25.0	1	Do.
3	B	do	50.00	58.00	25.0	5	Do.
4	B	do	50.00	53.00	25.0	4	Do.
5	A	do	54.00	42.00	32.0	2	Do.
6	A	do	54.00	47.00	32.0	3	Do.
7	A	Plant laborer	54.00	47.00	32.0	3	June 2, 1966.
8	B	Nurses aide	50.00	58.00	26.0	5	Do.
9	A	do	54.00	53.00	32.0	4	Do.
10	C	Mess attendant	91.60	53.00	22.0	3	Do.
11	A	Clerk typist GS–2	73.34	47.00	32.0	3	Do.
Average weekly starting wage			57.35				
Average weekly training allowance				48.18			
Average weeks in training					28.0		
Total number of children in families						34	
Total number of trainees placed							11.
Cumulative through May 27, 1966:							
Average weekly starting wage			75.09				
Average weekly training allowance				45.99			
Average weeks in training					20.8		
Total number of children in families						298	
Total number of trainees placed							103.
Cumulative through June 3, 1966:							
Average weekly starting wage			73.36				
Average weekly training allowance				46.20			
Average weeks in training					21.4		
Total number of children in families						332	
Total number of trainees placed							114.

See footnotes at end of table.

WTOC trainee placements—Continued

WEEK ENDING MAY 27, 1966

Name	Group	Job title	Starting wage (weekly)	Training allowance	Weeks in training	Number of children	Date of employment
1	A	Nursing assistant	$54.00	$47.00	31.0	3	May 20, 1966.
2	C	Neighborhood organizer	98.50	42.00	18.0	3	May 23, 1966.
3	A	Clerk-typist, GS-2	73.34	42.00	30.0	2	Do.
4	A	Book processor	73.34	53.00	30.0	4	Do.
5	A	Dental assistant	61.50	47.00	30.0	3	Do.
6	C	Nursery aide	51.20	42.00	18.0	2	Do.
7	A	Apprentice air condition mechanic.	75.00	58.00	26.0	5	May 25, 1966.
8	A	Nurses aide	54.00	36.00	31.0	1	May 26, 1966.
9	A	do	54.00	36.00	31.0	1	Do.
10	A	do	54.00	64.00	31.0	6	Do.
11	C	Relief Cook (3d)	55.00	47.00	19.0	3	May 27, 1966.
12	A	Nurses aide	54.00	53.00	32.0	4	May 30, 1966.
Average weekly starting wage			63.15				
Average training allowance				47.25			
Average weeks in training					27.3		
Total number of children in families						34	
Total number of trainees placed							12.
Cumulative through May 20, 1966:							
Average weekly starting wage			76.69				
Average training allowance				45.83			
Average weeks in training					20.0		
Total number of children in families						264	
Total number of trainees placed							91.
Cumulative through May 27, 1966:							
Average weekly starting wage			75.09				
Average training allowance				45.99			
Average weeks in training					20.8		
Total number of children in families						298	
Total number of trainees placed							103.

WEEK ENDING MAY 20, 1966

1	C	Bank teller	$91.38	$8.00	17.0	5	May 13, 1966.
2	D	Carpenter's helper	67.50	42.00	10.0	1	May 16, 1966.
3	B	Clerk typist, CS-2	73.34	36.00	24.0	1	Do.
4	B	Rug cutter	64.00	53.00	24.0	4	Do.
Average weekly starting wage			74.05				
Average training allowance				34.75			
Average weeks in training					18.8		
Total number of children in families						11	
Cumulative through May 13, 1966:							
Average weekly starting wage			76.83				
Average training allowance				46.35			
Average weeks in training					20.2		
Total number of children in families						253	
Total number of trainees placed							87.
Cumulative through May 20, 1966:							
Average weekly starting wage			76.69				
Average training allowance				45.83			
Average weeks in training					20.0		
Total number of children in families						264	
Total number of trainees placed							91.

See footnotes at end of table.

WTOC trainee placements—Continued

WEEK ENDING MAY 13, 1966

Name	Group	Job title	Starting wage (weekly)	Training allowance	Weeks in training	Number of children	Date of employment
1	B	Street cleaner	$80.00	$58.00	20.0	4	May 2, 1966.
2	A	Clerk-typist, GS-2	73.34	53.00	29.0	4	May 9, 1966.
3	B	Clerk-typist, GS-1	67.25	42.00	24.0	2	Do.
4	A	do	67.25	42.00	30.0	2	Do.
5	B	do	67.25	47.00	24.0	3	May 11, 1966.
6	B	Clerk-typist, GS-2	73.34	28.00	24.0	1	Do.
7	B	do	73.34	36.00	24.0	1	May 12, 1966.
8	B	Day care aid	80.00	36.00	24.0	1	May 16, 1966.
9	A	Clerk-typist, GS-2	73.34	42.00	30.0	2	May 23, 1966.
10	B	do	73.34	47.00	24.0	3	Do.
11	A	do	73.34	53.00	30.0	3	Do.
Average weekly starting wage			72.78				
Average training allowance				44.00			
Average weeks in training					25.7		
Total number of children in families						26	
Cumulative through May 6, 1966:							
Average weekly starting wage			77.41				
Average training allowance				46.69			
Average weeks in training					19.4		
Total number of children in families						227	
Total number of trainees placed							76.
Cumulative through May 13, 1966:							
Average weekly starting wage			76.83				
Average training allowance				46.35			
Average weeks in training					20.2		
Total number of children in families						253	
Total number of trainees placed							87.

WEEK ENDING MAY 6, 1966

1	C	Neighborhood worker	$91.73	$58.00	15.0	4	Apr. 25.
2	A	Clerk-typist	66.34	58.00	28.0	5	May 1.
3	D	Busboy-waiter	50.00	10.00	12.0	1	May 2.
4	A	Clerk-typist	73.34	47.00	28.0	3	Do.
5	A	do	73.34	36.00	22.0	1	Do.
6	A	Nursing assistant	50.00	47.00	28.0	3	Do.
7	C	Laborer	81.60	64.00	19.0	5	May 3.
8	C	Secretary	55.00	36.00	13.0	1	Do.
9	A	Maid, hotel	52.50	42.00	28.0	2	May 5.
10	C	Auto body painter	80.00	64.00	19.0	5	Do.
11	A	Mail handler	94.80	64.00	29.0	5	May 7.
12	A	Bindery worker	69.20	53.00	29.0	5	May 9.
13	A	Clerk-typist	73.34	53.00	30.0	4	May 16.
14	B	Custodial laborer	81.60	36.00	7.0	1	Jan. 15.
15	B	Food checker	84.40	58.00	8.0	4	Jan. 26.
16	B	Animal caretaker	70.00	42.00	15.0	3	Mar. 11.
17	C	Construction laborer	90.00	53.00	9.0	3	Mar. 21.
18	A	Clerk	50.00	36.00	23.0	1	Mar. 28.
19	A	do	61.68	42.00	19.0	2	Feb. 23.
Average weekly starting wage			70.99				
Average training allowance				47.31			
Average weeks in training					20.1		
Total number of children in families						58	
Cumulative through Apr. 29, 1966:							
Average weekly starting wage			79.59				
Average training allowance				46.49			
Average weeks in training					19.2		
Total number of children in families						169	
Total number of trainees placed							57.

See footnotes at end of table.

WTOC trainee placements—Continued

APRIL 1966

Name	Group	Job title	Starting wage (weekly)	Training allowance	Weeks in training	Number of children	Date of employment
1	A	Stock clerk	$60.00	$42.00	24.0	1	Apr. 1, 1966.
2	B	Warehouseman	109.60	53.00	20.0	3	Do.
3	A	Clerk-typist	73.34	53.00	26.0	4	Apr. 4, 1966.
4	C	Duplicating machine operator	68.10	42.00	6.0	2	Do.
5	A	Keypunch operator	68.00	47.00	24.0	3	Do.
6	A	Clerk-typist	83.25	64.00	24.0	6	Apr. 7, 1966.
7	A	do	73.34	58.00	26.0	5	Do.
8	A	do	73.34	36.00	26.0	2	Do.
9	C	do	73.34	58.00	25.0	5	Do.
10	A	Printers apprentice	80.00	53.00	24.0	3	Apr. 11, 1966.
11	A	Clerk-typist	73.34	47.00	26.0	3	Do.
12	B	Clerk-typist (700-hr. appointment.	73.34	53.00	20.0	4	Do.
13	C	Keypunch operator	62.00	36.00	13.0	1	Do.
14	D	Auto mechanic's helper	100.00	64.00	8.0	6	Do.
15	A	Clerk-typist	73.34	53.00	25.0	4	Apr. 12, 1966.
16	C	Stock clerk (700 hour appointment).	81.60	47.00	7.0	2	Do.
17	A	Clerk typist	73.34	42.00	26.0	2	Do.
1	A	Nurses aide	54.00	$47.00	25.0	3	Apr. 14, 1966.
2	E	Neighborhood worker	91.73	15.00	1.0	4	Apr. 17, 1966.
3	B	School custodian	66.80	53.00	20.0	3	Apr. 18, 1966.
4	A	Nurses aide	51.20	42.00	26.0	2	Do.
5	B	Draftsman apprentice	67.44	47.00	20.0	3	Do.
6	A	General clerk	73.34	58.00	26.0	4	Do.
7	B	Clerk-typist, GS-3	79.60	42.00	21.0	2	Apr. 25, 1966.
8	B	Food clerk	86.40	53.00	20.0	4	Do.
9	A	Medical assistant (doctor's office).		42.00	26.0	2	Apr. 4, 1966.
10	A	Clerk-typist, GS-2	73.34	42.00	26.0	2	Apr. 25, 1966.
11	A	Laborer	18.80	47.00	26.0	2	Apr. 26, 1966.
12	B	Groundskeeper	84.60	58.00	20.0	4	May 2, 1966.
Average weekly starting wage			76.66				
Average weekly training allowance				48.06			
Average weeks in training					20.9		
Total number of children in families						91	

MARCH 1966

1	C	Neighborhood Worker	$91.73	$36.00	8.0	2	March 1, 1966.
2	A	do	91.73	75.00	22.0	4	Do.
3	A	Supply clerk	79.78	58.00	23.0	4	March 7, 1966.
4	A	Bindery worker	54.44	47.00	24.0	3	March 14, 1966.
5	B	Warehouseman	80.00	58.00	15.0	4	Do.
6[1]	A	Telephone operator	78.00	36.00	24.0	1	Do.
7	A	Custodial laborer	50.00	47.00	6.0	3	March 21, 1966.
8	C	Social work aide	91.73	53.00	11.0	4	Do.
9	B	do	91.73	47.00	18.0	1	Do.
10	B	do	91.73	42.00	18.0	2	Do.
11	A	Neighborhood worker	91.73	58.00	23.0	5	Do.
12	A	do	91.73	36.00	25.0	1	Do.
13	A	Food service worker	73.34	53.00	26.0	4	Mar. 24, 1966.
14	B	Card arranger, GS-3	79.78	36.00	20.0	1	Mar. 28, 1966.
15	A	Clerk-typist, GS-3	79.78	42.00	19.0	2	Do.
16	A	Clerk-typist, GS-2	73.34	47.00	26.0	3	Mar. 29, 1966.
Average weekly starting wage			80.66				
Average training allowance				48.18			
Average weeks in training					19.1		
Total number of children in families						44	

See footnotes at end of table.

WTOC trainee placements—Continued

FEBRUARY 1966

Name	Group	Job title	Starting wage (weekly)	Training allowance	Weeks in training	Number of children	Date of employment
1	B	Bank-teller	$91.73	$36.00	14.0	1	Feb. 1, 1966.
2	A	Elevator operator (GS-2)	73.35	11.00	21.0	1	Feb. 8, 1966.
3	C	File clerk, messenger	91.73	47.00	5.0	2	Feb. 14, 1966.
4	A	Statistical clerk (GS-3)	79.78	53.00	21.0	4	Feb. 28, 1966.
5	A	Clerk-typist (GS-3)	87.86	58.00	21.0	5	Do.
Average weekly starting wage			84.89				
Average training allowance				41.00			
Average weeks in training					16.4		
Total number of children in families						13	

JANUARY 1966

1	B	Consumer education aid	$90.38	$36.00	14.0	1	Jan. 19, 1966.
2	B	Assistant teacher day care center.	90.38	47.00	14.0	3	Jan. 21, 1966.
3	B	Boiler maintenance engineer	73.07	64.00	14.0	5	Jan. 26, 1966.
4	B	Nursing assistant (GS-2)	73.35	42.00	14.0	2	Jan. 28, 1966.
Average weekly starting wage			1.79				
Average training allowance				47.25			
Average weeks in training					14.0		
Total number of children in families						11	

DECEMBER 1965

1	A	Office machine serviceman	$86.67	$8.00	19.0	6	Dec. 15, 1965.
2	A	Library assistant	60.00	36.00	15.0	1	Dec. 20, 1965.
Average weekly starting wage			73.33				
Average training allowance				22.00			
Average weeks in training					17.0		
Total number of children in families						7	

NOVEMBER 1965

1	A	carpenter helper	[1] 122.00	47.00	7.0	3	Nov. 23, 1965

[1] Overtime and commissions should boost salary to about $90 per week.
[2] 50-hour week.
[3] Does not work a set number of hours per week. She is paid $1.50 for each hour worked, plus transportation and uniforms. Employer: Homemaker Service, Inc. Opportunity: Annual service after probation.
[4] Resigned Mar. 23, 1966; no aptitude for PBX. Awaiting another job placement.
[5] Fired after 2 weeks on job, placed on work experience training site.

TRAINING TIME OF AUTO MECHANICS

Senator BYRD. You said you placed 10 auto mechanics, Mr. Russo.

Mr. RUSSO. Yes, sir; through April of 1967.

Senator BYRD. That is the total for the 2 years.

Mr. RUSSO. Yes, sir; up to that point.

Senator BYRD. What was the average number of weeks in training?

Mr. RUSSO. 39.3 weeks, Mr. Chairman.

Senator BYRD. Do you believe that an automobile mechanic can be trained in 39 weeks, Mr. Russo?

Mr. RUSSO. I think we have demonstrated that we can train a male head of a household and place him in a job as an auto mechanic, but in all fairness we have to say that we have to consider the level that he is going to be performing at when he is placed in this kind of a job.

I have personally visited several of our auto mechanic training sites, Mr. Chairman, and I know that our training site supervisors are enthusiastic about receiving our trainees in this field. They start at a beginning level.

Sentor BYRD. Look, Mr. Russo, your table shows an average of 40 weeks to train a general clerk. Now how could you train an auto mechanic in 39 weeks, if it took 40 weeks to train a general clerk?

Mr. RUSSO. I do think, Mr. Chairman, in the instance of the trainees that go into a trade such as automobile mechanic, there are several basic factors that work in their favor. They have the deep interest; they have aptitude. They may have had some experience. It seems to me that while the period of training does appear to be relatively short, we have been able to place them in these jobs at a beginning level.

BRICKMASON APPRENTICE

Senator BYRD. What about the brickmason apprentice? It takes 53 weeks for a brickmason apprentice, but on the average it took 39 weeks for an automobile mechanic. You mentioned automobile mechanic or Miss Thompson did. This is the reason I was looking at that position.

Mr. RUSSO. May I answer that question, Mr. Chairman?

Senator BYRD. Yes.

Mr. RUSSO. There is a difference between training a male head of household as a automobile mechanic and training him as a brickmason apprentice in this respect, Mr. Chairman. The automobile mechanic training falls in the area which we call work experience training; that is to say the trainee is actually placed where the work is actually being performed, it is sort of on-the-job training.

With our brickmason apprentice, this falls in the area of what we call vocational education. A brickmason apprentice course is conducted in one of the vocational training schools under the Board of Education. There is a great deal more of a structured classroom environment than there is in an on-the-job training center.

GENERAL LABORER

Senator BYRD. All right, Mr. Russo, why would it take 51 weeks to train a general laborer? You placed six general laborers. The average weeks in training was 52 weeks, for a general laborer, and yet it only took 39 weeks to train these auto mechanics?

Mr. RUSSO. The truth of the matter is, Mr. Chairman, that we do not train any trainees as laborers. We should have qualified this in submitting this data. This was the job placement and not necessarily the training goal of these trainees that we indicate were placed as laborers.

Senator BYRD. You mean that it required on the average of 52 weeks to place each of these general laborers on a job?

Mr. RUSSO. If I may, Mr. Chairman, I would like to give an example.

Senator BYRD. Well, go ahead.

Mr. RUSSO. Yes. We should have qualified the date indicating that we placed trainees as laborers. These situations involve trainees who have been tried on several different training situations, and for a number of reasons they did not succeed, and then we reached the point where we felt that they had derived the maximum benefit from

training. Rather than continue them in the training program, we found the job for them that would provide a salary that would meet the minimum needs of the trainee and his family.

Senator BYRD. Was this the case with the general laborers?

Mr. RUSSO. Yes, sir. There is also another factor.

TRAINING TIME OF GENERAL LABORERS

Senator BYRD. Wait a minute, I want to develop that point a moment. How long were these general laborers in training before it was discovered that they were not able to perform the work for which they were being trained, and at which time they were then given jobs as general laborers?

Mr. RUSSO. It varies, Mr. Chairman. I could give you one specific illustration.

Senator BYRD. No; I want the information on the general laborers. You may go ahead with your specific illustration, but I still want the information on the six general laborers.

SPECIFIC CASES

Mr. RUSSO. Here is a situation of a trainee that we show as being placed in the job as a general laborer. He was actually involved in the program for a total of 36 weeks. Of those 36 weeks, this included the 8 weeks of basic education, which all trainees participate in, leaving a total of 28 weeks actually in the training part of the program.

We involved this particular trainee for a period of 27 weeks, training as a stationary engineer. He reached the point where we felt that he was ready to take the examination to qualify as a sixth-class operating engineer. He took the examination but he failed.

We attempted to convince him that he ought to stay with us in order to prepare to take the examination again, as we do in every situation of this kind. However, he was impatient and he felt that he needed to work, and he was placed in a job as a general laborer.

Senator BYRD. All right, now give us the history on the other five general laborers.

Mr. RUSSO. I have a total here, Mr. Chairman, of three of the five.

Senator BYRD. All right, give us this history for the record if you like.

Mr. RUSSO. Yes, sir. The second example I have of a general laborer placement involved a trainee who was in the program only for a 8-week period. At the end of the basic training period, the 8-week basic training period, the trainee felt that he wanted a job and wanted a job immediately, and we found a job for him as a general laborer with the sanitation department in Virginia.

Senator BYRD. How long was he in training?

Mr. RUSSO. Eight weeks.

Senator BYRD. All right, if the average number of weeks for the six laborers is 52, what was the maximum number of weeks in training for these general laborers?

Mr. RUSSO. I have data on just three of the six, Mr. Chairman. The three that I have——

Senator BYRD. We would be interested in knowing the maximum. If one was in training for 8 weeks, and the average is 52 weeks, then somebody must have been in training a much longer time.

Mr. RUSSO. Either that or our statistics are off, and I would hope that our statistics are correct.

Senator BYRD. All right, let us have the history of each of the six. You can supply this if you please.

Mr. RUSSO. Yes, sir.

(The information follows:)

The following are the employability plans for the six laborers placed in jobs:

EMPLOYABILITY PLAN

Name: Mr. P.
Age: 21.
Education: 9th grade.
Children: 3.
Training Stipend: $47.
Weeks in Training: 8.

A. Training site history

1. Entered WTOC 8/22/66.
2. Referred to Job Development 11/1/66.
3. Employed 11/17/66 at a Virginia City Sanitation Department as a Laborer at $73.20 per week.

B. Barriers to progress

Mr. P. came to the Work and Training Opportunity Center to seek training as a cook. During the time that he was in the Remedial Education Cycle it became apparent that this man was beset by a tremendous variety of problems. His limited learning ablity became very apparent while he attended classes established for slow readers. Research by the Social Worker revealed that Mr. P. had been in contact with another Welfare Unit. Their report indicated some possibility of retardation in his case. His family situation was very shaky and he constantly had to be absent for clinic appointments; housing problems and a variety of other reasons. After discussing the situation with the staff, Mr. P. expressed the desire to be employed as soon as possible. Efforts were immediately begun to aid him in this regard and employment followed.

C. Diagnosis

The fortunate thing about this case is that all concerned realized that training in a skill would be an insurmountable obstacle for Mr. P. With the least amount of time and money he was moved from unemployment to a job that offers more stability.

Absences

Excused	9
Unexcused	8
Total	17

Reasons.—1. Medical. 2. Housing Problem.

EMPLOYABILITY PLAN

Name: Mr. W.
Age: 34.
Education: 5th grade.
Children. 7.
Training Stipend: $70.
Weeks in Training: 43.
Starting Salary: $69.60.

A. Training site history

1. Enrolled in Remedial Education at WTOC on 2/14/66.
2. Began training as a 6th Class Engineer at D.C. General Hospital on 4/29/66.
3. Continued training in a Boiler Room at a Department of Public Welfare site (for special skill-tutoring) on 9/5/66.
4. Employed by a D.C. agency as a laborer at $60.60 per week on 11/14/66.

B. Barriers to progress

Lack of education was the chief problem in this case. Mr. W. took the examination for a District of Columbia Steam Engineer's License twice and failed each time after months of study and special help. He was a good worker but the lack of ability to communicate oraly and on paper barred him from passing the examination.

C. Diagnosis

Again we see written tests standing in the way of a disadvantaged but determined, reliable, hard-working person. This man knew the work and hence the material on the tests but could not relate it well enough. The position which he now holds offers promise of advancement if and when he can pass the examination. Mr. W. has continued to show his willingness to work and he still may earn his license. Note that the *gross* starting salary of his job is less than the *net* training allowance: A situation we try to avoid.

D. Time and attendance facts

Absences

Excused	9
Unexcused	7
Total absences	16

Reason:—Court attendance.

EMPLOYABILITY PLAN

Name: Mr. M.
Age: 40.
Education: 12th grade.
Children: 5.
Training Stipend: $72.
Weeks in Training: 72.
Starting Salary: $72.

A. Training site history

1. Began Remedial Education phase at WTOC 11/15/65
2. Placed on training site in a Federal Government agency 12/28/65 Electrician's Helper.
3. Placed on training site in a private firm as Electrician's Helper 7/7/66.
4. Special Services 11/22/66, Vocational Assessment.
5. Employed by a District Government agency 4/3/67 at $72.

B. Barriers to success

On the surface Mr. M looked like a good training risk. When he began training on the first site he did well and the site supervisor's evaluations were good. Then adverse reports began to occur—"absent from work", "slow performance", "lack of interest". He was then placed on a second site in the hope that a fresh start would help him over the top. Again we saw the pattern of a quick good start and then collapse. Finally, we used the facilities of the Vocational Assessment Training Center of the Department of Vocational Rehabilitation, free. From all observations and tests plus past performance, Mr. M. was classified as not further trainable by us. He was plagued with housing problems, illness and financial strain, all combined with a continuing inability to see the reality of the demands placed on him by a training situation.

C. Diagnosis

When we finally made the decisison that this man was "untrainable" with our staff, mission and resources, we followed our normal procedure of helping any such training failure to find a job at his highest ability to work. Without having acquired a real marketable skill, the best we could do was help him to be employed as a Laborer with a District Government agency.

There he is employed in a system that offers him some security without demanding a high skill level. His case incidentally, is another example of the fact that a pro forma High School graduation should not be used to classify a candidate as automatically "qualified" for any thing. We provided the best we had but in this case it was not enough.

We tried every expedient way we thought within reason to help this family head reach his job goal. We failed, but thought we were lucky to help him get any job.

D. Time and attendance facts

Absences

Excused	27
Unexcused	55
Total	82

Reasons.—Inability to adjust. Illness.

EMPLOYABILITY PLAN

Name: Mr. N.
Age: 29.
Education: 10th grade.
Children: 2.
Training stipend: $48.
Weeks in training: 37.
Starting salary: $67.60.

A. Training site history

1. Entered Remedial Education, WTOC, 4/18/66.
2. Placed on training site as a TV "Production Assistant" at a local television station 6/27/66.
3. Moved to another local television station to continue training 10/17/66.
4. Employed in a Federal Government agency as a Laborer at $67.60 per week 12/29/66.

B. Barriers to progress

In terms of skill Mr. N. should have been a great success. Due, however, to some immaturity and a lack of confidence he chose to drop out of training for an immediate job. The lack of perseverance caused by internal and external pressures led him to this decision. He was trying to follow in the footsteps of another trainee who had been employed by the local television station as a Production Assistant and Mr. N. felt failure because he was not quite as adept as his predecessor.

C. Diagnosis

Intelligence, youth and perception were not enough to support this man in his search for a career. His case shows again that a trainee with apparent ability may fail where another candidate, apparently less talented, may succeed.

D. Time and all attendance facts

Absences

Excused	8
Unexcused	11
Total	19

Reason.—Illness.

EMPLOYABILITY PLAN

Name: Mr. L.
Age: 34.
Education: 9th grade.
Children: 4.
Training stipend: $65.
Weeks in training: 70.
Starting salary: $84.40.

A. Training site history

1. Entered Remedial Education phase at WTOC 11/15/65.
2. Began Brickmason Helper Training at Armstrong 2/1/66.
3. Completed training at Armstrong 1/31/67.
4. Employed as a Brickmason Helper for 3 days then "quit".
5. Employed as a Laborer with a D.C. Government agency (took on his own initiative) at $84.40 per week 4/3/67.

B. Barriers to success

Prior to entrance into the Work and Training Opportunity Center, Mr. L. held construction jobs as a Bricklayer's Helper and Cement Finisher. Neither job was secure enough to provide the necessary income for his family due to the seasonal nature of the work and the difficulty of budgeting over the whole year.

This previous work provided no opportunity on the job to acquire higher levels of skill that could be used to improve his place in the labor market, wage-level or off-season work.

After entering the program he was still plagued by financial pressures which showed in his inability at times to save money from the training stipend to buy Food Stamps and to pay utility bills. We placed him in an opportunity to meet his own goals: a structured course (1620 hours) of training in Bricklaying. But his expectations of immediate success apparently were too high. At the end of his course at Armstrong, he accepted a job as a Bricklayer's Helper at $2.55 per hour with the possibility of working up to a full-fledged Bricklayer. After 3 days on the job he said he was disgusted at the odd jobs he was asked to do (instead of laying bricks) and found himself a job as a Laborer with a D.C. Government agency at $84.40 per week. He had been told by staff what to expect on his first try-out job but did not control the frustration he felt at not immediately beginning to lay bricks and start to prove he was worth more money than $2.55 to the contractor who hired him.

C. Diagnosis

We did not train Mr. L. for 70 weeks to be a laborer. We trained him to be and placed him as a Bricklayer Helper. But since he did not work for a full week at that skill, his record shows final classification as a general laborer. We may have succeeded in the skill-training. The training failure is in the standard item of "discomfort" in our catalogue to the trainees of the dirt, danger, distance and discomfort of work as we all experience these. He may, of course, earn a chance to lay bricks with the agency that hired him.

D. Time and attendance facts

Absences

Excused	25
Unexcused	35
Total	60

Reason.—Illness.

EMPLOYABILITY PLAN

Name: Mr. S.
Age: 42.
Education: 5th grade.
Children: 8.
Training Stipend: $85.
Weeks in Training: 81.
Starting Salary: $84.40.

A. Training site history

1. Entered Remedial Education at WTOC 10/4/65.
2. Recycled through Remedial Education, WTOC, 11/24/65.
3. Placed on a training site at a Federal Government agency 12/28/65, Auto Mechanic.
4. Transferred to another training site in a Federal Government agency 1/17/66, Auto Mechanic.
5. Employed as a Laborer with a D.C. Government agency 4/24/67 at a salary of $84.40 per week.

Mr. S. was transferred from one training site to another in an attempt to help him improve his skill.

B. Barriers to progress

1. *Lack of Education.*—The fact that Mr. S. completed only the 5th grade contributed heavily to the pathetic inability to read that hindered him all the way up to the point of employment.

2. *Lack of Attendance.*—Problems of illness, domestic strife and lack of motivation combined to keep Mr. S. out of training for a substantial period. In sequence, given the known difficulties of his personal and family situation, each

set of absences appeared to the staff responsible as not sufficient reason to abandon hope of preserving the tax investment already made in this disadvantaged trainee; exactly the sort of client Title V was set up to reach and help. These reasons appeared legitimate and the continual hope was that he would "make it".

C. Diagnosis

Mr. S. exemplifies the problem that constantly faces a disadvantaged person who cannot repair the personal damage flowing from a limited and inadequate education. Some professionals believe that a person who is a very poor reader can never be employed as an Auto Mechanic. We have, in other cases, demonstrated that this is not true. In Mr. S's case this deficiency, coupled with other problems, was too great to overcome by the time he said he had to go to some job. He represents a training failure of the kind to be expected in a program designed to upgrade hard-core unskilled and geared to encourage maximum exploitation of personal potential of the culturally disadvantaged.

D. Time and attendance facts

Absences

Excused	13
Unexcused	62
Total	75

Reasons.—Personal and Family problems; Illness; Lack of Motivation.

COSMETOLOGISTS AND COSMETOLOGY INSTRUCTOR

Senator BYRD. You know, this table of job placements following training is a pretty impressive table, if one just looks at the surface of it, and doesn't probe and go below the surface.

Now why, for example, did it require 48 weeks on the average to train a cosmetologist, when it only took 21 weeks to train a cosmetology instructor?

Mr. RUSSO. A trainee cannot qualify as a cosmetology instructor until she has completed the course as cosmetologist.

Senator BYRD. All right, then it should certainly take longer, shouldn't it?

Mr. RUSSO. No, sir.

Senator BYRD. To train an instructor.

Mr. RUSSO. No, sir, it does not.

Senator BYRD. It would not?

Mr. RUSSO. No, sir, it does not. The period of training for a cosmetologist runs approximately a year, assuming that there are no interruptions, there is no break in the training. There are 1,500 hours, as I understand it, of training that must be recorded satisfactorily. The period of training for a cosmetologist instructor, Mr. Chairman, is I think about 300 hours, 300 or 500 hours.

CUSTODIAN-LABORER

Senator BYRD. All right, then the next item below cosmetology instructor is custodian-laborer. It just doesn't seem reasonable that it would require on the average 34 weeks of training for a custodian-laborer, when it would only require 21 weeks to prepare the cosmetology instructor.

Mr. RUSSO. Well, again, Mr. Chairman, if I may, I would like to reiterate that we do not train as a custodian-laborer or as a custodian. We make job placements in these areas, usually when it is training failure or when the trainee comes to us and says "I have had it. I feel

that I want to be placed in a job immediately," and we try to place him in the best possible job that is available.

TABLE SHOWING JOB PLACEMENTS FOLLOWING TRAINING

Senator BYRD. Now that may be true all up and down the line, with every item in this table, and I want to develop that just a little bit. But your table is denominated "Job Placements Following Training." This WTOC program is a training program, and here we have a total of—I thought I saw 555 somewhere.

Miss THOMPSON. That is correct.

Senator BYRD. 555. Yes, that is the number placed, and the other day it was indicated, I believe, that out of a total number of 600-plus who had been trained, 600-plus had been placed. Well, on the surface it looks as though this is a tremendous job, and you are doing a great piece of work here, training a lot of people who heretofore have been unable to get jobs, who heretofore have not possessed skills, but who now have been placed in training, and as a result of their training have been placed in jobs. Why have this training program, if the problem can be solved by simply locating these people and placing them in jobs?

Now you have indicated two or three things here: (1) Your statistics may be wrong; (2) that the whole picture isn't shown, in that many of these people really didn't complete the training; (3) they were placed in jobs before they completed the training, or (4) they started training for occupations for which they did not have the capability of being trained, so they were placed in jobs. So really this table does not tell the whole story by any means.

Now how could a bank teller be trained in 15 weeks when it requires 12 weeks to train a busboy?

EDUCATIONAL LEVEL OF TRAINEES

Miss THOMPSON. Mr. Chairman, I think one thing that is not being taken into consideration is the educational and aptitude level of the trainees which are matched to different jobs.

Senator BYRD. You have already indicated though that over 70 percent of these persons had completed the ninth grade.

Miss THOMPSON. But what I wanted to tell you but wasn't able to finish was——

Senator BYRD. Go ahead. I didn't mean to interrupt you.

Miss THOMPSON. Well, we did a sample test on the individuals who said that they had completed the ninth grade, and we gave them the California achievement test—this again was a sample group—and found out that the majority of them were functioning anywhere from 2 to 6 grades below the grade that they said they had finished.

Senator BYRD. This is true for the whole gamut——

Miss THOMPSON. This is correct.

Senator BYRD. Of the District of Columbia school system.

Miss THOMPSON. This is true, but the fact that they have finished the 9th grade does not indicate that they are functioning on the 9th grade level.

Senator BYRD. This is true for the entire gamut of the District of Columbia school system.

Miss THOMPSON. Right.

Senator BYRD. Not just for these few people with whom you are working, but as I recall a newspaper report some time ago, four out of five of the children in the District of Columbia schools were not up to the proper reading level. Now my memory may be faulty on this.

Miss THOMPSON. No, your figures are pretty correct, because with our dependent and delinquent children that we are testing constantly, we find the same thing to be true, but the point that I am making is it takes much more of an investment in training these individuals who are functioning at a lower level than ninth grade.

DIFFERENCES IN LENGTH OF TRAINING TIME

SENATOR BYRD. I recognize that, but the thing I can't reconcile and you can't either, or you haven't been able to reconcile thus far, is why it would take 15 weeks to train a bank teller, and it would require 52 weeks to train a general laborer, or 34 weeks to train seven custodian-laborers, or 29 weeks to train two school custodians.

Miss THOMPSON. A person who is functioning on the second- or third-grade level would not be selected or placed in a training program for bank teller, so that the difference in the amount of time that it takes to train for some of these jobs depends on the native ability and intelligence and background of the trainees.

We recognize this is an expensive training program. It is actually slanted to the most difficult persons to train, and I think the other side of the coin, Mr. Chairman, is if you don't train them, what is the cost to the taxpayers.

REASONS FOR LONG TRAINING TIME

Senator BYRD. You haven't explained yet, Miss Thompson, why you show in your tables that an inordinately high number of weeks are required to train people for positions which should not require in the first place a very high level of learning or even intelligence, for that matter.

Miss THOMPSON. Let's go to custodian-laborer. This is misleading.

Senator BYRD. Why do you have figures in here that are misleading?

Miss THOMPSON. Well, the only point I am making is the present day custodian-laborer is not the same as it was many years ago. They have to know what materials to use on different finishes, such as wall finishes, paints, floors, different types of floors, how to use some of the modern equipment, solutions that run all the way from exterminating to cleaning different finishes, so that in order to place a custodian with some of the housekeeping companies—where they contract out house-cleaning chores—you don't provide them with an able-bodied person who can swing a mop and a broom any more. They must have some training.

Senator BYRD. So it takes, on the average, 34 weeks. What was the maximum number of weeks required to train one of these custodian-laborers? You placed seven of them.

Miss THOMPSON. I couldn't tell you the maximum. I don't have that figure.

Senator BYRD. Why would it take 52 weeks to train general laborers when it only required 64 weeks to train a landscape laborer? I should think a landscape laborer would be somebody who would have to have

considerable training, and yet it only required 12 weeks more for him than for the general laborer; 13 weeks for a rug mechanic. This is the type of position concerning which I think it would require longer than 13 weeks for adequate training.

Salad girl, 25 weeks, whereas it only took 8 weeks to train a salesman. Aren't you really saying that a lot of these people had training in these various skills, before they ever entered the program. Mr. Russo, and that oftentimes you didn't have to give them much additional training?

Mr. RUSSO. No, sir.

Senator BYRD. To place them in jobs.

NO TRAINING IN LOW-LEVEL JOBS AREAS

Mr. RUSSO. We cannot say that, Mr. Chairman. I do hope I have made myself clear when I said earlier that where we indicate job placements in low-level jobs, such as custodians, salad girls, fountain girls, laborers, that there was no training involved in these specific areas. That the job placement was made either because the trainee had been trained in other fields and reached the point where he needed to be terminated and be placed in these particular jobs, in order to assure him and his family the highest possible salary, or the trainee felt that he did not want to continue in the program and we placed him in a job in these areas.

Mr. Chairman, I would also like to say that while I certainly can appreciate the questions on these job placements, we ought to have clarified this when we submitted this data. We should have made it clear that, although we placed these trainees in these jobs, we did not train them to qualify for these jobs because there is little training if any that is really required.

Senator BYRD. Then why have a WTOC program, Mr. Russo?

Mr. RUSSO. I was going to add, Mr. Chairman, that as I look at the data that we did submit on job placements, the vast majority of the 555 trainees were placed through April 1967, decidedly had their skills upgraded as a result of their participation in our WTOC program, and were placed in skilled job areas.

PURPOSE OF WTOC PROGRAM

Senator BYRD. Is it possible that this type of program is resorted to in order that families might be held together, rather than seeking to train the head of the household?

Miss THOMPSON. That is not the major focus of the training program, Mr. Chairman, but certainly all of our welfare programs are slanted toward holding families together.

Senator BYRD. I am talking about just WTOC. I don't mean to be curt, Miss Thompson, but I am trying to develop your justification for the WTOC program. Is it possible that this program is resorted to in order that families might be held together, rather than seeking to train the head of the household?

Miss THOMPSON. No. However, in training the head of the household, this is one way of holding families together, if the head of household can support his family, the chances are that family will remain

together rather than if the head of the household is unable to support his family. But this is not the focus of the program.

I think the proof of that is the fact that we have 66 percent women heads of households in the program. Your observation would apply only to the one-third, even if this were true in some of the cases. But if you can hold these families——

HOLDING FAMILIES TOGETHER

Senator BYRD. I am just looking at your own statement during the House hearings. You said "We think this is the most valuable program we have to hold families together." So if my statement would apply only to males, then why did you make this statement, "We think this is the most valuable program we have to hold families together"?

Miss THOMPSON. Well, we do, because if the heads of household can earn a going wage and can support the family, there is less chance of the children being separated and having to be placed at Junior Village or in foster homes or places of this sort. It means that this family can support itself. There is a feeling of pride in holding the family together.

Senator BYRD. I agree to that. That is self-evident, but the point is that you have already indicated either your statistics are wrong or many of these people who are being placed in jobs really weren't trained under the WTOC program for those jobs. They weren't equipped for those jobs by reason of their training in WTOC. So then, why not just have a job placement program and find jobs for these people?

Miss THOMPSON. Mr. Chairman, we could have a job placement program and place heads of households in jobs, but there is no assurance that we could place them in jobs that the income would be great enough to support their families. We do not have in the District of Columbia nor nationwide any type of a supplementation program for low incomes. If you are going to hold families together, then the only way to help heads of households support their families is to train them so that their skills are such that they can command a wage large enough to keep their families together.

WCEP PROGRAM

Senator BYRD. All right. You have a new training program in the District, the WCEP program.

Miss THOMPSON. That is correct.

Senator BYRD. Which was announced in May—May 11 I believe—by Secretary Wirtz. As I recall, under this program 1,600 persons were going to be placed in jobs immediately and about 2,400 persons were going to be trained at the rate of about 200 per month. There is a job training program. What impact will that program have upon the WTOC program?

HARD-CORE UNEMPLOYED

Miss THOMPSON. According to USES, and you asked us to get these statistics, there are between 11,000 and 14,000 unemployed hard core in the District of Columbia. That is their latest statistic. The WCEP program is slanted toward two areas of Washington—Cardoza and

the Anacostia-Congress Heights areas. Now we have families living in those areas.

Senator BYRD. May I interrupt you there?

Miss THOMPSON. Yes.

Senator BYRD. What proportion of the 11,000 to 14,000 hard core is located in those two areas?

Miss THOMPSON. We had this the other day, whereby census tracts we had the percentage of unemployed, but we didn't bring it back with us today. I will have to furnish that. But you asked for the total and we didn't have the total the other day, so today we have got the total and we didn't bring the census tracts.

Senator BYRD. Yes. I said the other day, when you advanced the thought you could produce those figures, that we would be glad to have them.

Miss THOMPSON. Well, anyhow I don't have it by census tract, but I can give you this. We do have it in the office. But I would like to point out some of the other——

Senator BYRD. Let's develop this point a moment. Do you feel that possibly a great majority of the 11,000 to 14,000 hard core are located in those two areas?

Miss THOMPSON. No question about it. That is why the two areas were selected.

Senator BYRD. Do you know how many of these so-called 11,000 to 14,000 hard-core unemployed are alcoholics and other people who could not possibly be trained to hold down a job?

Miss THOMPSON. No, I do not.

Senator BYRD. Don't you think this would be a so-called vital statistic?

POSSIBILITY OF INABILITY TO ACCEPT TRAINING

Miss THOMPSON. If we can get that. We will certainly try. Our information came from USES. We will find out if they have a record of alcoholics.

Senator BYRD. Suppose it were found that half of these were incapable of being trained for employment?

Miss THOMPSON. The only other statistic I have from USES said that between 1,000 and 2,000 are handicapped persons. I don't know whether they consider alcoholism as being a handicap or not in terms of employment.

Senator BYRD. I don't either, but it would be a point that I should think ought to be developed. They talk about 11,000 to 14,000 unemployed hard core in the city and about developing programs which will reach the hard-core unemployed. We might go further and determine what percent of the hard-core unemployed are indeed capable of being trained and employed.

Miss THOMPSON. I see that they also stated that the unemployment rate in some sections of the city was as high as 14.6, but I am assuming that this would either be in the Cardoza or the Anacostia-Congress Heights areas, but I don't have the breakdown by census tracts.

MOTIVATION OF WTOC PARTICIPANTS

Senator BYRD. On Wednesday you stated that between two-thirds and three-quarters of the applicants in the WTOC program have had

a ninth grade education or beyond, that they were well motivated, and that they had applied for additional training. You then went on to say:

> It took real hard work on the part of our employees and on the part of the UPO neighborhood workers to try to locate them and encourage them to come in the program for additional training.

How do you reconcile this latter statement with the earlier statement that the applicants are well motivated?

Miss THOMPSON. The ones who are the best motivated are the women. The second statement I think, if I remember correctly, was the difficulty in trying to get men to come into the program. The men are not as highly motivated as some of the women.

Senator BYRD. Over the years, we have repeatedly heard the charge that fathers are forced to desert their families in order that the families might go on welfare. If this is true, why is it more difficult to motivate the fathers? Why did it require "real hard work" on the part of the Welfare Department and on the part of the UPO neighborhood workers to persuade these males to enter a training program which would prepare them for employment and would enable them to provide for their families?

Miss THOMPSON. I would have to go back to some of the characteristics of the hard-core unemployed, and these include poor educational background, serious police records, which include felonies or show a pattern of arrests, continual periods of bad health or illnesses, and people who are disorganized who are habitually late in showing up for appointments, and those who cannot solve their family problems, so that the pressures of family problems follow them to their training sessions and also to employment.

Senator BYRD. Going back to the table for a moment since I just made reference to UPO neighborhood workers, I note that 14 WTOC trainees were placed as neighborhood workers. Does this mean they were placed with UPO?

Mr. RUSSO. Yes, sir; it does, UPO Neighborhood Development Centers, of which there are 10.

NUMBER ENROLLED IN WTOC CLASSES

Senator BYRD. State the number of persons enrolled in each class from the beginning, and also break these down to show how many were female.

Miss THOMPSON. Do you want me to give you the date of the beginning of the classes or just list them by letter?

Senator BYRD. Let's have the dates also please.

Miss THOMPSON. Class A, which was——

Senator BYRD. Do you have a table there?

Miss THOMPSON. Yes.

Senator BYRD. May I have it?

Miss THOMPSON. Yes.

Senator BYRD. Do you have another copy of the booklet you are using? Do you have an extra copy, Mr. Russo?

Mr. RUSSO. I don't have that.

Miss THOMPSON. Do you want me to read those, Mr. Chairman?

Senator BYRD. Yes, ma'am, you may. Go ahead, please.

Miss THOMPSON. Class A, which began on October 4, 1965, had a total of 178; 32 were men and 146 were women.

Class B, which began on November 15, 1965, with a total of 167; 39 were men and 128 were women.

Class C, which began on January 3, 1966, with 186 enrollees; 72 were men and 114 were women.

Class D, which began on February 14, 1966, with 184 enrollees; there were 100 males and 84 females.

Class E began April 18, 1966, with a total enrollment of 189; 73 being male and 116 being female.

Class F, which began on June 20, 1966, with 226 enrollees; 80 were male and 146 were female.

Class G began August 22, 1966, with 190 enrollees; 56 being male, 134 being female.

Class H began October 24, 1966, with 178 enrollees; 59 being male, 119 being female.

Class I began January 30, 1967, with 150 enrollees; 26 being male, 124 being female.

Class J began March 13, 1967, with 158 enrollees; 71 being male, 87 being female, for a total of 1,806 enrollees, 608 being male and 1,198 being female—percentagewise 33.7 males, 66.3 females.

Senator BYRD. What is the percentage of males, please, again?

Miss THOMPSON. 33.7.

Senator BYRD. I have just hastily counted the number of males in fiscal year 1966 who were enrolled through June 20, 1966. These comprised a little over 35 percent males.

Miss THOMPSON. That is right, 35.1.

Senator BYRD. In fiscal year 1966.

Miss THOMPSON. That is right.

MALE PERCENTAGE DROPPING

Senator BYRD. So if the overall average is 33, and the average for fiscal year 1966 was 35, this would indicate that the percentage of males is indeed dropping.

Miss THOMPSON. It has dropped from 35.1 to a total of 33.7.

Senator BYRD. Yes. The other day you expressed the view that it was increasing, but this would not so indicate.

Miss THOMPSON. The first year they did. The second year they have not.

Senator BYRD. They did what?

Miss THOMPSON. The males increased in the programs during the first year.

Senator BYRD. In the second year they did not, they declined.

Miss THOMPSON. That is correct.

Senator BYRD. So the percentage of males is declining rather than increasing.

CONTINUANCE OF STIPEND CHECK

Now, Mr. Russo, you said on Wednesday that the training stipend checks end 4 weeks or a month after the trainee has completed his training and has been placed on a training-related job. You indicated that this period of a month, following completion of training and job

placement, is an adjustment period comparable to that which you have in the regular public assistance program.

Suppose a WTOC trainee gets a job which pays him by the week, why would you need to continue his training stipend checks for 4 weeks?

Mr. Russo. When we began the program, Mr. Chairman, we felt that after making this rather substantial investment in a trainee, it would be to the advantage of the trainee as well as to the program itself to establish an adjustment period during which a limited adjustment, in which we would continue the training grant, would be authorized to tide the trainee over during this cruicial period of adjustment following job placement and completion of training.

There are some trainees who are paid weekly following their job placement. Whether they are paid weekly or whether they are paid bimonthly or monthly, we continued the training stipend for a month following job placement.

Senator Byrd. In the case of an APTD recipient who becomes able to work and who gets a job, is he paid an adjustment check for a period of 1 month after going off the APTD rolls and securing employment?

Mr. Russo. Usually, Mr. Chairman, his grant continues until he receives his first full check.

Senator Byrd. Suppose he gets a job which pays him by the week?

Mr. Russo. Yes, sir.

Senator Byrd. Would he continue to get the APTD grant beyond that first week?

Mr. Russo. Not after he gets his first full pay.

Senator Byrd. Then why would you treat the WTOC trainee differently?

CRITICAL TIMING OF CHECKS

Mr. Russo. As I attempted to indicate, Mr. Chairman, we feel that the month following job placement after completion of training is a crucial period. The trainee has to make a number of adjustments. During the time that he was with us he had all of the supportive services that the program made available to him. Suddenly he reaches the point where he is on his own.

We thought that this adjustment period, this adjustment period in which we do continue the weekly training checks during a period of 1 month, that this would help him make the transition, and keep him in the job in which he was placed.

Senator Byrd. How many persons received such adjustment payments under the WTOC program during fiscal year 1966?

Mr. Russo. I do not have that, Mr. Chairman.

Senator Byrd. Does anyone have it?

Miss Thompson. We have 146 who completed their training and were placed during that fiscal year, but I don't know whether all of those received the adjustment check.

Mr. Russo. Not all of them received adjustment checks. We would have to submit this, Mr. Chairman.

Senator Byrd. Why would they not have received it?

Mr. Russo. Those examples that we gave, Mr. Chairman, where we placed a trainee who either failed in previous training sites or felt that he wanted to leave the program, any trainee who leaves the program,

even though we might find a job for him, if he does not complete the training program, then we do not authorize what we call termination checks during this 1-month adjustment period. The termination checks during the 1-month adjustment period are authorized only if the trainee completes his course of training and is placed by program staff in a training-related job.

Senator BYRD. How many persons received such adjustment payments under the WTOC program during the fiscal year 1967?

Miss THOMPSON. We will have to furnish that, Mr. Chairman.

Senator BYRD. What was the amount of adjustment payments in fiscal year 1966?

Miss THOMPSON. This we would have to furnish.

Senator BYRD. What was the amount of adjustment payments in fiscal year 1967?

Miss THOMPSON. We will supply that also.

(The information follows:)

ADJUSTMENT CHECKS

During fiscal year 1966, 147[1] persons received adjustment checks for a total cost of $29,823.36.[2]

During fiscal year 1967, 500 persons received adjustment checks for a total cost of $101,440.00.[2]

WTOC ENROLLEES WITHDRAWN VOLUNTARILY

Senator BYRD. On Wednesday, Miss Thompson, you said that there were 60 WTOC enrollees who have voluntarily withdrawn since the beginning of the program. Is that correct?

Miss THOMPSON. Yes.

Senator BYRD. Are you ready now to tell the subcommittee how long these persons were in training before they voluntarily withdrew?

Miss THOMPSON. We are working on this, but we do not have the answers to this question at the present time. We had to first identify the cases and then go back and check case by case.

Senator BYRD. Are you ready to state the total amount of moneys paid to these 60 persons who voluntarily withdrew?

Miss THOMPSON. Not to these 60.

Senator BYRD. On the basis of what Mr. Russo has just said, they would not be eligible to receive the adjustment check of course.

Miss THOMPSON. That is correct.

REINSTATED AND RECOUNSELED

Senator BYRD. May a trainee who is placed in a job and who is taken back for counseling and reinstated—well, the word "reinstated" is wrong now ——

Miss THOMPSON. Recounseled.

Senator BYRD. A person who is taken back for counseling and who is then placed in a second job, does he receive a second adjustment check when he is placed in a second job?

Mr. RUSSO. No, sir.

Senator BYRD. How many dropouts have been reinstated?

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[1] At the time of the hearing, 146 was given as completed training in fiscal year 1966.
[2] Based on our overall average weekly cost per trainee.

Miss THOMPSON. Through April, 180 persons were reinstated. These were not all dropouts. Some of them may have decided to take a job, and when the job terminated they asked to come back to the program.

Senator BYRD. Through April how many did you say were reinstated?

Miss THOMPSON. 180.

Senator BYRD. 180. This is for the 2 years.

Miss THOMPSON. That is correct.

REINSTATEMENTS

Senator BYRD. What would be the reasons for reinstatements?

Miss THOMPSON. Mr. Russo, would you answer that?

Mr. RUSSO. The major reason, Mr. Chairman, centers around the HEW regulation, which obtains as far as all title V training programs are concerned that any trainee who is inactive in a training program for a period of 30 days shall be automatically terminated from the program. We find on the basis of our rather brief experience with our WTOC program, we find that a major reason for reinstatements of trainees involved in trainees who largely because of illness had to be dropped at the end of 30 days, and then were reinstated. This is the major reason.

Senator BYRD. Again what is the HEW regulation?

Mr. RUSSO. Any trainee who is not actively involved in the program for a period of 30 days must be terminated from the program at the end of the 30 days.

Senator BYRD. 30 consecutive days?

Mr. RUSSO. Yes, sir.

Senator BYRD. Are these work days?

Mr. RUSSO. These are calendar days.

Senator BYRD. These are calendar days.

Mr. RUSSO. Yes, sir.

Senator BYRD. In other words, 4 weeks and 2 days.

Mr. RUSSO. Yes.

Senator BYRD. And you say there have been 180 of these who have been dropped as a result of being inactive for a period of 30 days and have been reinstated?

Mr. RUSSO. I said that the majority of our trainees that we reinstated were those trainees who had to be dropped because of an absence of 30 consecutive days.

Miss THOMPSON. Our statistic, Mr. Chairman, is 180 out of 1,809, which is 10 percent.

Senator BYRD. But how many of the 180, Mr. Russo, were dropped because of inactivity over a period of 30 days?

Mr. RUSSO. I could not give you the exact answer, Mr. Chairman, but I am sure that we can. We do have this data available.

Senator BYRD. All right. Indicate too the reasons for inactivity, whether because of sickness, et cetera.

(The information follows:)

DROPS AND REINSTATEMENT

The following is a tabulation by fiscal year of the reasons for dropping trainees who were subsequently reinstated:

Reasons	Fiscal year 1966	Fiscal year 1967	Total
To withhold 1 check for absenteeism	27	25	52
Medical	7	27	34
Training completed	2	22	24
Absent 30 days		17	17
Did not appear for the beginning of class		9	9
Untrainable because of excessive absenteeism	1	6	7
Incarcerated	3	3	6
Ineligible at house call		6	6
Voluntary withdrawal because of domestic problems		6	6
Not head of household		5	5
Failed in employment	1	4	5
Loss of contact	2	1	3
Not used as a replenishment at time of next class		3	3
Terminated in error		3	3
Income exceeding training allowance		1	1
No day care plan		1	1
Received MDTA allowance and WTOC service		1	1
To enlist in the Army		1	1
Left town		1	1
Total	43	142	185

NOTE.—The above statistics are from October 1965 through June 30, 1967. Many of the above terminations and reinstatements were for administrative reasons in order to cancel checks issued but not delivered to trainees.

Senator BYRD. Why should a person be dropped if the reason is illness? This would be beyond the person's control.

Mr. RUSSO. Yes. This is the requirement, Mr. Chairman. If the trainee is not actively participating in the program for 30 consecutive days, he cannot be continued in the program beyond the end of the 30th consecutive day.

Senator BYRD. In the case of this person who may be unavoidably absent because of illness, can he get back on TAFUP?

Mr. RUSSO. It would all depend, Mr. Chairman. If he were ill I doubt very much if he could be considered employable. He could apply if he were the male head of a household, because of incapacitation, or if the female head of a household, for either regular AFDC or APTD.

Senator BYRD. So these persons who might fall into this category could apply and possibly qualify for regular public assistance payments.

Mr. RUSSO. Depending on the nature of their illness; yes.

Senator BYRD. They could go on APTD, they could possibly go on ADC, or GPA. Indicate the cost to the program of those who were dropped because of the 30-day rule.

AVERAGE COST PER TRAINEE

The other day you stated that the average cost per trainee who participated in the program since the program started was $3,102. You were unable to state the average cost per trainee who has completed the program. Can you do this today?

Miss THOMPSON. Yes. The average cost per trainee is $1,812.97 for the training portion of it, $1,937.50 for the grant portion, making a total of $3,750.47 total.

Senator BYRD. This is the average cost per trainee who has completed the program.

Miss THOMPSON. That is correct.

Senator BYRD. I believe you were also unable to state the average

cost per trainee who has completed the program and who has been placed in a job. Are you able to do this today?

Miss THOMPSON. This would be the ones who have completed the training program and have been placed on a job.

Senator BYRD. So it would be the same figure.

Miss THOMPSON. Yes.

Senator BYRD. How did you arrive at the average cost?

Miss THOMPSON. We took the actual cost, the expenditures up to the present time and divided by the total number of trainees that had gone through the program. Now this training cost would be higher at this time, because it reflects the costs of beginning the program, including planning costs and renovation of the building. The longer the program runs, the cost of planning, the cost of renovation will be amortized so that the training costs would be reduced.

Senator BYRD. Does the cost include day care expense for the children?

Miss THOMPSON. Yes; it does. It includes everything, all services.

Senator BYRD. Does this take into consideration those persons who enrolled in the program and who did not finish the program?

Miss THOMPSON. It includes everyone.

TOTAL ENROLLMENT

Senator BYRD. And this would be using the total enrollment of how many?

Miss THOMPSON. 1,828.

Mrs. CHAMBERS. No, sir; we took the total man-weeks of actual training which is the only way to do it accurately, because you have dropouts and people who have completed training. We obtained an average weekly training cost based on the total number of weeks of all persons in training, and divided that into the total cost.

Senator BYRD. What was the total number of weeks of all persons in training?

Mrs. CHAMBERS. I don't believe I brought it. My recollection is that it was 64,490 training weeks since the inception of the program through June 30, 1967.

Senator BYRD. Could you give us your computations? Have a copy made for the record.

(The information follows:)

Method of trainee cost computation

Total stipends (October 1965–June 30, 1967	$3,270,795
Total other training costs (April 1965–June 30, 1967)	$3,061,089
Total cost of program (April 1965–June 30, 1967	$6,331,884
Total man-weeks of all persons in training	64,490

$\frac{\$3,270,795}{64,490}$ = $50.72 average weekly Stipend Costs.

$\frac{\$3,061,089}{64,490}$ = $47.46 average weekly other Training Costs.

$\frac{\$6,331,884}{64,490}$ = $98.18 average weekly Total Cost of Program.

To obtain the annual cost multiply weekly costs in each category by 52.
To obtain monthly cost, divide annual cost in each category by 12.

FOLLOWUP RANDOM SAMPLE SURVEY

Senator BYRD. We may come back to this. You referred the other day to a 6-month followup sample which had been done on 123 persons who had completed training. You indicated that this was a random sample, Mr. Russo. Please explain how the 123 cases were selected for the sample and also explain the procedure in developing the information on these 123 persons.

Mr. RUSSO. Mr. Chairman, I do not have the specfics as to exactly how these trainees that fell within this were selected. The survey that I was referring to, and I am sure it is the same survey that the Director was referring to, was a random followup survey, a sample survey that our WTOC staff undertook of covering job placements made during the period November 1965 to June 1966. It covered a total of 141 job placements, trainees placed in jobs. I have the data here which sets forth all of the specifics except how the trainees were actually selected, referring to this group of 141.

Senator BYRD. This would be important, because it would indicate whether indeed there was a random sample.

Mr. RUSSO. Yes.

Senator BYRD. Or whether or not it was some other kind of sample, and samples can be misleading. So we will have that for the record, if you please, and also state for the record how the persons were selected.

(The information follows:)

QUESTIONS FOR EXIT INTERVIEW (USED AFTER PLACEMENT ON JOB)

1. Where are you employed?
2. What is your title (and/or grade)?
3. What are you doing on your job?
4. Is it the job for which we trained you?
5. Is the job you are doing the same as what you were told you would be doing when you were hired? (If not, when do you expect to be doing the job for which you were hired?)
6. Do you like the job?
7. Do you like the boss?
8. Do you like the people you're working with?
9. Now that you are working, what do you think of our training?
10. What should we have included in your training that we failed to include?
11. What did we train you for that you see little chance of ever being called on to do? (This is of special interest when the job placement is not in the job category for which we ostensibly trained him.)
12. What continuing supportive service—social, medical, dental—are we winding up?
13. Are you sure that this service will be completed within the 30-day period beginning after you started work, after which we *must* cease service?
14. How much are you making straight time?
15. How much overtime did you have last week?
16. What was your take-home total?
17. Have you visited your Neighborhood Development Center yet? (If not, when do you plan to?)
18. What would you like to have changed in the Remedial Education Session?
19. What changes or additions of our training program would be of greatest assistance in preparing you for the world of work?
20. Has it been worth it? Would you choose our program if you had to do it over again?

JOB TRAINING AND PLACEMENT FOLLOW-UP PROGRAM (METHODS AND PROCEDURES)

The primary objective of the follow-up programs on the success or failure of the trainee in the job in which he is placed is to obtain timely "feed-back" on socio-economic employment data essential for continuing evaluation of and action improvement of the program. Additionally, this system provides a continuing way to maintain informal contacts with hiring officers in the "world of work" and maintaining employer good will for the Training Center by demonstrating commitment to the search for quality training and employer-oriented job placements.

There are three scheduled methods of job follow-up which are time-phased for systematic identification of employee-employer relationships, characteristics of employee job stability, range of current wage rates, as well as to identify problems encountered by ex-trainees on the job: behavior patterns which lead to tardiness, absenteeism, quitting or termination, along with positive factors of employee motivation, up-grade training, job satisfaction and opportunities for advancement. The three scheduled methods are described as follows:

a. *Immediate Four-Week Set of Interviews*—This is a critical check point. All trainees going on an employer payroll are interviewed by WTOC staff once each week for a period of four weeks after placement on a paying job. This interview is held to detect problems at the earliest possible date and smooth out the transition process from status as a trainee dependent upon staff to economic and social independence. A record of these interviews is retained in the trainee files maintained by the Work and Training Opportunity Center.

b. *Three-Month Post-Training Follow-Up Questionnaire.*—The questionnaire and procedures are prescribed by the Department of Health, Education, and Welfare which has funded the Work and Training Opportunity Center 100 percent in its first two years. The procedure was begun March 22, 1967. The purpose of the three-month mail follow-up is to determine the results of participation in the program in terms of subsequent employment status and degree of economic independence attained. Post-training follow-up contacts are to be made at the end of a three-month period following a trainee's termination from his Title V assignment. A mail questionnaire (Form FS–2081, copy attached) is designed for the follow-up. The follow-up is limited to a 20 percent sample of former trainees whose project case numbers end in the digits 5 and 9, who left the program on January 1, 1967, and thereafter. Completed questionnaires are reviewed and returned monthly to the U.S. Department of Health, Education, and Welfare.

c. *Six-Month Placement Follow-Up.*—This is an internal management control procedure developed by the Work and Training Opportunity Center to find out whether or not the ex-trainee held the job to which he was sent. This procedure applies to all employees. A questionnaire has been devised (Six-Month Placement Follow-Up Questionnaire, copy attached) which the employee is asked to help WTOC staff complete. This follow-up applies to all persons placed in jobs. During the sixth month after the employee is on the job, a telephone contact is made with the employer and the questionnaire items asked. This procedure, however, has certain limitations in terms of 100 percent coverage. Personnel offices of a number of employing agencies will not respond to telephoned requests for data. In such cases the questionnaire is mailed, with varying results. Further, the staffing levels authorized for the program do not provide for the man-hours required to do repeated investigative follow-up attempts or field visits. Thus because of limitations which are inherent in a system which must depend almost wholly on the voluntary response of the employer, it becomes necessary to define job follow-up data in terms of ratios and percentages.

WEEKLY INTERVIEW (PW–WT–7; NOVEMBER 1965)

Name_____ Number days

Social Worker_____ absent_____

Job Counselor_____ Week ending_____

Date_____

Comment_____

_____

_____

_____

_____

Interviewer

Appendix I
Form FS-2081
(3/67)
DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE
WELFARE ADMINISTRATION
Bureau of Family Services

Form approved
Bureau Budget No. 122-R113

Serial No. _____

Social Security Number

Project No. V-_____

Case No. _____

THREE MONTH POST-TRAINING FOLLOW-UP QUESTIONNAIRE

We would first like to know something about the members of your family living with you.

A Do you have a (wife) or (husband) living with you?
(Check one box only)

No ☐ 1

Yes ☐ 2

B Enter the number of other persons living with you who depend on you for most of their support. (Enter a number on each line, or a zero (0).

How many of your or your wife's:

Sons? . . . . . _____

Daughters? . . . . . _____

Parents? . . . . . _____

Sisters and brothers? . . . . . _____

Nieces and nephews? . . . . . _____

Friends? . . . . . _____

Other (Explain) _____

_____

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C Do any of the above persons living with you have any income of their own? (Check one box only)

No ☐ 1

Yes ☐ 2

What is their total income each week, that is, the total income of all of the persons that you entered in question B above? $_____.

Now we would like to know how you feel about any work experience, training, education, and other benefits you may have received while you are on the work and training project several months ago. We would also like to know some things about the job(s) you have had since you left the project.

D How do you feel about the work experience, training, and education you received when you were on the project? (Check one box only)

I liked it all very much ..... ☐ 1

I liked most of it, but not all. ... ☐ 2

I liked only some of it ..... ☐ 3

I did not like any of it ..... ☐ 4

E Why do you feel this way? (Please describe as completely as possible what you liked or did not like about the work experience, training, or education.)

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F Did you receive any of the services listed below while you were on the project? (Check one box only for each service)

	NO, service not received	YES, and it-- Helped a lot	Helped some	Helped very little	Did not help at all
Medical Services	☐00	☐01	☐02	☐03	☐04
Help to prepare you for employment	☐10	☐11	☐12	☐13	☐14
Help in obtaining employment	☐20	☐21	☐22	☐23	☐24
Child care services	☐30	☐31	☐32	☐33	☐34
Emergency help in your home	☐40	☐41	☐42	☐43	☐44
Helping in showing you how to keep house	☐50	☐51	☐52	☐53	☐54
Helping in locating a house or apartment	☐60	☐61	☐62	☐63	☐64
Legal help	☐70	☐71	☐72	☐73	☐74
Help with personal and social problems	☐80	☐81	☐82	☐83	☐84
Other help (Explain)	☐90	☐91	☐92	☐93	☐94

_____

_____

_____

_____

_____

_____

_____

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G Since you left the project have you received any more training or education? (Check one box only)

No ☐ 1

Yes ☐ 2

What kinds of training or education? (Check as many boxes as apply)

- Training under the Manpower Development and Training Act (MDTA) ..... ☐ 1
- Vocational education in a school or on the job ..... ☐ 2
- Grade school education ..... ☐ 3
- High school equivalency ..... ☐ 4
- Other (What kind?)_____ ☐ 5

H After leaving the project, how long did it take you to get your first job, (or to become self-employed)? (Do not consider jobs which lasted less than 35 hours.) (Check one box only)

- Never employed or self-employed after leaving the project ..... ☐ 0 (Skip to M)
- One week or less ..... ☐ 1
- Two or three weeks ..... ☐ 2
- Four or five weeks ..... ☐ 3
- Six or seven weeks ..... ☐ 4
- More than seven weeks ..... ☐ 5

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I After leaving the project, what kind of work did you do when you were first employed? (Please describe as completely as possible what you did on that job. What was the job called? What kind of place did you work in, for example, cafeteria, retail store, industrial shop, government office, etc.)

J What was your usual take-home pay each week on that job (or earnings from self-employment)?

$_____

K Since you left the project, how many jobs have you had? (Do not count jobs which lasted less than 35 hours.) (Check one box only)

- One . . . . . ☐ 1
- Two . . . . . ☐ 2
- Three . . . . . ☐ 3
- Four . . . . . ☐ 4
- Five or more . . . . ☐ 5

L Are you working now? (Check one box only)

- No ☐ 1 (Go to M)
- Yes ☐ 2
  - Are you now working: 35 hours a week or more? ☐ 1 (Go to N)
  - Less than 35 hours a week? ☐ 2 (Go to M)

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M Check up to three reasons why you were never employed after leaving the project, or are not working now, or working only part-time.

- I'm too busy keeping house full-time, don't have time to work, etc. ☐ 01
- I don't have anyone to take care of my children. ☐ 02
- I don't have anyone to take care of adult dependents in the family (wife or husband, parent(s), etc.) ☐ 03
- I can't find a job that I can do, need more education or training, etc. ☐ 04
- I don't feel well; I'm sick, don't have the strength or energy, etc. ☐ 05
- I can't find a job that I like. ☐ 06
- I can't find a job in which I received training. ☐ 07
- I can't find any job at all, no jobs around here. ☐ 08
- I'm taking more training. ☐ 09
- Other reason (explain) _____ ☐ 10

(NOW ANSWER N)

N Are you getting money from welfare now? (Check one box only)

No ☐ 1

Yes ☐ 2

How much each month? $ _____

If you are not working now, do not answer any more questions. Thank you for your cooperation. Please return this questionnaire in the stamped self-addressed envelope.

If you are now working full-time or part-time, please complete questions O through T on the next two pages.

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76-945—67—pt. 2——33

O Most of the time now, do you work for wages, or are you self-employed? (Check one box only)

self-employed . . . ☐ 1

work for wages. . . ☐ 2

How did you find out about your present job? (Check one box only)

Self . . . . . ☐ 1

Public welfare agency . . . ☐ 2

U.S. Employment Service . ☐ 3

Friend or relative . . . . . ☐ 4

Other (Explain)_____

_____ ☐ 5

P What kind of work do you do? (If this is your first job and you are still doing the same kind of work describe in question I, skip to question Q. Otherwise, please describe as completely as possible what you do. What is your job called? What kind of place do you work in, for example, cafeteria, retail store, government office, etc.?)

Q How many hours do you usually work each week? _____ hours

R What is your usual take-home pay each week (or earnings from self-employment)?

$_____

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S Do you expect to be in your present job 3 months from now? (Check one box only)

Yes ☐ 1 (GO TO T)

No ☐ 2

Why don't you expect to be in your present job 3 months from now? (Check one box only)

I'm doing seasonal farm work. . . . ☐ 1

I'm doing seasonal work at a resort, hotel, etc. . . . . ☐ 2

I expect to be laid off . . . . . ☐ 3

The work is too hard for me physically. . . . . ☐ 4

I don't like my present job . . . . ☐ 5

Another reason (Explain)_____

_____

_____ ☐ 9

T How do you think your family is being supported now - well, fairly well, just getting by, or poorly? (Check one box only)

Well . . . . . ☐ 1

Fairly well . . . . . ☐ 2

Just getting by. . . . . ☐ 3

Poorly. . . . . ☐ 4

Thank you for your cooperation. Please return this questionnaire in the stamped self-addressed envelope.

H.T. No. 116

SIX-MONTH PLACEMENT FOLLOW-UP QUESTIONNAIRE

Name: Group:

Home Address (old):

Home Address (new):

Agency or Firm where employed: Date Employed:

Person to be contacted: Phone:

Type of training received:

Job Title: Weekly salary:

1. Is the above individual still employed?

a. As what? c. Wage?
b. Where? d. Overtime?

2. If no longer employed, what was reason for leaving?

a. Resigned: Date:
(1) Day care problems
(2) Salary
(3) Transportation
(4) Lack of opportunity for advancement
(5) Other

Reason given by employee: If no reason given, what did employer consider to be reason?

b. Quit: Date:
Reason given by employee: If no reason given, what did employer consider to be reason?

c. Fired: Date:
(1) Absenteeism?
(2) Tardiness?
(3) Other?
d. Where did he/she go?
e. Who on present staff would know?

3. Are performance and attitude toward job and co-workers satisfactory?

4. What progress, if any, has been made in performance of his job?

5. Are there prospects for future advancement?

6. If further openings were available, would you be willing to consider other applicants from the Work and Training Opportunity Center?

7. What additional training, if any, has employee received?

8. Do you feel the training and/or experience received under the Work and Training Opportunity Center Program prepared him for this job? If not—what deficiencies?

9. Would you care to make suggestions for improving our training?

PROCEDURE IN DEVELOPING INFORMATION

Senator BYRD. Does the data you are going to supply for the record explain the procedure in developing the information on those 123 persons?

Mr. RUSSO. As I said, Mr. Chairman, this is a total of 141 trainees, and it indicates the data that was obtained as a result of the survey. As to procedures, it is not indicated on the information I have, but I do know that the procedures involve primarily contacting the original employer, a telephone contact with the original employer. As I look at this material, Mr. Chairman, I want to correct what I said earlier. I was in error.

This is not a random sample. This involves all of the job placements that were made during the period November 1965 through June 30, 1966. The total number of job placements that were made during this period was 146. We indicate in this data that five employers involved in the total of 146 job placements during this period had not responded, thus reducing the total job placements surveyed to 141.

Senator BYRD. 123 responded?

Mr. RUSSO. 141 out of 146.

Miss THOMPSON. Mr. Chairman, let me clarify the 123. His period of time includes 2 more months. We have a system set up so that each month as a class is placed, we follow so many of them. I gave you the figure of 123. This was through April. His figures are through June.

Senator BYRD. Can you supply for the record the facts concerning the 85 persons who, out of the sample of 123 persons, were still employed at the time of the sample? In other words, indicate the class in which the person enrolled, the date when the person completed his training, the date he was employed and the type of employment. Can you do that for the record?

Miss THOMPSON. Yes; we can furnish that.

(The information follows:)

Group A

Case sample	Date completed training	Date employed	Type of employment	
			Job title	Salary
1	Feb. 4, 1966	Feb. 8, 1966	Elevator operator	$75.48
2	Feb. 18, 1966	Feb. 21, 1966	Statistical clerk	75.48
3	Mar. 4, 1966	Mar. 7, 1966	Supply clerk	79.78
4	Feb. 23, 1966	Feb. 28, 1966	Clerk-typist	92.00
5	Mar. 22, 1966	Mar. 24, 1966	Food supply worker	73.34
6	Mar. 18, 1966	Mar. 21, 1966	Neighborhood worker	91.73
7	Feb. 28, 1966	Mar. 1, 1966	do	91.00
8	Mar. 18, 1966	Mar. 21, 1966	do	91.00
9	Mar. 25, 1966	Mar. 28, 1966	Clerk-typist	82.09
10	do	Apr. 1, 1966	Warehouseman	109.60
11	Apr. 1, 1966	Apr. 4, 1966	Keypunch operator	65.00
12	do	do	Clerk-typist	75.48
13	do	Apr. 7, 1966	do	75.48
14	Apr. 6, 1966	do	do	83.25
15	Apr. 8, 1966	Apr. 10, 1966	do	75.48
16	do	Apr. 11, 1966	Printers apprentice	80.00
17	do	do	Clerk-typist	75.48
18	do	Apr. 12, 1966	do	75.48
19	Feb. 23, 1966	Apr. 14, 1966	Nurses aide	54.00
20	Apr. 12, 1966	Apr. 17, 1966	Clerk-typist	75.48
21	Apr. 7, 1966	Apr. 18, 1966	do	75.48
22	Apr. 14, 1966	do	do	75.48
23	Apr. 15, 1966	Apr. 19, 1966	Nurses aide	54.00
24	Apr. 22, 1966	Apr. 25, 1966	Clerk-typist	75.48
25	Apr. 29, 1966	May 1, 1966	do	66.34
26	Apr. 21, 1966	May 2, 1966	do	79.79
27	May 6, 1966	May 9, 1966	do	67.25
28	May 10, 1966	May 16, 1966	do	73.34
29	do	May 23, 1966	do	73.34
30	May 9, 1966	do	do	73.34
31	Feb. 23, 1966	May 30, 1966	Nurses aide	50.00
32	May 20, 1966	May 23, 1966	Clerk-typist	73.34
33	May 3, 1966	May 9, 1966	Bindery worker	69.20
34	May 23, 1966	May 24, 1966	Dental assistant	61.50
35	May 20, 1966	May 23, 1966	Library assistant	73.34
36	Feb. 23, 1966	May 26, 1966	Nurses aide	54.00
37	do	do	do	54.00
38	do	do	do	54.00
39	do	May 30, 1966	do	54.00
40	do	do	do	54.00
41	May 30, 1966	June 1, 1966	Homemaker specialist	55.85
42	Feb. 23, 1966	June 6, 1966	Nurses aide	54.00
43	May 31, 1966	do	Clerk-typist	73.00
44	June 6, 1966	June 13, 1966	Payroll clerk	70.00
45	May 31, 1966	June 20, 1966	File clerk	67.25
46	June 17, 1966	June 27, 1966	Housekeeping aide	60.00
47	June 13, 1966	do	Clerk-typist	73.34

Group B

Case sample	Date completed training	Date employed	Type of employment	
			Job title	Salary
48	Jan. 28, 1966	Feb. 2, 1966	Clerk-typist	$91.73
49	Mar. 18, 1966	Mar. 21, 1966	Social worker assistant	91.00
50	do	do	do	91.00
51	Apr. 8, 1966	Apr. 11, 1966	Clerk-typist	75.48
52	Apr. 12, 1966	Apr. 25, 1966	do	82.09
53	Apr. 14, 1966	Apr. 18, 1966	Draftsman apprentice	69.42
54	May 6, 1966	May 9, 1966	Clerk-typist	73.34
55	do	do	do	67.25
56	May 10, 1966	May 11, 1966	do	73.34
57	Apr. 25, 1966	do	do	67.25
58	May 3, 1966	May 12, 1966	do	73.34
59	May 2, 1966	May 13, 1966	Street cleaner	80.00
60	Apr. 22, 1966	May 16, 1966	Day care aide	80.00
61	May 13, 1966	do	Clerk-typist	73.34
62	May 3, 1966	May 23, 1966	do	73.34
63	June 3, 1966	June 6, 1966	Secretary-typist	89.26
64	June 7, 1966	June 13, 1966	Neighborhood worker	91.73
65	June 9, 1966	do	Social worker assistant	91.73
66	June 6, 1966	do	Clerk-typist	71.82
67	June 13, 1966	June 20, 1966	do	73.34
68	June 24, 1966	June 27, 1966	do	79.79
69	Jan. 18, 1966	Jan. 19, 1966	Consumer education aide	90.38

Group C

Case sample	Date completed training	Date employed	Type of employment	
			Job title	Salary
70	Feb. 28, 1966	Mar. 1, 1966	Neighborhood worker	$91.00
71	Mar. 18, 1966	Mar. 21, 1966	Social worker assistant	91.00
72	Apr. 15, 1966	Apr. 18, 1966	Institutional housekeeper	50.00
73	June 23, 1966	June 27, 1966	Clerk-cashier	65.00
74	Feb. 11, 1966	Feb. 14, 1966	File clerk messenger	91.73

Group D

Case sample	Date completed training	Date employed	Type of employment	
			Job title	Salary
75	June 24, 1966	June 27, 1966	Baker's helper	$65.00
76	May 13, 1966	May 16, 1966	Carpenter's helper	67.50
77	Apr. 8, 1966	Apr. 11, 1966	Auto mechanic helper	100.00
78	May 23, 1966	June 20, 1966	Addressograph operator	70.00
79	June 13, 1966	do	Clerk-typist	79.60
80	Feb. 23, 1966	June 21, 1966	Nurse's aide	51.20
81	June 21, 1966	June 27, 1966	Clerk-typist	73.34
82	June 13, 1966	do	do	73.34
83	do	do	do	73.34
84	June 10, 1966	do	do	73.34
85	June 13, 1966	do	Keypunch operator	73.34

JOB PLACEMENT OF ALL COMPLETING TRAINING

Senator BYRD. You stated on Wednesday that of the 608 persons who had completed training, the entire number had been placed in jobs. Is that correct?

Miss THOMPSON. That is right.

Senator BYRD. How is it possible that everyone who completes training gets employed?

Miss THOMPSON. During the time they are in training, and when it gets close to the termination of their training, our job counselors are looking for jobs, so that all of them are placed in jobs.

Senator BYRD. Is it possible that if a job slot is not awaiting the person upon the completion of training, the individual is simply left on the WTOC until a job becomes open?

Mr. RUSSO. Yes. This may well happen, Mr. Chairman. In these kinds of situations, we continue to involve the trainee in training. We simply do not keep him inactive in the program.

In the majority of cases, jobs are waiting for trainees at the point that they are ready for a job, but when they are ready and the job isn't available, we continue training, usually on work experience sites, until our job placement officers has found a job for the trainee.

Senator BYRD. So this is why the picture looks so good on the surface. You have 608 persons trained, 608 persons placed in jobs.

Mr. RUSSO. Yes, Mr. Chairman.

Senator BYRD. You can never fail in this if you just hold a person in the WTOC program until the job is ready.

Mr. RUSSO. Yes, sir. This is one of the reasons why, if I may add, we insisted when we developed this program that we be staffed with our own job placement officers.

History tells us, in our relationship with our colleagues in the U.S. Employment Service, that there is quite a gap between completion of training and placement in jobs. Realizing this, we were fortunate in being able to have our own job placement staff, and as a result, we have compiled the record as indicated to you as far as job placements of trainees who have completed training is concerned.

INTERVENING PERIOD BEFORE PLACEMENT

Senator BYRD. So there has been no intervening period between the completion of training and job placement.

Mr. RUSSO. No, I am not saying that, Mr. Chairman.

Senator BYRD. There has been?

Mr. RUSSO. There has been in some cases.

Senator BYRD. There has been an intervening period?

Mr. RUSSO. Yes, sir.

Senator BYRD. Between the completion of training and job placement?

Mr. RUSSO. Right.

Senator BYRD. And in those cases the person is just left in WTOC until a job is found.

Mr. RUSSO. Yes; and in those cases I might add that a concerted effort is made to find a job slot in a training-related job for the trainee, but in the majority of cases, the job is waiting for the trainee when he is ready for it.

Senator BYRD. How many persons have completed their training and have been kept on WTOC until a job was found, such job not having been available at the time of completion of training?

Miss THOMPSON. Can you answer that, Mr. Russo?

Mr. RUSSO. I cannot answer that. We will make every attempt to furnish it to you.

(The information follows:)

A total of 40 persons completed their training, were ready for jobs, and were kept on training sites until a job was found. Appropriate data follows:

Categories of training:	*Number of trainees*
Auto mechanic	4
Bindery worker	3
Clerk-typist	13
Dietary aide	1
File clerk	1
Floral arranger	1
Electricians helper	1
EAM operator	1
Engineer (6th class)	3
Guard	1
Keypunch operator	1
Meatcutter	1
Meat wrapper	2
Offset press operator	1
Nurses aide	2
Computer programer	1
Receptionist	1
Typewriter repairman	1
Upholsterer	1
Total	40

These individuals were kept on training sites after completing training and before placed in a job for an average of 8.1 weeks.

The cost based upon our overall weekly average per trainee was:

Stipends	$ 16,448.49
Other training costs	15,391.28
Total	$ 31,839.77

TIME SPENT BEFORE PLACEMENT AND COST

Senator BYRD. All right. What is the average number of weeks these individuals were kept in WTOC before they were placed in jobs after having completed their training, and what was the total cost during that period? Then the emphasis for this group is on holding the family together rather than training the head of the household. Would that be a correct assumption?

Miss THOMPSON. No, I would not agree with that 100 percent, Mr. Chairman. I would say that after investing this much in a training program, we would continue to try to place the person in a job related to his training so that there might be a short delay between the time the training was completed and the job was ready.

Senator BYRD. I thought I read recently something to the effect that there were jobs going begging in the District.

Miss THOMPSON. If we wanted to build a record of placing trainees in jobs, we could place them in jobs, but our whole focus is placing them in jobs where the income is large enough so they can support their families. We feel we wouldn't be accomplishing very much, if we built only a placement record, and at the end of the placement, trainees were placed in jobs where they couldn't support their families. Under this plan, the money spent in training is lost.

TRAINING FOR ONLY AVAILABLE JOBS

Senator BYRD. Why not have a redirection of your training program at the beginning? Train people for jobs that are available.

Miss THOMPSON. This we do. This is the whole emphasis.

Senator BYRD. Apparently you are failing in this, to the extent that you are not able to place these people in jobs, once their training is completed.

Miss THOMPSON. I think two factors get in the picture. In all cases when we start a trainee through the training program, we are training him for jobs that we know exist. In some cases we overestimate the ability of the person, and secondly, during the training period, it might be possible that the job that was available has been filled, and we have to seek another job, but it does not mean that the training is lost, because we are constantly changing our training programs, as job slots open up.

For example, in the beginning we trained nursing assistants. We found out that even though there were nursing assistant vacancies in many of the private hospitals in the city, the wage, after uniform costs and transportation costs were deducted, did not pay enough for the trainees to support their families, so at the present time we are training only a few nursing assistants.

Senator BYRD. Could not one major reason for that rest on the fact that this group constituted the second highest group with regard to the number of children involved?

Miss THOMPSON. I beg your pardon?

Senator BYRD. You indicated that the salaries were too low in this field. Consequently, you are no longer training them for that. This group of 41 nursing assistants had 112 children.

Miss THOMPSON. That is correct.

Senator BYRD. My first question would not necessarily be right, because the fact that the second highest number of children is reflected might also be attributed to the fact that the group also constituted the second highest number of heads of families, 41 nursing assistants, so this would average less than three children per nursing assistant.

REMEDIAL EDUCATION PROGRAM

You referred a little earlier to the remedial reading courses. What is included in this program?

Miss THOMPSON. Mr. Russo, would you like to answer that, please?

Mr. RUSSO. Yes, Mr. Chairman.

I would like to give you as many of the specifics about the remedial training program at WTOC that I am aware of. We are very proud of our remedial education program. We relate this program closely to the educational experts in the District of Columbia.

We do not want a program which is an island unto itself. As a matter of fact, Mr. Chairman, the first chief of our remedial education section, where we do our remedial reading teaching, came to us from the board of education. She established the program and left us about 4 or 5 months ago, but essentially the procedures that she established are extant to this day.

Only recently we had educational experts from George Washington University, from Georgetown University, from American University, and from the Board of Education meet with us to review especially our remedial reading program. We use, basically, the ITA, the initial teaching alphabet, which is really the most basic form, the most basic

approach in upgrading reading skills of persons who clearly have demonstrated weaknesses in reading and in comprehending.

We use the ITA, and we also use what is known as the oral-aural, hearing and speaking method. I do not have the specifics on it, Mr. Chairman.

Senator BYRD. Do you receive guidelines from public school remedial reading courses?

PUBLIC SCHOOL GUIDELINES

Mr. RUSSO. The program was established working in close cooperation with the Board of Education and relating to their procedures.

As I indicated, our first chief of this section came to us from the Board of Education. Dr. Hansen really was most cooperative. He realized our crucial need for a top-flight person to head this section, and through his efforts we were able to get our chief of this section.

FOLLOWUP OF TRAINEES NOT WITH ORIGINAL EMPLOYER

Senator BYRD. You stated that 69 percent of those persons in the sample were found to be working with the original employer. What happened to the other 31 percent?

Miss THOMPSON. We are making a canvass of the 31 percent at the present time. We hope to be able to supply that to you within the next day or two.

Senator BYRD. Can you state whether or not any of them have returned to WTOC?

Mr. RUSSO. I cannot. I would doubt it very much, but, as Miss Thompson said, we are following up on this survey to determine exactly where those three out of 10 are, whether they are still working, where they are working, how much salary they are commanding, and what their exact circumstances are.

Senator BYRD. Have any of them returned to TAFUP, do you know?

Mr. RUSSO. I do not know, Mr. Chairman.

Senator BYRD. Has any sample been conducted of any group subsequent to the sample to which you have already referred?

Miss THOMPSON. No, sir.

PERSONS BACK ON RELIEF

Senator BYRD. On Wednesday you indicated that only two persons out of a total of 765 were back on the relief rolls. What did the figure of 765 represent?

Miss THOMPSON. That was the total number of trainees who had completed training at the end of December 1966.

Senator BYRD. How do you know that some of those persons who dropped out did not go on the relief rolls?

Miss THOMPSON. We do not know.

PAYMENT FOR ON-THE-JOB TRAINING

Senator BYRD. You indicated that trainees are paid while they are in an on-the-job training slot.

You also indicated that the employer did not pick up the tab, but that the training is totally paid by WTOC.

What is the maximum period over which the trainee may be paid by WTOC for the on-the-job training under an employer?

Miss THOMPSON. Mr Russo?

Mr. RUSSO. Yes

Mr. Chairman, as long as this program is funded out of Federal funds, as we mentioned Wednesday, there is a limitation, a maximum period of 3 years under the Economic Opportunity Act, the 1966 amendments, and this entire period can be work experience or on-the-job training.

Senator BYRD. How much is paid to the employer for the on-the-job training course of an individual?

Mr. RUSSO. Nothing, sir.

PERSONS STILL IN TRAINING

Senator BYRD. On Wednesday you indicated that six persons who started in class A were still in WTOC. When did class A begin?

Miss THOMPSON. October 1965.

Senator BYRD. How many persons are still in training who began with class B?

Miss THOMPSON. As of March 1967, 48.

Senator BYRD. Forty-eight who began with class B?

Miss THOMPSON. That is correct.

Senator BYRD. And when did class B begin?

Miss THOMPSON. November 15, 1965.

Senator BYRD. When did class C begin?

Miss THOMPSON. January 3, 1966.

Senator BYRD. How many persons are still in training who were in class C?

Miss THOMPSON. Thirty-six.

Senator BYRD. As of what date?

Miss THOMPSON. March.

Senator BYRD. Can you give us up-to-date figures?

Miss THOMPSON. I cannot give you anything past March, Mr. Chairman.

Senator BYRD. Can you supply it for the record?

Miss THOMPSON. Yes, we can.

Seantor BYRD. There would be 3 additional months involved.

All right, supply for the record the total number of persons who are still in training who began in each class from the beginning.

(The information follows:)

Training population by class on specific dates

Group	In training, June 30, 1967	In training, July 24, 1967
A (began Oct. 4, 1965)	8	6
B (began Nov. 15, 1965)	26	22
C (began Jan. 3, 1966)	28	25
D (began Feb. 14, 1966)	46	37
E (began Apr. 18, 1966)	46	35
F (began June 20, 1966)	89	78
G (began Aug. 22, 1966)	96	86
H (began Oct. 24, 1966)	111	101
I (began Jan. 30, 1967)	133	124
J (began Mar. 13, 1967)	145	139
K (began May 8, 1967)	154	151
Total	882	804

TOTAL EXPENDITURES ON CLASS A TRAINEES

Senator BYRD. What is the total amount of money that has been paid to date for the six trainees who began in class A? Do you have that figure?

Miss THOMPSON. Yes.

The training costs would be $25,675.86. The stipends would be $27,439.52, making a total of $53,115.38.

Senator BYRD. What is the total amount of money paid to date to trainees still enrolled who began in class B? Do you have that to date?

Miss THOMPSON. No.

Senator BYRD. You indicated you only had these figures up to March.

Miss THOMPSON. That is correct.

Senator BYRD. Can you give the figures up to March showing the total amount of money paid to that date?

Miss THOMPSON. No.

Senator BYRD. To trainees who were still enrolled and who began in class B?

Miss THOMPSON. No; we do not have that, Mr. Chairman. We did it for the six from the beginning.

TOTAL EXPENDITURES FOR OTHER CLASSES

Senator BYRD. Please do it for each class, the number of persons who are still enrolled for each class, the total amount of money. Let's limit it to all the classes that got underway in calendar year 1966.

What is the total amount of money paid to date to trainees still enrolled, who began in those classes, and indicate the date when the class began.

Mr. RUSSO. Mr. Chairman, may I ask a question so we can be clear on this?

Senator BYRD. Yes.

Mr. RUSSO. Do you desire information involving the total amount of money paid to the trainees or the total costs?

Senator BYRD. I want the total cost.

Break it down as Miss Thompson did in the case of the six who were still enrolled, and who began with the first class. She broke it down and also gave the total. That is what we would want with regard to the other classes.

In other words, how many persons are still in training who began with class B, and what is the total cost to date for these trainees who are still in training?

The same with regard to class C, class D, class E, and Class F. I believe class F was the last class that started in fiscal year 1966.

Miss THOMPSON. No, sir; there was a G on August 22.

Oh, yes; breaking it off by fiscal years, that is right.

(The information follows:)

Numbers and costs of trainees still in training as of June 30, 1967, classes A through F

Class	Date started	Still enrolled, June 30, 1967	Number of weeks	Cost of stipend [1]	Other costs of training [1]	Total [1]
A	Oct. 4, 1965	8	711	$33,744.06	$36,061.92	$69,805.98
B	Nov. 15, 1965	26	2,123	100,757.58	107,678.56	208,436.14
C	Jan. 3, 1966	28	2,054	97,482.84	104,178.88	201,661.72
D	Feb. 14, 1966	46	3,256	154,529.76	165,144.32	319,674.08
E	Apr. 18, 1966	46	2,801	132,935.46	142,066.72	275,002.18
F	June 20, 1966	89	4,602	218,410.92	233,413.44	451,824.36
Total		243	15,547	737,860.62	788,543.84	1,526,404.46

[1] Based upon the overall average per week per trainee from inception of program through June 30, 1967.

HIGH SCHOOL EQUIVALENCY EXAMINATION

Senator BYRD. Can you state today how many trainees have taken the high school equivalency examination, and how may have failed it?

Miss THOMPSON. A total of 94 have taken it. Forty-two have passed and 52 have failed. Of the 52 who have failed, some are going to try it again.

Senator BYRD. Will you supply that for the record?

Miss THOMPSON. Yes, sir.

(The information follows:)

Of the 52 who have failed the High School Equivalency Examination, 15 are being tutored three evenings a week two hours an evening. None have indicated that they will try again this month.

Senator BYRD. How many have failed a second time?

Miss THOMPSON. I do not have that.

Senator BYRD. Have any failed more than once?

Miss THOMPSON. I cannot answer that, Mr. Chairman.

Senator BYRD. Would you answer this, please, for the record, or can anyone answer it now? Can you, Mr. Russo?

Mr. RUSSO. No, sir; I cannot.

Miss THOMPSON. We will furnish it for the record.

Senator BYRD. All right.

(The information follows:)

Only one trainee has failed the High School Equivalency Examination twice.

NUMBER WHO HAVE TAKEN EXAMINATIONS TO OBTAIN LICENSES

Senator BYRD. How many persons have taken examinations to obtain licenses?

We asked this the other day and you did not have the answer.

Miss THOMPSON. Yes, sir; I have that.

A total of 76 trainees have been enrolled in training for beauty operators. Twenty-nine have passed the exam and 29 are employed.

Senator BYRD. Could you give us the total for all types of licenses, please?

Miss THOMPSON. Yes. Seventy-six for cosmetology.

Senator BYRD. Can you give us the total for all, please?

Miss THOMPSON. All licenses?

Senator BYRD. Yes, ma'am.

Miss Thompson. All right, just a second.

Senator BYRD. And we will want this table for the record.

(The table follows:)

TRAINING AREAS WHERE LICENSES ARE REQUIRED

1. COSMETOLOGY (BEAUTY OPERATOR'S LICENSE)

(a) Passed examination (29 employed)	29
(b) Failed written portion of exam (employed as shampoo girl)	1
(c) Failed to report for exam (dismissed from WTOC)	1
(d) Scheduled to take exam in July	26
(e) Still completing required 1,500 hours of training	10
(f) Dropped from training	9
(g) Total, ever placed in training	76

2. COSMETOLOGY INSTRUCTOR

Took exam and failed. Retook exam and passed. Employed	1

3. LICENSED PRACTICAL NURSE

Took and passed exam and employed (total number trained)	3

4. 6TH CLASS STEAM ENGINEERS

(a) Took exam and passed (12 employed, 4 placement pending)	16
(b) Failed exam (1 retook, passed and employed, 1 employed without having received license)	2
(c) Now training for license	6
(d) Dropped from training	2
(e) Total, number ever in training	26

5. BARBERING

(a) Took exam and passed. (11 employed)	14
(b) Failed exam and dropped from training	2
(c) Failed exam and will try again in July	1
(d) Pending exam in July	8
(e) Dropped training before completion of course	6
(f) Still in training for license	28
(g) Total, number ever in training	59

NOTE.—When a trainee has taken an examination and failed to pass, we extend the training period in an attempt to work on the areas of weakness and prepare him or her for the next scheduled examination. If it is determined that the trainee cannot pass the exam, even after taking it a second time, we try to help the trainee get employed at his or her highest possible skill level.

Miss THOMPSON. 165 have prepared for examinations.

Senator BYRD. 165 have taken examinations to obtain licenses?

Miss THOMPSON. No; enrolled in training programs that would require a license prior to job placement.

Senator BYRD. How many have failed the examinations?

Miss THOMPSON. Eight either failed or did not report for the exam.

Senator BYRD. So 157 passed the exam and obtained their licenses?

Miss THOMPSON. That would not be exactly correct.

Let me give you a copy of this chart, because some of them are in training.

Senator BYRD. Do not bother getting up, Miss Thompson; we will have someone pick it up from you.

What were you saying?

Miss THOMPSON. Some of them are scheduled for exam out of the total number. The totals that I gave you are the total that have been

placed in training, that will require an exam. We have a breakdown here of about six items, and we would have to compile those.

FAILURES IN EXAMINATIONS

Senator BYRD. Yes, but can you answer the question as to how many have taken examinations to obtain licenses and how many failed such examinations?

Miss THOMPSON. I will have to add again the number that have taken the exams. I can tell you the number that have failed.

Senator BYRD. All right, if you will do that for the record, unless you want to do it quickly, whichever you prefer.

Miss THOMPSON. I can furnish it for the record.

(The information follows:)

Examinations record

Number that took examination	69
Number passed 1st time	62
Number passed 2d time	2
Total passed	64
Number that failed	5
Total ever enrolled in training for jobs that require licenses	165
Currently in training	[1] 86
No longer in training	
Employed	[2] 59

[1] Includes 35 trainees that will take the examination in July and 7 that passed examination and are awaiting job placement.

[2] Two trainees that did not pass the examination were placed in related jobs that did not require a license.

ON-THE-JOB TRAINING

Senator BYRD. How many trainees are presently in on-the-job training?

Miss THOMPSON. How many are presently on the job training?

Senator BYRD. Yes, ma'am.

Miss THOMPSON. I would have to separate out the ones who are still in basic classes. That would be the last class only, would it not? It would still be the educational portion of training and job conditioning so that all of the others would be on-the-job training.

Mr. RUSSO. I believe that document, Miss Thompson, that I passed to you, which lists the specific training sites in which our trainees are involved broken down into work experience training sites and vocational education, would give that information.

Miss THOMPSON. As of now?

Mr. RUSSO. As of the date that that document was prepared.

Senator BYRD. Why would you not have this figure readily available, Miss Thompson, as to the number of persons who are presently in on-the-job training?

Miss THOMPSON. Because the training is a continuum from basic educational training, job-conditioning training, and then into on-the-job placements for skill training.

You would have to compute the blocks of training at the end of each 8-week period, because trainees move from one sequence to an-

other—skill training after the first initial 8 weeks of basic training. We are looking at the totals, not the number that are in each sequence. Some trainees are brought back from skill training because we found out they did not read well enough to continue on in this particular area. They may have been brought back and put into job-conditioning or into the academic portion of the program.

CONTINUATION OF STIPEND

Senator BYRD. Are we talking here about those persons who have been placed with an employer for on-the-job training and to whom WTOC stipends are being paid?

Miss THOMPSON. The stipends would continue.

Senator BYRD. We are talking about those persons who are with some employer, are learning a trade, and are being paid by WTOC?

Miss THOMPSON. That is correct, while they are with employers on job locations learning skills, they are still paid by WTOC.

Senator BYRD. And you say it is difficult to obtain this figure?

Miss THOMPSON. No.

We look at the total training program and not just the academic training or the conditioning training, so that——

Senator BYRD. Are those individuals who have been placed in jobs? Let's say you have somebody who is working as an auto mechanic and is on the job training. He is at one of the garages and is still being paid by WTOC. How many persons do you have in this category?

Mr. RUSSO. May I say, Mr. Chairman, we have these figures but they are not broken down between the total for on-the-job training and the total for vocational education. The total trainees as of June 9, 1967, in on-the-job training sites, or work experience sites, is 384.

The total of the trainees in vocational education training, clerk-typists and so forth, usually in a classroom setting, is 370.

Senator BYRD. Are those persons in the second category working for employers?

Mr. RUSSO. No, sir.

Senator BYRD. Then, that is not the figure I want.

Mr. RUSSO. The first figure, 384 as of June 9 were in-training sites that we describe as work experience or on-the-job training, some of which include training sites with private employers, others of which include Federal agencies.

Senator BYRD. Yes; but all of them would be in the category of on-the-job training.

Mr. RUSSO. Yes, sir; and in addition to that, there were 370——

Senator BYRD. I do not want the addition.

Mr. RUSSO. All right.

Senator BYRD. I want those individuals who are either in Federal agencies or in private firms and who are being trained for a particular type of work, and who are still being paid by WTOC, not by the employer, whether it is the Federal Government or a private employer. So what is that figure again?

Mr. RUSSO. 384 as of June 9.

Senator BYRD. Indicate for the record how long these persons have been in such training.

For example, how many have been there 4 weeks, how many 6 weeks, and so on.

POLICY GOVERNING ABSENCES

On Wednesday, Mr. Russo, you indicated that a total of 10 absences during a 6-week period subjects the trainee to termination from the program. This would seem to be an extremely lenient policy.

As I understand it, 10 absences during a 6-week period merely subjects the trainee to termination. It does not make mandatory his termination.

Even if the policy meant mandatory termination, the result would be that during a period of 18 weeks, or 90 days, the trainee could be absent a total of 30 days out of the 90 before being subjected to possible termination.

Are these 10 absences excused or unexcused absences?

Miss THOMPSON. It is a combination of both.

Senator BYRD. This has to be a 33-percent absentee rate before the absences are even considered excessive. This is one out of three.

In other words, the person can be absent 1 day out of every 3 days before the absences are considered excessive and before the person may even be subjected to termination.

What is the greatest number of absences for any trainee who has been dropped for excessive absences?

Miss THOMPSON. Mr. Chairman, we are compiling this information at the present time. The job was so extensive we do not have it ready at present.

NEED FOR READY ANSWERS

Senator BYRD. You should have had it ready. There is just no excuse for not having this information ready. This is why we have to go on day after day after day, because you do not have the information that we want when we ask for it. We have to come back a second day and then we have to come back a third day.

I should think that, after the many months which have elapsed since the last hearing you could have gotten ready for this one. A reading of previous hearings would indicate the types of questions that are asked in these hearings and the types of statistics required.

Mr. Rosin has been here before. Mr. Rosin, why were not adequate preparations made for this hearing? You have a new program here that you are attempting to sell to the Congress, which had been previously financed by Federal funds.

You are going to take it over halfway this year, and next year lock, stock, and barrel. It is a costly program, and this subcommittee hesitates to approve programs on the basis of generalized statements; for example, that this is an exceedingly successful program. We want the facts so we can determine just how successful the program has been.

Now you have been unable to answer questions which seem to be the types of questions that we have to have the answers to in order to determine whether or not the program has really been successful as you claim.

I am just sorry that you are put to the trouble in the last few days of getting this information together. You should have been getting ready.

Mr. Cohen has been in these hearings before. He is not here today.

You have been here before, Mr. Rosin. You have come miserably unprepared, however, to justify this program. I do not mean to be unkind to witnesses or discourteous, but I just think that it is inexcusable that you do not have these things ready.

NEED FOR ANSWERS

It seems to me that, if for no other reason, you would want to develop these answer to determine for youselves just how successful the program has been. One would think that HEW would have required such information.

Miss THOMPSON. Mr. Chairman, I do not want to make excuses. Your questions are good ones.

Senator BYRD. I realize, Miss Thompson, this is your first time.

Miss THOMPSON. No. You are asking for cost analysis, and we just are not equipped at the present time either by staff or by equipment to come up with a cost analysis program. Now we are moving in this direction, but we do not have it.

Senator BYRD. Miss Thompson, I just simply will not accept that. You are able to develop these answers for me after 2 or 3 days or a week.

Miss THOMPSON. Sir, we have people staying up all night hand-counting.

Senator BYRD. Why have they not done it during the many weeks that preceded this hearing?

I am not going to accept that kind of an answer. You ought to be prepared for these questions. The other day you were unable to supply answers to questions which had reference to the Public Welfare Training Center. I went back to the hearings that were conducted 2, 3, and 4 years ago, and we asked those same questions of Mr. Brewer. He had the answers available and ready. He did not hand out this excuse that, "We do not have staff," or "We have to stay up past midnight," or "This is cost analysis." He had the answers because he made preparations well in advance.

It just might be profitable for you to look at some of those past hearings and see what kind of questions were asked.

Mr. Rosin, you have been here before. You have the people down there to do this. If you can do it for the subcommittee in 2 or 3 days, you could have had it ready prior to these hearings.

As I say again, this is the type of information you have to have before you yourselves can reach a judgment that this is indeed a successful program. So you should not have to develop it just for me. You should develop it for the Department.

TEN TIMES ABSENTEES

How many persons presently enrolled have been absent 10 or more times within a period of 6 weeks?

This is the taxpayers' money we are talking about, not mine. Mine is just a miniscule portion of it. This is the taxpayers' money. The increase requested in local funds over the 1968 base is almost $1 million. Part of it represents payments to persons who were absent. You should know the answers since 167 persons were dropped because of excessive absences. We want to know something about this problem.

The 167 persons who were dropped does not tell the whole story. How many persons presently enrolled have been absent 10 or more times within a period of 6 weeks, 1 out of every 3 days?

I am going to repeat these questions and you can supply them for the record. I believe my first one was, what is the greatest number of absences for any trainee who has been dropped for excess of absences?

(The information follows:)

GREATEST NUMBER OF ABSENCES

The information requested for the greatest number of absences for any trainee dropped for excess of absence, is as follows:

	Number	Percent
Possible days of attendance	270	100.0
Excused absences	81	30.0
Unexcused absences	45	16.6
Total	126	46.6

Senator BYRD. Second, how many persons presently enrolled have been absent 10 or more times within a period of 6 weeks? In other words, how rigidly are you applying this policy? The subcommittee wants to know.

(The information requested is as follows:)

For the six week period June 1, 1967 to July 14, 1967 there were 28 trainees who were absent ten or more times.

Senator BYRD. For all I know, half the people who are enrolled down there should have already been dropped because of the policy. I am not maintaining they should, but I have no information to the contrary.

Are you able to state today the total number of days absent for the 167 persons who were dropped?

Miss THOMPSON. No, sir; I do not have that.

Senator BYRD. I believe we asked you this the other day.

(The information requested follows:)

The total number of days absent for the 167 trainees dropped because of excessive absences was 5,777.

PRESENT ENROLLMENT

Senator BYRD. How many persons are presently enrolled in WTOC?

Mr. RUSSO. As of last Friday, and this figure will probably be quite accurate, Mr. Chairman, as of last Friday—I beg your pardon, as of July 10, 1967, there were a total of 864 trainees in the program.

Senator BYRD. Does this include those who were on job training?

Mr. RUSSO. Yes, sir; total, job training, vocational education, and the 8-week basic course.

Senator BYRD. Does the policy governing absences apply also to those individuals who are in on-the-job training?

Mr. RUSSO. Yes, it does.

Senator BYRD. What is the total number of absences for all persons presently enrolled? Do you have this?

Miss THOMPSON. No, sir; we do not have the data on absences.

Senator BYRD. Well, it is important data, and this subcommittee wants it before it marks up this bill. And when we talk about working late at night, I am accustomed to that. I know exactly what you are talking about.

(The information follows:)

TOTAL ABSENCES

The total number of absences for all persons enrolled on June 30, 1967, in WTOC is as follows:

	Number	Percent
Trainees enrolled	882	
Maximum possible attendance days	146,000	100.0
Total days absent	20,515	14.1
Excused absences	10,945	7.5
Unexcused absences	9,570	6.6

TOTAL ABSENCES TO DATE

Senator BYRD. What is the total number of absences to date for the 1,828 persons who were enrolled from the beginning? Do you have that figure?

Miss THOMPSON. No, sir.

(The information follows:)

ABSENCES 10/65-6/30/67

The total number of absences for all persons ever enrolled in WTOC from 10/4/65 through 6/30/67 is as follows:

	Number	Percent
Total number of trainees ever enrolled	1,960	
Maximum possible attendance days	327,475	100.0
Total days absent	49,420	15.1
Excused absences	22,858	7.0
Unexcused absences	26,562	8.1

AVERAGE SALARIES

Senator BYRD. What was the average salary paid per week to WTOC trainees; give me that figure, please, Miss Thompson now or for the record. Give me answers for the record to all these questions for which you do not have answers now.

Miss THOMPSON. Yes, sir.

Senator BYRD. What was the average salary paid per week to WTOC trainees in fiscal year 1966?

Miss THOMPSON. Did you ask for 1966, Mr. Chairman, or 1967?

Senator BYRD. Fiscal year 1966.

Miss THOMPSON. $47.77.

Senator BYRD. What was the average salary paid per week to WTOC trainees in fiscal year 1967?

Miss THOMPSON. Prior to the 13 percent, $50.91.

COST OF ABSENCES

Senator BYRD. What was the total cost, in terms of dollars, resulting from absences for the 1,828 persons who were enrolled from the beginning to date?

Miss THOMPSON. We will have to furnish this.

(The information follows:)

COST OF ABSENCES

The total cost of absences for all persons ever enrolled in WTOC from 10/4/65 through 6/30/67 is, as follows:

	Number	Costs [1]		
		Stipend	Other	Total
Total number of trainees	1,960			
Total days absent	49,420	$501,118.80	$468,995.80	$970,114.60
Excused	22,858	231,780.12	216,922.42	448,702.54
Unexcused	26,562	269,338.68	252,073.38	521,412.06

[1] Based on our overall average per trainee.

Senator BYRD. Mr. Rosin, why would you not have this figure?

Absences have been excessive. You are paying people here to come in and be trained. You are paying them to train. Not only that, you are paying them to be absent from training.

Now, the justification sheets say that this program has been exceedingly successful, or something to that effect. Now why would you not have to know how many days absent are represented in the total training period of 1,828 persons?

Why would you not want to know the total cost paid for these absences? Excessive absences have apparently plagued this program from the beginning. So why would I have to ask for this and not receive it? Should you not have it? It should be a matter of great concern.

Would you like to respond to that?

Mr. ROSIN. That is right.

Senator BYRD. Would you like to respond to what I said?

Mr. ROSIN. I have to agree. Unfortunately, we do not have it today.

Mr. RUSSO. Mr. Chairman, may I?

Senator BYRD. Yes, Mr. Russo.

Mr. RUSSO. On this point of absenteeism, I agree that the rate of absenteeism should be of concern to us, and it is. We know on the basis of the extent to which we have been able to look into this problem that we have an overall absentee rate of about 18 percent. When we compare this with other training programs in other States, we are told——

Senator BYRD. I am not talking about that. I want the number of days these persons have been absent. I want the cost of the absences.

Mr. Russo. Yes, sir.

Senator Byrd. We may get around later to talking about comparisons, but you do not have the answers to my questions.

WEEKLY ATTENDANCE RECORD

Mr. Russo. No. I think this is germane. Each week for every trainee, regardless of whether he is in on-the-job training, regardless of whether he is in vocational education, regardless of whether or not he is in the 8-week basic education period, each week the person who is immediately responsible for that trainee, usually the work experience counselor, since the majority of our trainees are on vocational education sites or work experience sites, each week the work experience counselor is required to complete an attendance record by checking with the trainees' supervisor on the job.

We have a weekly attendance record on each one of our trainees. We have been remiss, sir, in not tying in all of this to our automatic data processing system, so that we can get this information quickly. We have to do it by hand.

I agree this information is of the greatest importance to us as we evaluate the effectiveness of this program.

Senator Byrd. It should not require a data processing machine to give you the answer as to the total number of days absent for all of the 1,828 persons who have enrolled since the beginning.

And then if one did not go so far as to determine the exact cost for these absences, at least one could multiply this number of days against the average payment per day to the various enrollees, and one would have some kind of an average cost estimate. It would not be the exact figure but we could get some kind of picture regarding the costs of absenteeism. Do you not agree, Mr. Rosin?

Mr. Rosin. I agree.

TIME TO DEVELOP INFORMATION

Senator Byrd. You will have some time in which to develop this information. We still have the police department, the corporation counsel and the courts. We are waiting on the revenue bill to be enacted by the Congress.

There may be other areas of this budget that we would want to take a new look at.

So I would say you have 3 weeks at a very minimum. You have adequate time I think. Even though you have failed to prepare as you should have prepared for this hearing, you will have adequate time in which to supply these answers.

What was the total cost for days absent of the 167 persons who were dropped because of excessive absences? You will have to supply that for the record.

(The information follows:)

COST OF DISPOSALS

The 167 trainees who were dropped for excessive absences were absent a total of 5,777 days for a total cost of:

Stipends	[1] $58,578.78
Other training costs	[1] 54,823.73
Total	[1] 113,402.51

[1] Based on our overall average per trainee.

Senator BYRD. What amount of money was paid for days absent, to the 60 persons who voluntarily withdrew?

(The information follows:)

The 60 trainees who voluntarily withdrew from the program were absent a total of 1,309 days for a total cost of:

Stipends	[1] $13,273.26
Other training costs	[1] 12,422.41
Total	[1] 25,695.67

[1] Based on our overall average per trainee.

CLASS A ABSENCE

Senator BYRD. With regard to the six trainees who began in class A, what is the total number of days absent for them? Can you supply this now?

Miss THOMPSON. This does not include the number of days absent. We have a summary of these cases, but it does not include that.

Senator BYRD. These six trainees have been enrolled how long now, in terms of weeks?

Miss THOMPSON. Four of them 93 weeks.

Senator BYRD. Ninety-three weeks?

Miss THOMPSON. Yes, one 86, and one 83 weeks.

Senator BYRD. Why would one be enrolled 83 weeks, four 93 weeks and one 86 weeks, if they all started in class A?

Miss THOMPSON. Because one dropped out, two of them dropped out for a period of time and then were reinstated.

Senator BYRD. In this period of, let's say, 90 weeks, the policy governing absences would allow these persons to have been absent as much as 30 weeks before they were even subjected to termination, is that not correct, Mr. Russo?

Mr. RUSSO. Yes, provided within each of the prescribed periods they were absent the number of days.

Senator BYRD. Yes.

Supply then the number of days absent for the total of the six employees over the period and the costs of the program in both cases.

(The information follows:)

CLASS A ABSENCES

The number of days absent and the cost of absences through June 30, 1967, for the six trainees who began in class A and were still in the program on July 24, 1967, is as follows:

Trainee	Days absent			Cost of total absences		
	Excused	Unexcused	Total	Stipends	Other training	Total
A	9	89	98	$993.72	$930.02	$1,923.74
B	50	52	102	1,034.28	967.98	2,002.26
C	32	21	53	537.42	502.97	1,040.39
D	8	12	20	202.80	189.80	392.60
E	45	43	88	892.32	835.12	1,727.44
F	21	50	71	719.94	673.79	1,393.73
Total	165	267	432	4,380.48	4,099.68	8,480.16

CLASS B ABSENCES

Senator BYRD. With regard to the persons still in training who began in class B, what is the total number of days absent and the total amount of money paid them for the days absent?

You will supply that for the record; will you not?

Miss THOMPSON. Yes, sir.

(The information follows:)

CLASS B ABSENCES

The number of days absent and the cost of absences for trainees who began in Class B and were still in the program on June 30, 1967, is as follows:

Number of trainees	26
Days absent	1,550
Cost of days absent:	
Stipends	$15,717.00
Other training costs	14,709.50
Total	30,426.50

Senator BYRD. With regard to the persons still in training who began in class C, what is the total number of days absent and the total amount of money paid them for the days absent?

You will have to supply that for the record; will you not?

Miss THOMPSON. Yes.

(The information follows:)

The number of days absent and the cost of absences for the trainees who began in Class C and were still in the program on June 30, 1967, is as follows:

Number of trainees	28
Days absent	1,414
Cost of days absent:	
Stipends	$14,337.96
Other training costs	13,418.86
Total	27,756.82

ABSENTEEISM RATE IN EACH CLASS

Senator BYRD. What was the rate of absenteeism by each training class? Can you give us that now?

Miss THOMPSON. No; I cannot.

Senator BYRD. Supply information as to the total hours trainees were absent by class to date. What we are trying to do here is to determine the extent to which people are being paid to come in for training, which is for their own benefit, and who are not reporting.

In other words, these people are being paid while absent, and to that extent this money is largely being squandered.

Miss THOMPSON. Mr. Chairman, do you want us to make a breakdown between excused absences and nonexcused? There is a difference.

Senator BYRD. Yes; I know. I have questions on unexcused absences.

Miss THOMPSON. Yes.

Senator BYRD. And you might make that breakdown, if you please.

(The information follows:)

Absences, rate of absences, and costs by class, all trainees enrolled, June 30, 1967

Class	Number of trainees	Total possible days	Total days absent	Rate of absences (percent)	Stipend	Other training costs	Total
A	8	3,555	479	13.5	$4,857.06	$4,545.71	$9,402.77
B	26	10,615	1,550	14.6	15,717.00	14,709.50	30,426.50
C	28	10,270	1,414	13.8	14,337.96	13,418.86	27,756.82
D	46	16,280	2,108	12.9	21,375.12	20,004.92	41,380.04
E	46	14,005	2,192	15.7	22,226.88	20,802.08	43,028.96
F	89	23,010	3,290	14.3	33,360.60	31,222.10	64,582.70
G	96	21,615	3,316	15.3	33,624.24	31,468.84	65,093.08
H	111	19,405	2,772	14.3	28,108.08	26,306.28	54,414.36
I	133	14,340	1,932	13.5	19,590.48	18,334.68	37,925.16
J	145	9,465	1,153	12.2	11,691.42	10,941.97	22,633.39
K	154	3,440	309	9.0	3,133.26	2,932.41	6,065.67
Total	882	146,000	[1] 20,515	14.1	208,022.10	194,687.35	402,709.45

[1] A breakdown of the total absences is as follows:

	Number	Percent
Excused	10,945	7.5
Unexcused	9,570	6.6
Total	20,515	14.1

OTHER REASONS FOR EXPULSION

Senator BYRD. For what reason, other than absenteeism, have trainees been expelled?

Miss THOMPSON. Mr. Russo, can you answer that?

Senator BYRD. Can you answer that now, Mr. Russo?

Mr. RUSSO. The major reason has been, as we indicated, as of December 1966 the major reason has been excessive absenteeism. We have already indicated other reasons. Failure to comply with regulations is certainly a reason for expelling a trainee, Mr. Chairman, although actually we have only had one trainee that we expelled for that reason. We have had some trainees, Mr. Chairman, and I do not have the exact specifics on it, who were expelled because of behavior problems, because of their inability to adjust to a training site.

Senator BYRD. All right. Indicate for the record how many were expelled for each of the reasons.

Miss THOMPSON. Mr. Chairman, as of December 1966, we have a table which shows reasons for closing.

Senator BYRD. Yes, you gave me that the other day, Miss Thompson.

Miss THOMPSON. Yes.

(The information follows:)

Reasons for dismissals of persons in training, October 1965–May 31, 1967

Reasons	*Number*[1]
Voluntary withdrawal	82
Found infeasible for training after selection	11
Loss of contact	31
Medically infeasible for training	55
Excessive absences	118
No longer head of household	28
Enrolled in other training programs	5
Maternity leave	18
Other[2]	37
Total	385

[1] Does not include reinstatements.
[2] Includes all other reasons for terminating persons from the program such as, trainee died, incarcerated, or no longer meets eligibility requirements, failure to comply with regulations and behavior problems.

Senator BYRD. And I am looking at it, 30 were found infeasible for training after selection. Would you care to elaborate on this item?

Miss THOMPSON. This would include trainees who are alcoholic, who have emotional problems and are not able to stabilize themselves either in training or on job placement.

POLICY ON ABSENTEEISM

Senator BYRD. When was the policy on absenteeism adopted?

Mr. RUSSO. I would say, Mr. Chairman, that we developed a firm policy on absenteeism sometime toward the last part of fiscal year 1966, during the first year of the program's operation.

Senator BYRD. Could you be specific as to the date?

Mr. RUSSO. I cannot be specific as to the date, Mr. Chairman.

Senator BYRD. Could you supply that for the record?

Mr. RUSSO. Yes, sir.

(The information requested follows:)

March 21, 1966.

Senator BYRD. Has the policy been altered in any way since its first adoption?

Mr. RUSSO. Yes, sir; it has.

Senator BYRD. And in what regard?

Mr. RUSSO. For one thing, we have broadened the period from the original period of 6 weeks that I referred to on Wednesday to a period of 10 absences every 8 weeks. This was done relatively recently, Mr. Chairman.

Senator BYRD. Why was that done?

Mr. RUSSO. Basically, Mr. Chairman, in order to have the cycle during which we would be evaluating absences conformed with the 8-week basic training cycle that we have established for trainees entering the program; and further, to really be somewhat more rigid and somewhat more severe.

Senator BYRD. So you have made the policy more rigid?

Mr. RUSSO. Right.

Senator BYRD. What has been the effect of the changed policy?

Mr. RUSSO. We have not seen, Mr. Chairman, any appreciable reduction in the overall rate of absenteeism since we made the change. We still see an overall rate of about 18 percent, but we are also seeing what we have been consistently seeing, that most of the absenteeism is caused by a relatively few number of trainees, trainees who present multifaceted problems which are related to three major areas: housing, day care, and the need for medical care.

We see generally that 75 percent of our absences are caused by about 25 percent of our trainees.

GRANTING OF LEAVE

Senator BYRD. Can a trainee be given leave and be paid during the training period?

Miss THOMPSON. You mean by leave, vacation time?

Senator BYRD. Well, the word "leave" is self-explanatory, I should think.

Miss THOMPSON. We excuse absences to go to clinics, to have teeth fixed and things of that sort. That would be a type of leave.

If you mean vacation time or the equivalent to annual leave; no, sir.

Senator BYRD. How much leave has been granted per month?

Miss THOMPSON. These would be excused absences?

Senator BYRD. How much has been granted per month?

Miss THOMPSON. This would have to be part of the material we are going to supply for the record, Mr. Chairman.

Senator BYRD. And you might indicate the reasons for the leave. You have indicated two or three reasons now.

(The information follows:)

EXCUSED ABSENCES

The kinds of absences which can be excused on appropriate proof are:

Arrangements by staff or site supervisor.
Funeral and funeral arrangements (periods excused vary).
Involuntary (e.g., in hospital).
Housing problems.
Personal illness.
Damage to and repair of domicile.
Domestic problems.
Day care.
Personal obligations.

DISMISSAL OF TRAINEE

Senator BYRD. What is the total time a trainee can be absent from his training program because of excused absences before he is dropped from the training program?

Miss THOMPSON. Mr. Russo, would you answer that?

Mr. RUSSO. Our policy, Mr. Chairman, at the present time is four or more unexcused absences during an 8-week cycle, or a total of 10 absences, excused or unexcused, are caused for bringing that trainee before a panel which evaluates the reasons related to the absences and makes a decision as to whether or not there will be continuation in the program.

This policy does not mean that we mandatorily dismiss any trainee who has had 10 or more absences in a 6-week period. Now it is 10 or more absences in an 8-week period.

Senator BYRD. Generally, with regard to absences, will the trainee still be paid until he is dropped from the program?

Mr. RUSSO. Yes, he will be, Mr. Chairman.

Senator BYRD. Would you explain that a bit?

Mr. RUSSO. If the trainee is absent, whether he is called before the panel that I have mentioned or whether his absences are fewer than the 10 or the four within the 8-week period, if he is absent, he is paid. His training grant, his maintenance grant is not reduced because of reasons of absence. His check may be withheld if the decision is to continue him in the program.

As a matter of fact, Mr. Chairman, it is my understanding that under a regulation promulgated by the Department of Health, Education, and Welfare, which as you know administers all State title V programs, trainees under title V programs cannot be, if I may use the expression, cannot be docked for days absent.

Senator BYRD. Cannot be docked?

Mr. RUSSO. Yes, sir; this is my understanding.

Senator BYRD. In other words, the individual who is dropped for excessive absences, meaning that he has been absent more than 1 out of every 3 days, is paid for the days absent?

Mr. RUSSO. Yes, sir.

Senator BYRD. And if let's say 5 of those days were immediately preceding the date of dropping him, he gets paid for those 5 days?

Mr. RUSSO. Yes, sir; that is to say he receives his training check until he is actually terminated, which includes not only his needs but the needs of his family.

Senator BYRD. But he is getting paid for those 5 days?

Mr. RUSSO. Yes, sir.

WITHHOLDING CHECK

Miss THOMPSON. Mr. Russo, you might explain how we hold up checks as a type of control and disciplinary action.

Mr. RUSSO. Yes.

Senator BYRD. Would you like to do that?

Mr. RUSSO. The panel, Mr. Chairman, that the trainee would go before in the event that he falls within this policy may decide to withhold the trainee's check until he returns to his training site and shows that his attendance record has improved. We find in a number of cases this has been rather successful.

Senator BYRD. You made reference now to 10 or more times he had been absent.

EXCUSED AND UNEXCUSED ABSENCES

Mr. RUSSO. Yes, sir; for either excused or unexcused reasons, four times for unexcused reasons.

Senator BYRD. I had understood that you were talking of days when you spoke of ——

Mr. RUSSO. I mean days, Mr. Chairman.

Senator BYRD. Ten or more days?

Mr. RUSSO. Yes.

Senator BYRD. What is the maximum number of days of unexcused absences that any trainee selected and paid has taken?

Miss THOMPSON. We would have to supply that, Mr. Chairman.

Senator BYRD. What was the total amount paid for such absences? Would you supply that for the record?

What I am doing here is asking you a question which you anticipated earlier when you spoke of having to break these down between excused and unexcused absences.

Miss THOMPSON. That is right.

Senator BYRD. My next question is what is the maximum number of excused days that any trainee selected and paid has taken? What was the total amount paid for such absences?

I was trying to get the picture as it related both to excused and to unexcused absences.

In any event, if the earlier question does not cover these, please supply answers for these questions.

(The information follows:)

EXCUSED AND UNEXCUSED ABSENCES

The maximum number of days of unexcused absences that any trainee has taken is 104.

The total cost of these absences is as follows:

Stipends	$1,054.56
Other training costs	986.96
Total	[1] 2,041.52

[1] Based on our overall average per trainee.

The maximum number of days of excused absences that any trainee has taken is 81. This is the same trainee that had the maximum number of total absences of the 167 that were dropped for excessive absences.

The total cost of these absences is as follows:

Stipends	$821.34
Other training costs	768.69
Total	[1] 1,590.03

[1] Based on our overall average per trainee.

(Off the record.)

STIPEND PER HOUR

Senator BYRD. What is the rate per hour, if there is an average rate, what is it?

Miss THOMPSON. Do you want the training costs, stipend, or total?

Senator BYRD. I would say the stipend. That is what he is being paid, is it not?

Miss THOMPSON. That is correct.

I do not have it by hour, but it is $50.72 per week.

Senator BYRD. And this would be how many hours?

Miss THOMPSON. Forty hours.

Senator BYRD. Forty hours?

Miss THOMPSON. Yes.

Senator BYRD. So this would come out to what, $1.25?

Miss THOMPSON. Close to $1.40. It is between $1.26 and $1.27 it averages out per hour, on the average.

PLACEMENT OF MALE TRAINEES

Senator BYRD. In what single job category have most of the male trainees been placed?

Miss THOMPSON. Auto mechanic seems to head the list for male.

Senator BYRD. With 10——

Miss THOMPSON. That is correct.

Senator BYRD (continuing). Having been placed in such employment.

PLACEMENT OF FEMALE TRAINEES

In what single job category have most of the female trainees been placed?

Miss THOMPSON. In clerk-typist.

Senator BYRD. Clerk-typist?

Miss THOMPSON. Yes, sir.

Senator BYRD. With 211 having been placed in this position?

Miss THOMPSON. That is correct.

Senator BYRD. Have any of these been employed by the Department of Welfare?

Miss THOMPSON. Yes, sir.

Senator BYRD. How many?

Miss THOMPSON. You have that, Mr. Rosin?

Mr. ROSIN. Ten.

REQUEST FOR CLERK-TYPIST POSITIONS

Senator BYRD. Are you requesting any new clerk-typist positions in this budget?

Miss THOMPSON. Yes, sir.

Senator BYRD. How many?

Miss THOMPSON. We are requesting 147 clerical positions. I am not sure that all of those are clerk-typists.

Senator BYRD. If you can, indicate for the record how many are clerk-typists, please.

Miss THOMPSON. All right.

There are 59 clerk-typist positions being requested in the fiscal year 1968 budget.

VANCANCIES

Senator BYRD. How many vacant clerk-typist positions are there in the Department? Do you have that figure at this point?

Miss THOMPSON. Of clerk-typists?

Senator BYRD. Yes, ma'am.

Miss THOMPSON. I can give you clerical, but not clerk-typists.

Senator BYRD. Can you supply the figure for clerk-typists?

Miss THOMPSON. Yes.

Senator BYRD. How many vacancies there are.

(The information follows:)

There were 15 Clerk-typist positions vacant as of June 30, 1967.

IMPROPER PAYMENTS

Senator BYRD. What disposition is made of any improper payments to trainees?

Miss THOMPSON. Do you mean do we collect?

Senator BYRD. Yes, ma'am.

Miss THOMPSON. We do not.

Senator BYRD. Are these not referred to the Office of Investigations and Collections?

Miss THOMPSON. No; they are not.

Senator BYRD. What is the outstanding amount involved?

Miss THOMPSON. There would be no outstanding amount, Mr. Chairman, because under the present policy we do not take away their stipend, unless they are dropped from the program; as long as they are in the program and meet the requirements of the program, they continue to get their training allowance and their maintenance allowance.

Senator BYRD. Have there been any improper payments to trainees?

Miss THOMPSON. Not to my knowledge.

Mr. Russo, can you answer that?

Mr. RUSSO. There has only been one improper payment that I know of, Mr. Chairman. Perhaps one reason for this is the fact that the payments are made on a weekly basis. There is a close, continuing contact with the trainee who comes in every week to pick up his weekly maintenance check and who is interviewed by his caseworker and work experience counselor.

I know of only one case where there was an improper payment.

Senator BYRD. Have there been any overpayments?

Mr. RUSSO. This is the one case that I am referring to, Mr. Chairman.

ESTIMATED COST PER TRAINEE

Senator BYRD. What was your estimated cost per trainee before WTOC began?

Miss THOMPSON. You mean in setting up WTOC?

Senator BYRD. In setting up the demonstration project, what did you estimate the cost of the training program to be?

Mr. RUSSO. We actually did not estimate this, Mr. Chairman. We had to make some modifications when we submitted our title V plan.

Originally, we estimated that we would during the first year provide for a yearly average of 600 trainees. Then this was changed, increasing it rather substantially after consultations with HEW. Finally it reached the plateau of 900 as the yearly average of trainees during the first year.

So there was some fluctuation in estimating the yearly average of trainees who would have been involved in the program during the program's first year.

Senator BYRD. Well, did you not have to estimate the cost per trainee? You estimated the number of trainees?

Mr. RUSSO. Yes.

Senator BYRD. Would you not have had also to estimate the cost per trainee in preparing your budget?

Mr. RUSSO. We were not required to submit this data, Mr. Chairman, to HEW. We were required to estimate what the yearly average of training would be and the staff and other administrative costs that we would need to support a yearly average of traines, which was 900 finally.

Senator BYRD. What is the estimated cost per trainee for fiscal year 1968 as reflected in your budget?

Miss THOMPSON. We do not have that. Would you like that as far as Federal funds are concerned or total funds? We can supply it.

Senator BYRD. I should think you would have some basis for the requests you are making of this subcommittee.

It would seem to me that one of the factors would be the estimated cost per trainee.

Miss THOMPSON. The old TAFUP program and the WTOC are so intertwined that it is a little hard to compute and make a comparison. We can break out the two if you would like for us to do that and furnish that figure.

Senator BYRD. All right.

Miss THOMPSON. This would also have to be furnished on the average cost per trainee, because some are in the training program for a short period of time and others for a long period of time.

It would be very difficult to give an annual cost except an average annual cost.

Senator BYRD. Well, you do something of this kind, do you not, when you estimate your budget needs for the five regular welfare programs?

Miss THOMPSON. This is based on average.

Senator BYRD. Yes; that is what I have been talking about, what is the estimated cost per trainee. Maybe I should say what is the estimated average cost.

Miss THOMPSON. I beg your pardon?

Senator BYRD. I said maybe I should have said what is the estimated average cost. That is what I meant.

Miss THOMPSON. Yes.

(The information follows:)

ANNUAL COST PER TRAINEE

The estimated annual average cost per trainee based upon the 1968 budget request for phasing in an annual average of 400 Title V trainees is, as follows:

	Local	Federal	Total
Stipends	$1,382	$1,320	$2,702
Other training costs	1,269	1,025	2,294
Total	2,651	2,345	4,996

TAFUP LIMITATION

Senator BYRD. Miss Thompson, what is the situation as regards the $200 ceiling and 6-month limitation in TAFUP?

Miss THOMPSON. The House approved the money request but did not remove the limitations. The appropriation bill was silent, but a letter was sent later by Mr. Natcher to Mr. Tobriner, stating that the House at that time was not lifting the limitation of the $200 ceiling or the 6 months' period of time.

Senator BYRD. What effect will this have upon the matching funds?

Miss THOMPSON. It means at the present time under the present conditions we would not be eligible for Federal matching funds.

Senator BYRD. All right.

The subcommittee will stand in recess until 2 o'clock.

(Whereupon, at 12:55 p.m., the committee recessed, to reconvene at 2 p.m., the same day.)

(AFTERNOON SESSION, 2 O'CLOCK FRIDAY, JULY 14, 1967)

DISTRICT OF COLUMBIA

DEPARTMENT OF PUBLIC WELFARE

STATEMENT OF MISS WINIFRED G. THOMPSON, DIRECTOR; ACCOMPANIED BY MRS JULIANNA. K. CHAMBERS, BUDGET OFFICER; ALBERT P. RUSSO, DEPUTY DIRECTOR FOR FAMILY AND CHILDREN SERVICES; A. R. ROSIN, DEPUTY DIRECTOR FOR ADMINISTRATION; AND WILLIAM R. GALVIN, INVESTIGATIONS AND COLLECTIONS OFFICER—Resumed

COMPLETION OF TRAINING

Senator BYRD. The subcommittee will be in order.

How many males completed training in fiscal year 1966?

Miss THOMPSON. I do not have it broken out between males and females, Mr. Chairman.

Senator BYRD. All right, if you can get that for us, please. How many males were placed in jobs in fiscal year 1966?

Would that be the same number as the preceding one?

Miss THOMPSON. Yes.

Senator BYRD. And my next question is how many females completed training in fiscal year 1966, and how many females were placed in jobs in fiscal year 1966?

Miss THOMPSON. We will furnish that.

Senator BYRD. Yes, ma'am.

What was the total cost of WTOC in fiscal year 1966?

Miss THOMPSON. $2,198,856.

Senator BYRD. How many males completed training in fiscal year 1967, and how many were placed in jobs in fiscal year 1967?

Supply that for the record, please, if you cannot do so now.

Miss THOMPSON. Yes, sir.

Senator BYRD. How many females completed training in fiscal year 1967?

How many females were placed in jobs in fiscal year 1967?

Supply that for the record if you cannot do so now.

Miss THOMPSON. Yes, sir.

Senator BYRD. What was the total cost of WTOC in fiscal year 1967?

Miss THOMPSON. We do not have the final figure, but it was estimated at $3,900,700.

Senator BYRD. Is it possible that you could supply the final figure, Miss Thompson?

Miss THOMPSON. I think so.

76-945—67—pt. 2——35

No, We cannot. It will be about August by the time we get the final figures.

Senator BYRD. That is only 2 weeks away. You will be able to supply them for us in time.

(The information follows:)

JOB PLACEMENTS

The male and female trainees placed in jobs by fiscal year is, as follows:

	Fiscal year 1966		Fiscal year 1967		Total	
	Number	Percentage	Number	Percentage	Number	Percentage
Male	44	30.0	143	28.6	187	28.9
Female	103	70.0	357	71.4	460	71.1
Total	[1] 147	100.0	500	100.0	647	100.0

[1] At the time of the hearing 146 was given as the total placed in fiscal year 1966.

NOTE.—The total 1967 obligations as of June 30, 1967, for the work and training opportunity center was $3,847,173.

PUBLIC WELFARE TRAINING CENTER

Senator BYRD. Does the job placement and training program include the Public Welfare Training Center?

Miss THOMPSON. No, sir.

Senator BYRD. Why not?

Miss THOMPSON. The Public Welfare Training Center is for AFDC mothers who are still active on the rolls of the Department. WTOC is for heads of households who would not be eligible for AFDC.

AFDC MOTHERS

Senator BYRD. What about those AFDC mothers who are able to provide an adequate day care program? Why should they not be trained at the Public Welfare Training Center?

Miss THOMPSON. If they have an adequate day care program and are dropped from the rolls of AFDC, they can apply for WTOC training.

Senator BYRD. But would you then include them in the Hayes Training Center? Would they be allowed to take training there?

Miss THOMPSON. No.

Senator BYRD. They would not?

Miss THOMPSON. Not at the present time.

Senator BYRD. Why should some of them not go in there?

Miss THOMPSON. Well, the mothers in the Hayes Training Center are still on AFDC.

Senator BYRD. Yes, but you indicated earlier you were having difficulty in recruiting mothers to go there, so why could you not utilize that center for some of the mothers?

Miss THOMPSON. We are not having difficulty in getting mothers for a day training program. Our difficulty is in getting mothers to live in residential training.

Senator BYRD. Yes. I have been out there, and I have seen some of the training work that was being conducted.

Why would this not be suitable for some of the AFDC mothers who are able to come up with an adequate day care plan and who enroll in WTOC?

Miss THOMPSON. The ones who are there for day training have to have adequate day care plan developed, in order to be eligible for training. We provide for the cost of day care for these mothers.

Senator BYRD. But this still does not answer my question.

If you are having some problem recruiting mothers for inservice training at the Hayes Training Center, why could not the facilities there be utilized for some of your WTOC mothers?

Miss THOMPSON. It probably could be, Mr. Chairman, if our number of trainees continued to drop. At the present time we still have as many day trainees as we can accommodate.

PERSONS DROPPED FROM PROGRAM

Senator BYRD. Of the 167 persons who were dropped because of excessive absences, how many were male and how many were female?

Miss THOMPSON. We do not have that breakdown. We would have to supply that.

(The information follows:)

TRAINEES DROPPED

The information requested regarding sex of the 167 trainees dropped because of excessive absences is as follows:

	Number	Percentage
Male	68	40.7
Female	99	59.3
Total	167	100.0

VOLUNTARY WITHDRAWAL

Senator BYRD. All right. As to the persons who voluntarily withdrew, what were the reasons given?

Miss THOMPSON. Mr Russo, can you answer that?

Mr. RUSSO. Mr. Chairman, primarily they believed that they wanted to terminate their involvement in the program, and in most instances

they wanted to move directly into employment. This was the major reason.

Senator BYRD. If there are other reasons, would you so indicate? Will you do that, Mr. Russo, either now or for the record?

Mr. RUSSO. Yes, sir; certainly for the record, Mr. Chairman.

Senator BYRD. How many of those who voluntarily withdrew were male and how many were female?

Miss THOMPSON. We would have to supply that for the record, Mr. Chairman.

(The information follows:)

REASONS FOR WITHDRAWAL

The major reasons given for the voluntary withdrawal of the 60 trainees were:

1. Inadequacy of the training allowance
2. Return of the absent mate
3. Child-care problems (excluding day care per se)
4. Family stress
5. Medical problems (excluding pregnancy)

The following is a breakdown by sex of the 60 trainees that voluntarily withdrew:

	Number	Percentage
Males	25	41.7
Females	35	58.3
Total	60	100.0

WTOC EMPLOYEES

Senator BYRD. All right. Are all employees of WTOC civil service employees?

Miss THOMPSON. Yes; they are.

Senator BYRD. They are. Were they hired from the civil service register or were the positions temporary appointments pending establishment of register.

Miss THOMPSON. Both.

Mr. RUSSO. May I answer that?

Senator BYRD. Yes.

Mr. RUSSO. With the exception of the employees who are in our Social Service Section and in a few other cases, Mr. Chairman, all of the other WTOC employees have been given what we call a TAPER appointment, temporary appointment pending establishment of a register. But the social service staff has been given permanent appointments, if they qualify. They all did.

Senator BYRD. So with the exception of the Social Service Section, all of the others are TAPER's?

Mr. RUSSO. Yes, sir.

TAPER EMPLOYEES

Senator BYRD. Would you identify them by position, title, grade, total number of employees in that position, and total number of TAPER's in that position? You may wish to do this for the record.

Miss THOMPSON. Yes, sir.

(The information follows:)

Title	Grade	Number of employees	Type of appointment
Administrator	GS-15	1	Career conditional.
Deputy Administrator	GS-14	1	Career.
Chief Social Service Section	GS-13	1	Do.
Chief Work Experience Section	GS-13	1	TAPER.
Chief Special Services Section	GS-13	1	Career.
Chief Job Development Section	GS-12	1	TAPER.
Operating accountant	GS-12	1	Career conditional.
Statistician	GS-12	1	Career.
Program analyst	GS-12	1	Do.
Personnel management specialist	GS-11	1	Do.
Administrative officer	GS-11	1	Do.
Supervisory social worker	GS-11	2	Do.
Social worker	GS-11	2	Do.
Supervisory work experience training specialist.	GS-11	4	TAPER.
Supervisory job development placement specialist.	GS-11	3	TAPER.
Supervisory instructor	GS-11	1	TAPER.
Family training specialist	GS-11	1	TAPER.
Supervisory case control technician	GS-10	1	TAPER.
Social worker	GS-10	2	Career conditional.
Work experience specialist	GS-10	1	TAPER.
Landlord and tenant specialist	GS-10	2	TAPER.
Social worker	GS-9	1	Career conditional.
Social Service representative	GS-9	5	3 career; 2 career conditional.
Job development and placement specialist	GS-9	1	TAPER.
Work experience training specialist	GS-9	8	6 TAPER; 2 career conditional.
Instructor	GS-9	8	TAPER.
Do	GS-8	5	TAPER.
Social service representative	GS-8	3	Career conditional.
Case control technician	GS-7	9	Do.
Work experience training specialist	GS-7	4	3 career conditional; 1 700 hours.
Statistical assistant	GS-7	1	Career.
Administrative assistant	GS-7	1	Career conditional.
Administrative aid	GS-6	6	3 TAPER, 3 career.
Assistant coordinator of volunteers	GS-5	1	Career.
Case control technician	GS-5	1	Career conditional.
Supervisory clerk-typist	GS-5	1	Career.
Purchasing agent	GS-5	1	Do.
Accounting clerk	GS-5	1	Do.
Work experience training aid	GS-4	3	TAPER.
Personnel clerk	GS-4	1	Career.
Statistical clerk	GS-4	1	Do.
Teller	GS-4	1	Do.
Clerk-typist	GS-4	12	7 career; 5 career conditional.
Do	GS-3	3	1 career; 2 career conditional.
Telephone operator	GS-3	1	Career conditional.
Card punch operator	GS-3	2	Do.
Mail clerk	GS-3	1	Do.
Do	GS-2	1	Career.
Clerk-typist	GS-2	3	Career conditional.

Summary:

	Number of employees
Total	116
Career	34
Career conditional	40
TAPER	41
700 hours	1

JUSTIFICATION FOR TAPER POSITION

Senator BYRD. What justification was given to the Civil Service Commission for each of the TAPER positions?

Miss THOMPSON. The reason would have been it was a demonstration project. It had a termination date, so that we were filling positions on a TAPER appointment.

Senator BYRD. If the program for WTOC were not approved, what would happen to these TAPER employees?

Miss THOMPSON. They would have to be fired. Any of them who were permanent before they were hired by WTOC, all of them would have reinstatement rights and those might have bumping rights. I am not sure. I would have to look into the type of appointment, the type of status they have.

Senator BYRD. How many of such TAPER employees are there?

Miss THOMPSON. Could we supply that for the record?

Senator BYRD. Yes, ma'am.

(The information follows:)

TAPER EMPLOYEES

There are a total of 41 employees with TAPER appointments at WTOC, none of whom have reinstatement or bumping rights regardless of prior status.

Senator BYRD. Are the TAPER grades higher than the Public Assistance Division grades, or of comparable level?

Miss THOMPSON. They are comparable.

Senator BYRD. How many of the WTOC employees, if any, have criminal records?

Miss THOMPSON. Not any to my knowledge.

Senator BYRD. Supply the answer for the record. Identify by position, identify your WTOC employees by position, title, and grade, and indicate whether they are TAPER or career employees.

Miss THOMPSON. All right, sir.

WTOC EMPLOYEES WITH POLICE RECORDS

There are three WTOC employees with criminal records. Positions and types of appointments are as follows.

Title	Grade	Type of appointment
Supervisory job development placement specialist	GS-11	TAPER.
Instructor	GS-8	TAPER.
Clerk-typist	GS-3	Career conditional

JOB PLACEMENT

Senator BYRD. If we might just go back briefly to a subject we were discussing earlier, how many of the trainees placed in jobs were placed before training was completed?

Miss THOMPSON. We would have to supply that for the record.

Senator BYRD. All right. Your table, which will be placed in the record, is with reference to job placements, and it pertains to a total of about 555 job placements, I believe.

Miss THOMPSON. That is correct.
(The information follows:)

PLACEMENTS

The 555 job placements were as of April 30, 1967. The following table is for the 647 placed as of June 30, 1967:

	Number	Percent
Placed after completion of skill training	575	88.9
Placed in other than training-related skill [1]	72	11.1
Total placed	647	100.0

[1] Although these trainees were not placed in a training-related job, the portion of completed training was instrumental in placing them in jobs utilizing their highest attained skill level.

ALL TRAINING PROGRAMS

Senator BYRD. But this does not really tell the story as to your training program. What training programs do you actually have, and what are the normal amount of hours for the completion of training in those programs?

Do you want to do that for the record?

Miss THOMPSON. We will furnish it for the record. It is going to be very difficult in some areas, because there may not be an established length of training, but we will try and see how far we can go in supplying that material.

(The information follows:)

TRAINING PROGRAMS

The following is a recapitulation of training and training periods by major categories:

Work experience only

	Minimum	Maximum
Auto body mechanics	6 months	9 months.
Auto mechanics (general helper)	8 months	18 months.
Bindery workers	do	10 months.
Carpenters helpers	9 months	1 year.
Cartographic aides	6 months	1 year.
Day-care aides	4 months	8 months.
Dental assistants	6 months	1 year.
Dental technicians	1 year	1¼ years.
Electricians helpers	9 months	1 year.
Electronics technicians	1 year	14 months.
Elevator repair mechanics	9 months	1 year.
Elevator repairman helpers	6 months	9 months.
Furniture refinishers	do	8 months.
General clerks	3 months	6 months.
Graphic aides	8 months	1 year.
Laboratory technicians	6 months	9 months.
Landscape gardeners	do	1 year.
Library assistants	4 months	9 months.
Meatcutters	3 months	6 months.
Offset press operators	8 months	1 year.
Operating engineers	9 months	Do.
Plumbers helpers	do	Do.
Sales store workers	4 months	6 months.
Teachers aide	3 months	Do.
TV repairmen	8 months	1 year.
Warehousemen	3 months	6 months.

Schools (no work experience)

	Teaching period
Cosmetologists	1,500 hours (as prescribed by the District of Columbia Board of Professions and Licenses and instructed in an accredited school).
Barbers	1,000 hours (as prescribed by the District of Columbia Board of Professions and Licenses and instructed in an accredited school).
Commercial key punch school	1 month.
TV repair technicians	1,620 hours.
Upholsterers	30 weeks.

Schools—plus work experience

	In school	Minimum	Maximum
Auto mechanic helpers [1]	1,620 hours	6 months	9 months.
Brickmasons helpers	do	do	Do.
Carpenters helpers [1]	do	do	Do.
Clerk-typists	2 months to 1 year.	do	
Electricians helpers [1]	1,620 hours	do	9 months.
Keypunch, EAM operators [2]	1 month	do	12 months.
Plumbers helpers [1]	1,620 hours	do	9 months.
Upholstery seamstresses	8 weeks	do	8 months.
Licensed practical nurse		13 months [3]	

[1] These are known as "apprenticeable trades" and the logical training agent is the District of Columbia Apprenticeship Council. However, our trainees in general cannot meet the Council's requirements of age limit and educational standards so we, as other training programs, must use adult vocational schools as a source of training.

[2] Only entry level into civil service is via clerk-typist of office aid examination. Most agency personnel departments require experience also.

[3] Includes 8 months of experience in hospital wards.

Senator BYRD. All right. How many persons have gone through a second program?

Miss THOMPSON. We would have to supply that for the record.

(The information follows:)

RETRAINING

One Work and Training Opportunity Center trainee has been retrained in a second job goal after previously completing a structured course leading toward a different goal.

COMPLETION OF TRAINING

Senator BYRD. How many persons have actually completed a training program, before being placed in a job?

Miss THOMPSON. You mean with no delay between completion——

Senator BYRD. I am not concerned about the delay one way or the other in this question. How many actually completed a training program before being placed in the job? You indicated 608 persons——

Miss THOMPSON. 608.

Senator BYRD (continuing). Had completed the program and had been placed in jobs, but as we went into that in some depth, we found that a lot of these persons had not actually completed the training program. They had taken some training. They had been placed in jobs. But this did not mean they had actually completed the training before being placed in the job.

Miss THOMPSON. We will supply that for the record.

(The information follows:)

TRAINEES PLACED IN JOBS

The following table indicates the number and percentage of the 608 trainees placed as of May 31, 1967, that completed skill training and were placed in training related jobs:

	Number	Percent
Placed after completion of skill training	546	89.8
Placed in other than training related skill	62	10.2
Total placed	608	100.0

NOTE.—Although these trainees were not placed in a training related job, the portion of completed training was instrumental in placing them in jobs utilizing their highest attained skill level.

Senator BYRD. All right. What we are asking for here is how many people have you actually trained?

You have begun their training and you have completed their training in the particular skill. We do not have reference to those, Mr. Rosin, who perhaps have had some training as an auto mechanic and who were given some more training. I am talking about how many persons have you actually performed the training for.

You began the training and you completed the training for a skill. How many persons did not complete the basic 8-week course? In other words, you may have had some who only were in 5 weeks and dropped out, or who were only in 5 weeks and who took a job, or who were placed in a job.

How many did not finish the basic course of 8 weeks?

Mr. RUSSO. Mr. Chairman, there is also another group that would be related to your question. These were trainees that we ourselves have placed on training sites before they completed their 8-week basic cycle.

Senator BYRD. Yes; there would be those.

Indicate here, as I have said, how many persons did actually train from the beginning all the way to completion in a particular skill.

(The information follows:)

Out of a total of 1,806 enrolled in the basic eight weeks remedial education course, 34 did not complete the course. Out of the total of 34 that did not complete the course, 10 were placed in jobs by WTOC staff.

SHORTEST TRAINING PERIOD

What was the shortest training period prior to job placement?

Can you supply that for the record?

Miss THOMPSON. Yes, sir.

Senator BYRD. And what has been the longest training period prior to job placement?

(The information requested follows:)

The shortest period of training prior to job placement of any trainee was four weeks.

The longest period of training prior to job placement of any trainee was eighty-eight weeks.

UPGRADING OF SKILLS

Is WTOC designed to reduce the public assistance cases or is it to take care of other people?

Miss THOMPSON. It is not limited to the public assistance cases, but it is designed to help upgrade the skills of anyone at the public assistance level of income.

Senator BYRD. Why should that not be a Labor Department program, a program of upgrading skills? That should not be a welfare program, should it?

Miss THOMPSON. In the Labor Department programs at the present time, Mr. Chairman, the experience has been that they have not provided all of the supportive services such as day care, homemaker service, health services, counseling, job counseling, marital counseling, and so forth that permits this hard core group to stabilize themselves both in training and on jobs.

This is the difference between the WTOC program and some of the other programs, one of the differences.

DESIGN OF WTOC PROGRAM

Senator BYRD. Is WTOC in any way designed to or expected to reduce the public assistance caseload?

Miss THOMPSON. The purpose behind it is to help reduce the number of persons who might at some time, either now or later, be public assistance recipients. It is geared toward this age group, this economic group, this problem family group.

Senator BYRD. Has experience shown in the District that it has reduced the caseloads?

Miss THOMPSON. I do not think we can make a direct correlation between the number of persons taken into WTOC and reduction in the caseload.

RELATION TO WELFARE CASELOAD

Senator BYRD. So if it is not a program designed to reduce the caseload, why is Welfare running it?

Miss THOMPSON. Again let me repeat because of the component of social services and supportive services needed to stabilize heads of households.

Senator BYRD. Do you not think that when this much money is spent, it ought to affect the caseload?

Miss THOMPSON. I think the combination of this program plus the other training programs has helped not to reduce the caseload necessarily but to prevent a larger number of persons becoming public assistance recipients.

Senator BYRD. Does HEW plan to continue this program in the Welfare Department?

Miss THOMPSON. No; the HEW is phasing out the program in the next year.

Senator BYRD. Is this program to be continued in the welfare departments throughout the country?

Miss THOMPSON. Mr. Russo, I think, is better equipped to answer that.

Mr. Russo. Yes, Mr. Chairman. It is my understanding that the direction in which the title V programs now under HEW administration will go, as reflected in the 1967 Social Security Amendments, is phasing them out as title V programs and converting them as community work training programs under AFDC–UP. This is my understanding.

Of course, these provisions are in the Social Security Amendments of 1967, which have not yet been enacted by the Congress.

POSSIBLE TAKEOVER BY LABOR DEPARTMENT

Senator Byrd. Is there any possibility that under the 1967 amendments this program might be taken over by the Labor Department?

Mr. Russo. The provisions in H.R. 5710, the 1967 Social Security Amendments, reflect the precedent that was established by the 1966 amendments to the Economic Opportunity Act, in that under the 1967 Social Security Amendments, assuming that the Congress does enact this legislation, the Department of Labor will have responsibility for the training, the job development, and job placement components under the community work training programs under AFDC–UP. If these provisions prevail, then Department of Labor will play a very important role in the continuation of these programs.

WELFARE RECIPIENTS ENROLLED IN WTOC

Senator Byrd. How many welfare recipients have been enrolled in WTOC?

Miss Thompson. Approximately 200, I believe.

Mr. Russo. Yes, the last count that we took, Mr. Chairman, was back in March of 1967. At that time, 176 AFDC mothers had been terminated from the regular AFDC roles, and had been accepted in WTOC.

Senator Byrd. What about the other relief categories, GPA, for example?

Mr. Russo. The vast majority of the GPA recipients would not qualify.

Senator Byrd. What about APTD? What about an individual who may no longer be physically incapacitated? Have you had any of these come off the APTD rolls and get into TAFUP and later into WTOC?

Mr. Russo. Unless, Mr. Chairman, they had children under 18 for whom they were responsible and who were living with them, they would not qualify either for TAFUP or for WTOC.

AVERAGE WEEKLY SALARY OF TRAINEES BEFORE SELECTION

Senator Byrd. What was the average weekly salary of trainees before they were selected? Can you give us that figure?

Miss Thompson. We are working on that at the present time, Mr. Chairman.

Senator Byrd. I am talking about the average weekly salary of trainees before they were selected.

Miss Thompson. That is right.

Senator Byrd. And what was the highest weekly salary?

Miss Thompson. We will have to be sure that that is part of the answer.

(The information follows:)

WEEKLY SALARY FOR TRAINEES

The average weekly salary for the trainees that were working at the time of selection for the WTOC program was $36.00. The highest salary of any trainee prior to selection for the WTOC program was stated to be $2.00 per hour as a Construction Laborer.

Senator BYRD. This may seem like the same question, but it is not. What was the average weekly salary of the trainee prior to his selection who completed the training and was placed in a job?

Miss THOMPSON. We will have to furnish that.

(The information requested follows:)

PRIOR SALARY OF TRAINEE

The average weekly salary of trainees prior to selection in WTOC was $36.

Senator BYRD. What did you say the average weekly salary of the trainee is, who has been placed in a job?

Miss THOMPSON. Who has been placed?

Senator BYRD. Yes, ma'am.

Miss THOMPSON. $126 is the highest.

Senator BYRD. And what is the average weekly salary please?

Miss THOMPSON. $75.61, as of April 1967.

Senator BYRD. Can you state what the average educational level is of the trainee placed in a job?

Miss THOMPSON. No; I cannot.

Senator BYRD. And the average age?

Miss THOMPSON. We will have to supply that.

Senator BYRD. Could you see if these figures could be provided?

Miss THOMPSON. Yes.

(The information follows:)

EDUCATIONAL LEVEL

The average educational level of the 647 trainees placed in jobs as of June 30, 1967, was the 10.4 grade. The average age of this group was 31.6 years.

TRAINEES' INCOME IN ADDITION TO WTOC PAYMENT

Senator BYRD. Do any of the trainees get any wage, salary, or any other income in addition to the WTOC payment?

Mr. RUSSO. Through the Department of Public Welfare, Mr. Chairman?

Senator BYRD. No; from anywhere?

Mr. RUSSO. Some of our trainees—we estimate about 10 percent, Mr. Chairman—have other income and resources which are, of course, reflected in the amount of the training or maintenance grant. These may be sources such as Veterans' Administration benefits, social security benefits usually for the children, or support orders.

Senator BYRD. If you do not have any investigators looking at this group, how do you know there are not some overpayments?

Mr. RUSSO. This is discussed, Mr. Chairman, during the weekly interview, and also under the HEW regulations there must be a complete reinvestigation of eligibility by the WTOC caseworker every 6 months.

Senator BYRD. The observations of the caseworkers have not been sufficient to uncover the unrevealed resources in the case of recipients on the ADC caseload. Might it not be the same in connection with this caseload?

Mr. RUSSO. On the basis of the weekly interview, Mr. Chairman, which does not prevail as far as our regular public assistance programs are concerned, and also on the basis of the 6-month review, I do feel that the circumstances are somewhat different as far as our WTOC program and our regular public assistance program is concerned.

I am not saying that this could not happen, sir. It could happen.

WTOC TRAINEES EMPLOYED BY WELFARE DEPARTMENT

Senator BYRD. Mr. Rosin, you indicated that you could supply information regarding the number of WTOC trainees employed by the Welfare Department and in what positions. Can you do that today?

Mr. ROSIN. There are a total of 34 that have been employed by the Welfare Department. I have only to date established where 10 of them work. That was in the training DMT pool. For others I do not have the information yet, Mr. Chairman.

Senator BYRD. So 10 of them are in the dictaphone and transcriber pool?

Mr. ROSIN. That is right.

Senator BYRD. DMT, what is that?

Mr. ROSIN. Dictaphone Machine Transcribing Unit.

EFFECT OF TAFUP LIMITATION ON MATCHING FUNDS

Senator BYRD. You indicated, Miss Thompson, this morning that the position of the House in not removing the $200 ceiling and the 6 months' limitation will have an effect on the matching funds.

Miss THOMPSON. That is correct.

Senator BYRD. What effect will this have?

Miss THOMPSON. The House allowed $1,443,390. The total requested for TAFUP was $964,734. Without the removal of restrictions, all of this would have to be local money.

Senator BYRD. Which would make a total amount of what?

Miss THOMPSON. This would leave a balance of $478,656, but actually, what would happen would be under job placement we would not earn $581,628, under the TAFUP portion of the program, and we would not earn $938,135 under the title V program, making a total of $1,519,763. This represents the Federal earnings.

Senator BYRD. Well, we are faced at the moment with a $200 ceiling and a 6-month limitation, and the House has declined to remove these ceilings, so what does this do to the budget?

Miss THOMPSON. It would mean that if the limitations are not removed, we would have enough money, at the present level of trainees, to run through January and then the program would have to be phased out or dropped. The 129 employees and the number of trainees that happen to be in the program at that time would just have to be dropped.

Senator BYRD. Where did you get the figure of 129?

Miss THOMPSON. Well, it is the total number of employees in title V.

Senator BYRD. What do you have in TAFUP right now?

Miss THOMPSON. We have 13 positions.

ADDITIONAL POSITIONS REQUESTED FOR TAFUP

Senator BYRD. And you are requesting how many in TAFUP?

Miss THOMPSON. We are requesting 17 more.

Senator BYRD. Identify the 17.

Miss THOMPSON. GS–11 supervisor, seven GS–9 social workers, two GS–9 placement officers, two GS–4 unit clerks, two GS–3 assistant unit clerks, one GS–3 disbursing clerk, and two GS–3 clerk-DMT's.

Senator BYRD. All right, would you repeat them, please, and a little more slowly so that I can identify them here?

Miss THOMPSON. Yes.

One GS–11 supervisor, seven GS–9 social workers, two GS–9 placement officers, two GS–4 unit clerks, two GS–3 assistant unit clerks, one GS–3 disbursing clerk, two GS–3 clerk-DMT's.

Senator BYRD. Yes, that would make a total of 30 in TAFUP.

Miss THOMPSON. That is correct.

Senator BYRD. Now over and above the 30, what is being requested?

Miss THOMPSON. The other funds are already in the base, so that it just represents positions.

Senator BYRD. You are asking for a total of how many positions?

Miss THOMPSON. A total of 30.

Senator BYRD. In both programs?

ADDITIONAL POSITIONS FOR TITLE V PROGRAM

Miss THOMPSON. No; 65 positions in the title V program.

Senator BYRD. So you are asking for 65 positions over and above the 17 additional ones for TAFUP?

Miss THOMPSON. That is correct.

Senator BYRD. Are these 65 positions, which are being requested, representative of positions now in WTOC?

Miss THOMPSON. Yes; they are.

Senator BYRD. They, therefore, are the positions shown on pages 2339 and 2349 of the budget justifications which remain after the 17 positions, which you have just enumerated, are removed?

Miss THOMPSON. That is correct.

Senator BYRD. Are these on a 9-month basis?

Miss THOMPSON. The 65 have to be for 12 months, because the positions are presently filled.

VACANCIES

Senator BYRD. Are all 65 positions filled?

Miss THOMPSON. As of June 30, there were 12 vacancies in the total of 129.

Senator BYRD. Are the 30 positions in TAFUP filled?

Miss THOMPSON. There are only 13 positions at the present time.

Senator BYRD. Are there any vacancies among the 13?

Miss THOMPSON. One vacancy as of June 30.

REVISED TAFUP BUDGET

Senator BYRD. I believe you indicated the other day that there was a revised request with regard to TAFUP. What effect will this have upon your total budget request?

Miss THOMPSON. We would remove from that the 13-percent increase.

Senator BYRD. Did you not say the TAFUP caseload was being reduced?

Miss THOMPSON. No. The statement that I made, Mr. Chairman, was that if we reduced—you asked if we could reduce the TAFUP caseload, and I said in order to do so, we would have to make some assumptions. If the present trainee rate remained at 900, then we could reduce the caseload for TAFUP. If the present title V program were decreased as far as number of trainees were concerned, or it was phased out entirely, we feel that the TAFUP caseload would be even higher than the 334.

Senator BYRD. Now in view of the position taken by the House in not removing the ceilings, does this force a phaseout of the WTOC?

Miss THOMPSON. Yes, it could.

Senator BYRD. Then what would your revised budget estimate be, in that event?

Miss THOMPSON. If we have the TAFUP program, but have to depend on placing the individuals into other training programs, we believe we should estimate 500 on the TAFUP program.

Senator BYRD. In view of the action by the House in retaining the ceilings, why do you not present a budget estimate that would be in accordance therewith so we could see what that side of the picture is?

Miss THOMPSON. You mean just for TAFUP?

Senator BYRD. Well, I believe you indicated that WTOC would be eliminated, did you not?

Miss THOMPSON. If the restrictions are not removed.

Senator BYRD. Yes.

Miss THOMPSON. It would have to be because it would not be eligible for matching funds.

Senator BYRD. If the House did not remove the restrictions?

Miss THOMPSON. That is correct.

Senator BYRD. If the Senate goes along with the House and does not remove the restrictions, what will be your new budget estimate?

Miss THOMPSON. $1,236,699, and this is based on 500 potential trainees in TAFUP, with an increased staff to 33 positions. The increased staff would be principally in job counselors, social workers, persons who would be working with the potential trainees until we could get them in a training program or find jobs for them—one of the two.

Senator BYRD. Yes.

Now, would you have to revise your estimated caseload?

Miss THOMPSON. We feel that we would.

Senator BYRD. You would have to revise it upward?

Miss THOMPSON. Yes, sir.

Senator BYRD. All right. Then why do you not prepare that revised budget for us?

Miss THOMPSON. We have it.

Senator BYRD. All right. I thought you indicated there would be 500 in TAFUP.

Miss THOMPSON. We did.

Senator BYRD. And I thought you just now said you would have to revise that up.

Miss THOMPSON. No, up to 500.

(The information follows:)

Comparison of various estimates for the former TAFUP program, fiscal year 1968

	Number of cases	Number of positions	Total estimated cost (includes 13 percent)	Less 13 percent	Revised total cost	Less Federal reimbursement [1]	Local requirements
Currently budgeted	334	30	$964,734	$86,515	$878,219	$581,628	$296,591
Continuation of WTOC as a DPW program	170	13	499,349	44,034	455,315	305,447	149,868
Abolished WTOC program	500	33	1,366,210	129,511	1,236,699	823,891	412,808

[1] The Federal reimbursement can be earned only if the restrictions are removed. We are assuming that Federal reimbursement can be earned without the 13-percent increase.

REVISED TAFUP ESTIMATE

Senator BYRD. Are you saying then that the direct appropriation as shown in the justification sheets—to wit, $1.4 million—would be revised to $1.2 million?

Miss THOMPSON. That is correct.

Senator BYRD. Under the House——

Miss THOMPSON. Without removing the restrictions.

Senator BYRD. Yes, ma'am.

Miss THOMPSON. Yes.

Senator BYRD. This would take up the full WTOC caseload?

Miss THOMPSON. No; it could not. There are just under 900 trainees on the WTOC caseload at the present time. It is 862.

Senator BYRD. That is what I meant a moment ago. Perhaps you would need to revise your TAFUP program. You would have to revise your TAFUP estimates upward, would you not?

Miss THOMPSON. Mrs. Chambers.

Mrs. CHAMBERS. This is for TAFUP only, sir.

Senator BYRD. Yes.

Mrs. CHAMBERS. Considering that WTOC would be abolished, we would need the $1,236,699 for 500 cases, which would be awaiting training or job placement only.

Senator BYRD. Yes, but I believe you said there would be some on WTOC who would be dropped. I presume that some of those would have to come back under TAFUP, would they not?

Mrs. CHAMBERS. That is the reason the caseload would go up, but they would not be in training.

Senator BYRD. So this revised estimate takes that into account?

Mrs. CHAMBERS. We hope.

Senator BYRD. I understood Miss Thompson to say there would still be a further revision.

Miss THOMPSON. The difference between 500 and any persons carried on TAFUP at the present time plus the 862 trainees. The 500 could not absorb all of those in January 1968.

Mr. RUSSO. Yes.

PRESENT TAFUP MEMBERS

Miss THOMPSON. How many in TAFUP at the present time?

Mr. RUSSO. About 70.

Miss THOMPSON. That is 932. It means by January 1, between now and January 1, we would have to either place or complete the training on 432 persons. This we might be able to do. We have to know how close to termination training they are. They difference—in order to absorb everyone on WTOC and everyone on TAFUP—represents how much we may need to expand the TAFUP program beyond 500.

Senator BYRD. Well, you may want to just take a look at your TAFUP program to be sure that your estimates here are sufficient to absorb whatever additional necessities may arise, in the event WTOC does not continue after January. You did say this is contingent upon the removal of the restrictions, did you not?

Miss THOMPSON. That is right; yes.

TOTAL POSITIONS

Senator BYRD. Did you say that $1.2 million would mean a total number of positions, something like 33?

Miss THOMPSON. Thirty-three positions.

Senator BYRD. And that would include the 13 you now have in TAFUP?

Miss THOMPSON. That is right.

It would include the 17 that we asked for, so it would be 33 minus 17. Seventeen we had asked for in the budget, so it would be 17 plus the 13 that we have in the base at the present time.

Senator BYRD. Plus three?

Miss THOMPSON. Plus three.

Senator BYRD. Well, perhaps you would need additional placement officers.

Miss THOMPSON. We asked for two. Two of the three positions are placement officers, but I think we need to look at this again in terms of how close to the end of their training the trainees are in WTOC.

Senator BYRD. Yes.

Miss THOMPSON. And what can we accomplish in 7 months.

Senator BYRD. Yes. Perhaps you ought to do that, and you might want to beef up your TAFUP program so that you would have more placement officers and could place more persons in jobs. In the event WTOC is not continued after January, I think you should beef up your TAFUP program. Maybe you ought to reevaluate it and let us know what you should have in the TAFUP program, Miss Thompson, in the event these ceilings are not removed, and in the event that you do not have WTOC after January?

Miss THOMPSON. Yes, sir.

JOB PLACEMENT OF TAFUP PEOPLE

Senator BYRD. And what would you need in other programs. We were thinking the other day in terms of putting TAFUP people to work. Have you given this any consideration?

Miss THOMPSON. Yes. We would have to have a ruling by the Corporation Counsel on insurance, in case of liability. We would have to

consider transportation, uniforms, and supervision, and we could not absorb this many work relief recipients within the Department of Public Welfare, so it would have to be a joint effort with other District agencies.

Senator BYRD. Mr. Duncan, could he please explore this with the Corporation Counsel and the other District agencies and so on?

Mr. DUNCAN. Surely.

Senator BYRD. Let's at least explore a program which would utilize these people in cleaning up the neighborhoods and in doing various other jobs around the city, and which would allow remuneration for their work.

Could some of the females be utilized in caring for the children of other mothers who are working?

Miss THOMPSON. Yes; that is a possibility.

Senator BYRD. Let's explore this pretty thoroughly, this suggestion concerning working these people who are on TAFUP, Mr. Duncan.

Mr. DUNCAN. Yes.

Senator BYRD. Talk with your Sanitation Department, the Department of Highways, Department of Recreation, and your other departments. See if they could not be of assistance in providing jobs for these people. Consider the possibility of letting the people work while they are waiting for a job placement.

As I say, you may need to beef up your TAFUP staff to accomplish this. Let's explore all the problems that you foresee. Take it up with the Corporation Counsel and so on.

SUMMARY OF WELFARE DEPARTMENT TRAINING PROGRAMS

Could you prepare a summary of the various training programs conducted by the Welfare Department, beginning with the job placement and training program?

As I recall, you mentioned five or six additional programs the other day.

Miss THOMPSON. In the Department or in the city? In the Department of Public Welfare?

Senator BYRD. Since several of these were outside the Department, why do you not make it all-inclusive? Could you do this?

Miss THOMPSON. Yes, I know of only two within the Department of Public Welfare. We do have WCEP, OIC, MDTA, and several others outside the Department.

Senator BYRD. Yes. If we could have a summary of these in table form. Show the 1967 and 1968 estimates of funds. There will not be any 1967 estimates in the case of WCEP, for example, would there?

Can you show the 1967–68 estimates of funds available from District of Columbia funds and matching funds, and the number of trainees?

Miss THOMPSON. The number of trainees will not be too difficult, but funding, we will see what we can do, but these are other agencies, so we would have to see what information they have available.

Senator BYRD. Yes. Mr. Rosin, can you not get this?

Mr. ROSIN. We will try, Senator.

Senator BYRD. The Labor Department and the Office of Economic Opportunity can give you this information. Do you understand what the committee clerks have suggested here?

Mr. ROSIN. I understand the question.

(The information follows:)

Summary of training programs in the District of Columbia

Program	Trainees		Fiscal year 1967				Fiscal year 1968			
	Capacity	In training June 1967	District of Columbia funds	Federal funds	Other funds	Total funds	District of Columbia funds	Federal funds	Other funds	Total funds
DPW:										
WTOC	900	882		$3,847,173		$3,847,173	$1,060,284	[1] $3,678,135		$4,738,419
Hayes Training Center	[2] 100	94	$48,967	146,901	$32,857	228,725	57,539	148,559	$36,142	242,240
Other:										
MDTA [3]	4,047	4,045		1,421,000		1,421,000		1,118,000		1,118,000
WCEP [3]	3,650	350		2,826,098		2,826,098		(4)		(4)
OIC	481	404		487,704	29,000	516,704		600,000	60,000	660,000

[1] $2,740,000 under title V of the Economic Opportunity Act and $938,135 Federal matching on District of Columbia local funds.
[2] 20 Residents and 80 nonresidents.
[3] As obtained from other agencies.
[4] Not available.

OPPORTUNITY INDUSTRIAL CENTER

Senator BYRD. The Opportunity Industrial Center has been established in Washington. How much does this agency pay for trainees during their training period?

Mr. ROSIN. Can you answer that, Mr. Russo?

Mr. RUSSO. This is one of the unique features of the Opportunities Industrialization Center, Mr. Chairman, the fact that they do not up to the present time pay their trainees a maintenance grant or a stipend.

Senator BYRD. Has not this program been successful in some of the other communities?

Mr. RUSSO. It would all depend, sir, on what ones definition of success is. I do have some data that I am sure you will find interesting: Here in Washington, OIC began to open its doors to applicants, Mr. Chairman, on November 21, 1966, and since then it graduated 176 trainees, of which 155 were placed in jobs with an average salary of $4,000 a year.

I would say yes, it is a successful program.

PLACING TRAINEES IN JOBS

Senator BYRD. How successful has this organization been in placing unemployed in jobs?

Would you say it has been pretty successful?

Mr. RUSSO. Yes, I would say so, Mr. Chairman.

I think that this program has a number of unique features, one of them being the point we have already mentioned, the fact that there are no training stipends or maintenance grants that are given to these trainees. The trainees must be highly motivated.

Another unique feature of this program, sir, is that it is not aimed at only the unemployed. It is also aimed at a large group of underemployed. OIC has a remedial education component which they call their feeder system, we call it basic training and acculturation.

So I would say that the program is successful. It is limited because their funds are limited.

Senator BYRD. Was it successful in Philadelphia?

Mr. RUSSO. This is where the OIC program started, Mr. Chairman, as I am sure you know. As I understand it, it has now expanded to approximately 13 or 14 cities, including Washington. It is eminently successful in Philadelphia. As a matter of fact, the President only recently visited the program there.

FUNCTIONING OF OIC PROGRAM

Senator BYRD. Would you explain how this program works?

Mr. RUSSO. The OIC program?

Senator BYRD. Yes, sir.

Mr. RUSSO. It is based on the development of the strongest possible cooperation from private industry. Private industry is called upon to make jobs available to trainees in OIC who are qualified for the jobs in private industry. Without the full cooperation of private industry the program cannot move forward.

There have been some problems in this connection in the District of Columbia, because, again, of the uniqueness of circumstances in the

District, the rather limited number of industries in the District of Columbia, but OIC in Washington is developing excellent relationships as we have in WTOC with Federal agencies.

The program needs to rely on the greatest possible cooperation from industry and Federal agencies. A trainee goes into the program, and he is immediately involved in their feeder system, whether he is underemployed, unemployed, part-time employed. Once he completes his involvement in the feeder system, then he moves out into training programs or possibly directly into a job.

OIC has established its own training programs. I know that they have an excellent training program in the area of radio and TV repair. We were up there several months ago. They have established, I would say, approximately 14 different training programs with their own staff, but they do not, unfortunately, Mr. Chairman, at this point, have job placement staff. They are increasingly seeing a need for having job placement staff of their own.

This is the best I can describe it, Mr. Chairman.

Senator BYRD. What programs do they have in Washington?

OIC WASHINGTON PROGRAMS

Mr. RUSSO. Training programs?

Senator BYRD. Yes, sir.

Mr. RUSSO. From memory, there is the radio and TV repair program, auto repair, clerk-typist; a total of about 14 programs.

I am sure we can give you a complete list, Mr. Chairman.

Senator BYRD. All right, if you would, please.

Mr. RUSSO. Yes, sir.

(The information follows:)

List of OIC training programs

DAYTIME TRAINING COURSES

	Planned weeks	Capacity
Auto mechanic	24	15
Auto body repair	24	15
Plant equipment and maintenance	24	15
Offset duplicating	10	20
Driver training	4	15
Radio and TV repair	24	15
Carpentry	20	12
Brickmasonry	20	12
Painting and paperhanging	20	12
Clerk-typist	19	25
Merchandising and sales	13	20
Tile setting	12	20
Ward clerk (hospital attendant, hospital clerk, etc.)	8	20
Keypunch	[1] 4	20
Computer operator	11	20

NIGHT COURSES

	Planned hours	Capacity
Clerk-typist	560	25
Auto transmission	390	20
Auto specialist [2]	390	20

[1] 4-hour day.
[2] For men with prior experience; a course for more specialized auto mechanics.

Senator BYRD. I am sure you do not have this answer but you can get it for us—what has been the average cost per trainee under this program?

Mr. RUSSO. We tried to get that information, Mr. Chairman, and we were unable to do so, I am sorry to report. We shall try again.

(The information requested follows:)

The average cost per OIC Trainee from September 1966 through June 1967 was $575.11 as reported to the Department by Opportunities Industrialization Center staff.

Senator BYRD. How many weeks does this program run?

Mr. RUSSO. I do not know the average number of weeks trainees are involved in the OIC program.

Senator BYRD. The subcommittee will recess for 5 minutes, please.

(Recess.)

Senator BYRD. The subcommittee will resume its hearings.

REQUEST FOR LOCAL FUNDING OF HALF OF WTOC POSITIONS

As to the 65 positions which are over and above the 13 now in TAFUP and the 17 which would be added, and which are shown in the justification sheets Nos. 23, 39, and 40, which of these are new?

Miss THOMPSON. None of them, Mr. Chairman.

Senator BYRD. None of them?

Miss THOMPSON. You see, we have 129 authorized positions in WTOC at the present time, and this represents half of those.

Senator BYRD. So these 65 positions for which money is being requested in local funds are presently on board in WTOC?

Miss THOMPSON. That is correct.

Senator BYRD. And are being funded by Federal sources?

Miss THOMPSON. That is right.

Senator BYRD. And none of them are new?

Miss THOMPSON. No.

Senator BYRD. And none of them would be transfers from TAFUP?

Miss THOMPSON. No.

Senator BYRD. The justification sheet indicates that the funds requested would enable local financing of approximately 50 percent of all WTOC program costs, with the remaining program costs expected to be funded during fiscal 1968, so are you saying that 65 of the positions would be taken over by local funding now, and in fiscal year 1969 the remaining half——

Miss THOMPSON. That is correct.

Senator BYRD (continuing). Would come under local funding; is that correct?

Miss THOMPSON. Yes, local funding plus matching.

COST OF PROGRAM IN 1969

Senator BYRD. What would be the total cost of the program to the District, once the second phase was completed in 1969? Your justification sheets do not actually say that the other 50 percent will be taken over in fiscal year 1969; is that correct?

Miss THOMPSON. I believe that is true.

Senator BYRD. Yes, ma'am. So what would be the local cost?

Miss THOMPSON. The total cost in the 1969 budget would be an additional $949,850 local funds that would earn $996,570 Federal funds. The total program would be $4,909,573. The local funds would be $2,393,240.

Senator BYRD. That is for 1969?

Miss THOMPSON. That is correct.

Senator BYRD. Fiscal year 1969. Could you repeat the local cost, please?

Miss THOMPSON. Yes.

This year we are asking for $1,443,390. Next year it would be $949,850, making a total of $2,393,240 of local money.

Those figures, Mr. Chairman, include the combination of WTOC and TAFUP, the combined program.

Senator BYRD. Yes, ma'am, but actually, the figures for 1968 would include that?

Miss THOMPSON. Yes.

Senator BYRD. Because you would totally absorb TAFUP?

Miss THOMPSON. That is correct.

MONEY REQUIRED FOR CONTINUATION OF TAFUP IN 1968

Senator BYRD. How much money would be required for a continuation of TAFUP in 1968 at the same level as in 1967, independent of WTOC?

Miss THOMPSON. It would be $511,837 at the same level.

Senator BYRD. The amount shown in the justification sheet for TAFUP carrying the 13 positions involved in the 1968 base was $511,837. The increase requested is $931,553. How much of the increase, dollarwise, is for TAFUP?

Miss THOMPSON. Actually, Mr. Chairman, if the restrictions are removed, there will be a reduction in the amount of local money that is required to carry the TAFUP program.

Senator BYRD. I understand, Miss Thompson, but you are asking for 17 additional TAFUT positions.

Miss THOMPSON. But the total cost, including the 17 positions, would be $425,897 of local money, because, with the restrictions removed, we would earn $581,628.

I am wrong. What I gave you was the increase. Actually, the total for the 30 positions which we have asked for this year, $964,734 of total funds $581,628 Federal, and $383,106 would be local money.

Senator BYRD. Let's see again, Miss Thompson. Having in mind that the cost for TAFUP under the present setup is $511,837——

Miss THOMPSON. That is right.

Senator BYRD (continuing). How much of the increase, to wit, $931,553, is represented by the additional positions in TAFUP, 17 in number?

Miss THOMPSON. Could we give you a chart on that?

Senator BYRD. And related cost.

Miss THOMPSON. Could we give a chart that I think would make this clear?

Senator BYRD. Yes, ma'am.

Miss THOMPSON. It is at the bottom of the second page. It is a chart we are speaking from.

(Off the record.)

Senator BYRD. On the record, would you restate that, Mrs. Chambers?

Mrs. CHAMBERS. Yes, sir.

Actually, we could operate the expanded TAFUP program of 30 positions and 334 average monthly cases for a net local outlay of $383,106, with the removal of the restrictions, because we would earn a total of $581,628 Federal reimbursement on the combination of the present base program of $511,837 and the increased program of $452,897 for a total program of $964,734. In other words, for $128,731 less local dollars, we can do the expanded program, with the removal of the restrictions.

Senator BYRD. That is with regard to TAFUP only?

Mrs. CHAMBERS. TAFUP only; yes, sir.

Senator BYRD. But with the overall merged programs, your local costs are going to be considerably increased; is that correct?

Mrs. CHAMBER. Yes; because you pick up half of the WTOC program.

Senator BYRD. We may come back to this; not today, however.

STATISTICAL INFORMATION ON NAMING CENTER

Mr. Reporter, will you show at this point that various tables are being inserted, before we go into the District of Columbia Institute?

(The tables follow:)

Department of Public Welfare, District of Columbia, Camille B. Hayes Training Center, statistical information, beginning April 3, 1961, through June 30, 1967

	Number	Total admissions	Status of admissions		
			Currently in training	Completed training	Did not complete training
Admissions		594	97	335	162
Residents	224				
Nonresidents	370				
Currently in training		97	97		
Residents	10				
Nonresidents	68				
Specialized nonresidents	19				
Employed		318		318	
Residents	116				
Nonresidents	202				
Infeasible (remained on or returned to PA)		76		17	59
Other		103			103
Independently maintained	30				
Enrolled in WTOC	3				
Unemployed; not on PA	2				
Left jurisdiction	6				
Deceased	2				
Hospitalized in St. Elizabeths	2				
Status unknown	58				

Job placements following training

Month	Average weekly starting salary	As of April 1967, average weekly training allowance	Average weeks in training	Number of children	Number of placements
Total	$75.61	$49.13	33.2	1,762	555
1965					
November	122.00	47.00	7.0	3	1
December	73.34	22.00	17.0	7	2
1966					
January	82.20	47.16	11.8	16	6
February	81.02	41.16	16.8	15	6
March	77.58	45.85	18.4	52	20
April	76.74	48.07	20.8	91	29
May	67.07	45.65	24.1	135	46
June	72.34	45.47	25.1	108	36
July	73.40	50.96	23.9	119	33
August	75.30	46.09	27.3	123	42
September	72.99	48.57	34.0	103	33
October	76.50	47.24	32.9	151	45
November	78.38	48.57	36.9	137	42
December	76.73	50.61	39.7	116	36
1967					
January	97.74	48.00	37.3	107	35
February	73.27	49.03	40.8	176	58
March	79.79	55.35	45.0	161	47
April	80.82	59.88	51.1	142	38

Comparison of various estimates for the former TAFUP program, fiscal year 1968

	Number of cases	Number of positions	Total estimated cost (includes 13 percent)	Less 13 percent	Revised total cost	Less Federal [1] reimbursement	Local requirements
Currently budgeted	334	30	$964,734	$86,515	$878,219	$581,628	$296,591
Continuation of WTOC as a DPW program	170	13	499,349	44,034	455,315	305,447	149,868
Abolished WTOC program	500	33	1,366,210	129,511	1,236,699	823,891	412,808

[1] The Federal reimbursement can be earned only if the restrictions are removed. We are assuming that Federal reimbursement can be earned without the 13-percent increase.

WTOC miscellaneous training costs

AVERAGE COST

	Week		Month	Year
	Amount	Percent		
Training cost	$47.46	48.3	$205.66	$2,467.92
Stipends	50.72	51.7	219.79	2,637.44
Total	98.18	100.0	425.45	5,105.36

COST OF 608 COMPLETED TRAINING AND PLACED IN JOBS

	Total	Average per trainee
Training cost	$1,102,287	$1,812.97
Stipends	1,178,002	1,937.50
Total	2,280,289	3,750.47

COST OF 6 CASES THROUGH JUNE 30, 1967

Training cost	$25,675.86
Stipends	27,439.52
Total	53,115.38

TRAINING AREAS WHERE LICENSES ARE REQUIRED

1. COSMETOLOGY (BEAUTY OPERATOR'S LICENSE)

(a) 29—Passed Examination (29 Employed)
(b) 1—Failed Written Portion of Exam (Employed as Shampoo Girl)
(c) 1—Failed to Report for Exam (Dismissed from WTOC)
(d) 26—Scheduled to Take Exam in July
(e) 10—Still completing Required 1500 Hours of Training
(f) 9—Dropped from Training
(g) 76—Total *Ever* Placed in Training

2. COSMETOLOGY INSTRUCTOR

1—Took Exam and Failed. Re-Took Exam and Passed. Employed.

3. LICENSED PRACTICAL NURSE

3—Took and Passed Exam and Employed (Total Number Trained).

4. 6TH CLASS STEAM ENGINEERS

(a) 16—Took Exam and Passed (12 Employed, 4 Placement Pending)
(b) 2—Failed Exam (1 Re-Took, Passed and Employed, 1 Employed Without Having Received License)
(c) 6—Now Training for License
(d) 2—Dropped From Training
(e) 26—Total Number Ever In Training.

5. BARBERING

(a) 14—Took Exam and Passed. (11 Employed)
(b) 2—Failed Exam and Dropped From Training.
(c) 1—Failed Exam and Will Try Again in July.
(d) 8—Pending Exam In July.
(e) 6—Dropped Training Before Completion of Course.
(f) 28—Still In Training for License
(g) 59—Total Number Ever in Training.

NOTE.—When a trainee has taken an examination and failed to pass, we extend the training period in an attempt to work on the areas of weakness and prepare him or her for the next scheduled examination. If it is determined that the trainee cannot pass the exam, even after taking it a second time, we try to help the trainee get employed at his or her highest possible skill level.

Job placement and training program—Breakdown of request for former TAFUP program and partial phasing of WTOC program

	1968 base		Increases requested, job placement		Total, job placement		Increases requested, title V		Total request	
	Positions	Amount	Positions	Amount	Positions	Amount	Positions	Amount	Positions	Amount
Classified pay increase				$3,201		$3,201				$3,201
Within-grade advancements				2,770		2,770		$6,546		9,316
Health benefit increase								2,062		2,062
Travel increase								6,790		6,790
GS-12 Personnel management specialist							1	11,779	1	11,779
GS-12 Financial analyst							1	12,188	1	12,188
GS-12 Statistician							1	12,188	1	12,188
GS-12 Program analyst							1	12,188	1	12,188
GS-12 Administrative officer							1	12,188	1	12,188
GS-11 Supervisor			1	7,650	1	7,650	1	10,959	2	18,609
GS-11 Social worker							3	29,821	3	29,821
GS-11 Job development specialist							1	9,940	1	9,940
GS-11 Work experience counselor							1	10,280	1	10,280
GS-11 Supervisory work experience specialist							2	19,880	2	19,880
GS-10 Landlord-tenant specialist							1	9,388	1	9,388
GS-9 Social worker			7	51,806	7	51,806	2	17,155	9	68,961
GS-9 Social service representative							2	16,874	2	16,874
GS-9 Teacher							7	61,169	7	61,169
GS-9 Job development specialist							1	8,296	1	8,296
GS-9 Job counselor							6	50,903	6	50,903
GS-9 Placement officer			2	14,142	2	14,142			2	14,142
GS-8 Social service representative							1	8,126	1	8,126
GS-7 Administrative assistant							1	6,954	1	6,954
GS-7 Statistical assistant							1	6,954	1	6,954
GS-7 Case control technician							5	36,837	5	36,837
GS-7 Job counselor							2	14,138	2	14,138
GS-6 Purchasing agent							1	6,325	1	6,325
GS-6 Administrative aide							1	6,965	1	6,965
GS-5 Administrative aide							1	5,747	1	5,747

GS–5 Accounting clerk							1	7,075	1	7,075
GS–5 Clerk-typist							1	6,316	1	6,316
GS–4 Clerk-typist							8	43,086	8	43,086
GS–4 Statistical clerk							1	5,666	1	5,666
GS–4 Appointment clerk							1	6,356	1	6,356
GS–4 Disbursing clerk							1	5,149	1	5,149
GS–4 Work experience aide							2	10,297	2	10,297
GS–4 Unit clerk			2	10,249	2	10,249			2	10,249
GS–3 Mail clerk							2	10,135	2	10,135
GS–3 Information receptionist							1	5,999	1	5,999
GS–3 Keypunch operator							2	9,825	2	9,825
GS–3 Assistant unit clerk			2	9,432	2	9,432			2	9,432
GS–3 Disbursing clerk			1	4,715	1	4,715			1	4,715
GS–3 Clerk DMT			2	9,432	2	9,432			2	9,432
Existing positions (13) in job placement	13	$88,815			13	88,815			13	88,815
Travel and transportation		1,800				1,800		15,080		16,880
Rent, communications, etc		7,721				7,721		22,365		30,086
Printing and reproduction		533				533		1,500		2,033
Other services:										
Training expense								180,000		180,000
Bonding								39,450		39,450
Medical and dental								57,500		57,500
Trainee travel								11,560		11,560
Homemaker								15,000		15,000
Day care								30,000		30,000
Building maintenance								33,000		33,000
Vocational education								70,000		70,000
Insurance								45,000		45,000
Miscellaneous								39,775		39,775
Supplies and materials:										
Education								15,000		15,000
Office		468				468				468
Grants and subsidies		412,500		339,500		752,000		900,645		1,652,645
Total	13	511,837	17	452,897	30	964,734	65	1,998,419	95	2,963,153
Less reimbursement				581,628		581,628		938,135		1,519,763
Direct Appropriation	13	511,837	71	%128,731	30	383,106	65	1,060,284	95	1,443,390

DISTRICT OF COLUMBIA WELFARE INSTITUTIONS

Senator BYRD. The next activity relates to the District of Columbia institutions under the Department of Public Welfare. The House allowed $8,393,919 and 1,175 positions.

This is an increase over the 1968 base of $1,003,494 and 100 positions of the 173 requested.

I note that Federal grants of $600,260 also are estimated available for this activity in fiscal 1968. The summary for this activity will be placed in the record.

(The summary follows:)

PUBLIC WELFARE

Justification by activity and program

Activity and program	1966 obligations (actual)		Transfers		1968 base		Increase		1968 estimate	
	Positions	Program total	Positions	Program total	Positions	Program total	Positions	Program total	Positions	Program total
4. District of Columbia welfare institutions:										
Direct appropriations:										
(a) Central administration	10	$71,494			10	$70,518	3	$24,833	13	$95,351
(b) District of Columbia Village	379	2,255,646			378	2,510,788	60	521,177	438	3,031,965
(c) Receiving Home for Children	61	509,238			78	553,716	11	145,483	89	699,199
(d) Junior Village	441	2,712,772			443	2,989,531		128,861	443	3,118,392
(e) Municipal Lodging House	4	34,837			4	34,983		1,535	4	36,518
(f) Administrative services	134	1,086,184			140	1,178,995	11	103,826	151	1,282,821
(g) Camille B. Hayes Training Center	21	47,365			22	51,894	1	5,645	23	57,539
(h) Youth group homes project							87	514,017	87	514,017
Total, direct appropriation	1,050	6,717,536			1,075	7,390,425	173	1,445,377	1,248	8,835,802
Federal grants:										
(b) District of Columbia Village	45	241,658			73	425,417		7,589	73	434,006
(c) Receiving Home for Children		2,457				2,500				2,500
(d) Junior Village	7	28,523				10,000				10,000
(f) Administrative services						5,195				5,195
(g) Camille B. Hayes Training Center		123,187				131,994		16,565		148,559
(h) Youth group homes project	28	91,695								
Subtotal	80	493,520			73	576,106		24,154	73	600,260
Private grants:										
(d) Junior Village (Wm. H. Donner Foundation, Inc	3	32,441								
Total, Federal and private grants	83	525,961			73	576,106		24,154	73	600,260
Total, all funds	1,133	7,243,497			1,148	7,966,531	173	1,469,531	1,321	9,436,062

INCREASED INSTITUTION ACTIVITIES

Senator BYRD. Miss Thompson, could we have a brief explanation of the increased activities requested and the House allowances for which three additional positions were requested but disapproved by the House.

Miss THOMPSON. That is correct.

Central Administration supervises the institutions in the city, including District of Columbia Village for the Elderly, the Receiving Home for Children, Junior Village, Municipal Lodging House, and the Public Welfare Training Center.

DENTAL PROGRAM

Two of the three positions requested was to begin a dental program at Junior Village, the Receiving Home, and the Training Center. We do not have dental services in these three institutions at the present time except services that we can secure from the Health Department.

Dental services are very limited. Because we lack dental services, some of the mothers find it difficult, during employment interviews, to secure jobs. Some of them have lost many of their teeth and they do not make the best appearance. We have no dental services at Junior Village and for young children we feel it is very important that they learn to care for their teeth.

REPAIR OF FURNITURE

The third position is that of a furniture repairman, in order to keep up to date on repair of furniture at all of the in-town institutions.

Our experience at the Children's Center has shown that where we have furniture repairmen, and where we can keep the furniture in repair, attractive and neat appearing, the children respond and respect the furniture much more than if it is permitted to deteriorate.

In addition, furniture repairing did become a training program for older boys. We found, too, that the furniture repairmen, by saving furniture through repairing it early, more than paid their own salaries through savings. We would like to have the same type of furniture repair program for the District of Columbia in-town institutions.

Senator BYRD. All right.

DISTRICT OF COLUMBIA VILLAGE

The next program concerns District of Columbia Village. The House allowed the full budget request of $3 million and 438 jobs.

Miss THOMPSON. This is correct.

VACANCIES

Senator BYRD. This is an increase of $521,177 and 60 positions over the 1968 base. How many vacancies are there now in this activity?

Miss THOMPSON. Fifty-three.

Senator BYRD. And the total number of positions is 378?

Miss THOMPSON. That is right.

Senator BYRD. I note that several positions are for medical officers, head nurses, and other professional type services.

Is there any recruitment problem in filling these jobs?

Miss THOMPSON. Not at this level of head nurses. There is a recruitment problem for nurses at the operating level. The nurses that we requested in this budget was to set up two intensive care units.

We have found that with medicare, the hospital beds are filled much of the time, so that some of the elderly persons who need postcardiac and poststroke treatment have to be taken care of in the institution. Rather than try to secure beds, we were asking for staff to set up two intensive care units in the District of Columbia Village, which means that we could give oxygen, we could use pacemakers for the heart, without having to transfer patients or attempt to secure hospital beds many times not being successful.

The medical officers that we requested would offer additional medical supervision in order to meet the requirements for the medicare program, which permits us to earn the higher Federal matching funds.

It does mean that an institution has to have a rehabilitation program for the elderly, it can no longer be a custodial institution. District of Columbia Village has been approved as an extended care facility. It is the only public institution in the metropolitan area that has been so designated. This means that the quality of care at District of Columbia Village is considered good.

In order to continue that quality of care, it is necessary for us to increase our medical staff and our medical supervision, because the patients being admitted are more debilitated and require more help than they have in the past.

I can give you some of the percentages representing the patient care load.

For example, 93 percent need help in bathing, 69 perecnt in toileting, 47 percent need help in moving around from one location to another, 10 percent need help in feeding, and 52 percent are incontinent, so that the age of the patients and their debility is increasing over the years.

POPULATION OF DISTRICT OF COLUMBIA VILLAGE

Senator BYRD. What is the present population of District of Columbia Village?

Miss THOMPSON. 777 on roll, 763 present.

Senator BYRD. How does this compare with a year ago?

Miss THOMPSON. Last year it was 694.

Senator BYRD. As of the same date?

Miss THOMPSON. Yes.

Senator BYRD. Has this increase been reflected over the past 3 or 4 years?

Miss THOMPSON. It has been going up gradually. At the present time we have a waiting list for women, but have no waiting list for men, and as bed vacancies occur, we take in more and more women.

We are admitting the real emergency cases, where a case breaks down in the community. The elderly person may be in a self-care home or they may be in a nursing home in the city, but they need more care than that so we move them into District of Columbia Village.

Senator BYRD. What percent of the population is male and what percent female?

Miss THOMPSON. I do not have it broken down by sex, Mr. Chairman.

Senator BYRD. What percent is Negro and what percent white?
Miss THOMPSON. 318 were white and 472 were non-white.
I do have male and female; 401 were male and 389 were female.

WAITING LIST

Senator BYRD. How much of a waiting list of females do you have?
Miss THOMPSON. About 50.
Senator BYRD. Has the waiting list been growing?
Miss THOMPSON. It depends on how debilitated the person is on the waiting list. We place many of the ones on the waiting list in facilities in the city in nursing homes before they are admitted to District of Columbia Village, so we are constantly trying to keep this waiting list low by placing them elsewhere.
Our social workers have been very successful in developing resources and knowing the available resources in Washington, so that they can move them off the waiting list.

CAMPARISON RATES

Senator BYRD. How do the rates compare as between nursing homes and District of Columbia Village?
Miss THOMPSON. The daily per capita cost at District of Columbia Village is running $10.21. Nursing home care—it is more expensive at District of Columbia Village because the cost in nursing homes for domiciliary care runs $114 to $129 per month. We find that we are not competitive with a monthly rate of $129, because both Maryland and Virginia pay more than we are able to pay. It means the monthly cost at District of Columbia Village runs a little over $300.

NURSING SERVICE

Senator BYRD. You now have 25 head nurses without any vacancies?
Miss THOMPSON. As of May we had seven vacancies among our nursing group.
Senator BYRD. Have you tried to fill any of these vacancies with trainees from WTOC programs?
Miss THOMPSON. As nursing assistants, but not as nurses.
Senator BYRD. How many have you filled?
I believe you have 13 now, 13 positions, do you not?
Miss THOMPSON. Nursing assistants?
Senator BYRD. Yes, ma'am.
Miss THOMPSON. We have 166 currently at District of Columbia Village—nursing assistants.
Senator BYRD. I am looking at the GS–4 nursing assistant positions. You have 13 shown in the 1967 column and you are asking for 12 more.
Miss THOMPSON. We have 13 GS–4's. Then if you move on down the column there are GS–3's and there are GS–2's, also.
Senator BYRD. Yes, but how many of the 13 GS–4 nursing assistant positions are vacant?
Miss THOMPSON. I do not have it by grade. I just have the total for all nursing assistants.

VACANCIES IN NURSING CATEGORIES

You have 13 positions now and you are requesting 12 more of the GS–4's. Now can you state how many vacancies you have in this particular category?

Miss THOMPSON. We have 12 altogether, but I do not know how many of these are at the 4 level. They could be at the 2, 3, or 4 level.

Senator BYRD. Could any of these vacancies be filled with trainees in WTOC?

Miss THOMPSON. If they are at the 2 or 3 level, yes.

Senator BYRD. You have 79 GS–2's and 74 GS–3's.

Miss THOMPSON. That is right.

Senator BYRD. There are how many vacancies?

Miss THOMPSON. I would still have to come back to the same 12. I would have to break it out by 2's, 3's, and 4's. We do not have that with us.

We have hired nursing assistants from WTOC.

Senator BYRD. How many have you hired and in what grades?

Miss THOMPSON. Mr. Russo?

Mr. RUSSO. I do not have that information, Miss Thompson.

Miss THOMPSON. I have it here in this WTOC report.

The figure here does not break it out by nursing assistants. It just gives the total District of Columbia government, but we have hired some, because I have talked with them at District of Columbia Village, but I will have to find out how many.

Senator BYRD. All right, if you will please supply it for the record. Indicate the total WTOC trainees employed by the Welfare Department and indicate the positions, titles, and so on throughout the Department.

(The information follows:)

WTOC EMPLOYEES

There were 29 WTOC trainees employed by the Department. The position titles, grades, and type of appointments are as follows.

Title	Grade	Number of employees	Type of appointment
Clerk-stenographer	GS-4	1	Career conditional.
Clerk-typist	GS-3	3	Do.
Clerk, DMT	GS-3	3	Do.
Nursing assistant	GS-3	1	Do.
Do	GS-2	1	Do.
Clerk-typist	GS-2	5	Do.
Clerk, DMT	GS-2	12	Do.
Card punch operator	GS-2	1	Do.
Do	GS-1	1	Do.
Clerk-typist	GS-1	1	Do.

INCREASE IN PER CAPITA COST

I note the per capita cost for 1968 with reference to District of Columbia Village is estimated at $13.20 as compared to $10.21 this fiscal year, and $11.13 for fiscal 1966. Please explain the changes over 1966.

Miss THOMPSON. The increased budget, increased staff positions caused it to go up, and there has been during the past year a reallocation of nursing assistant positions which would mean that personnel costs have gone up.

RECEIVING HOME FOR CHILDREN

Senator BYRD. The next activity relates to the Receiving Home for Children. The House allowed $699,199 and 89 positions, the full budget estimate. This is an increase of $145,483 and 11 positions over the 1968 base. Please explain the $5,850 increase allowed for medical consultant services.

Miss THOMPSON. This is to permit us to have a visit from a physician 6 days a week instead of 5 days a week as we presently have. We admit youths 7 days a week, and we find that some of the new admissions come in with communicable diseases, ringworm, and some of them are running a temperature. To be safe and to keep from exposing the other residents in the institution, we should have a doctor visit at least six times a week on a regular basis, and then be on call for emergencies.

Senator BYRD. How much is in the base for this item?

Miss THOMPSON. There is none in the base at the present time. We have been borrowing this money from District of Columbia Village.

Senator BYRD. How much have you been borrowing?

Miss THOMPSON. We would have to supply this. It is $25 a visit for 5 days a week.

Senator BYRD. All right, indicate what the cost has been.

Miss THOMPSON. All right.

(The information follows:)

In Fiscal Year 1967, $6,125 was spent from D. C. Village funds to provide 245 physician visits to the Receiving Home for Children.

POPULATION AT RECEIVING HOME

Senator BYRD. What is the present population at the home?

Miss THOMPSON. It is running 124.

Senator BYRD. 124.

Miss THOMPSON. Yes, sir.

Senator BYRD. Who places the children at the home?

Miss THOMPSON. This is done by the Youth Aid Division of the Police Department or by the police women of the Woman's Bureau. In a few cases by the Department of Public Welfare, when a youngster has gotten into trouble and has another police charge against him awaiting appearance in juvenile court.

Senator BYRD. How many of these children are girls and how many boys?

Miss THOMPSON. It runs about three boys to each girl.

Senator BYRD. What are the ages of the children here?

Miss THOMPSON. It runs from seven to 18. The offense must be committed before their 18th birthday. They can be placed in the Receiving Home after their 18th birthday.

Senator BYRD. What is the average age?

Miss THOMPSON. It runs about 14, between 14 and 15.

Senator BYRD. What percent of the total population is Negro, what percent is white?

Miss THOMPSON. With a population of 163 the last time we checked the races, there were 14 white youngsters and 149 Negro.

ESCAPEES

Senator BYRD. Have you had any incidents out there involving children running away from the institution?

Miss THOMPSON. Yes. We had one break where they ganged up on a staff person and forced their way through the front door and escaped—17 as I remember it.

Senator BYRD. Were the 17 escapees brought back?

Miss THOMPSON. Yes, within a matter of 2 or 3 days.

Senator BYRD. Did they get additional sentences?

Miss THOMPSON. Not for breaking out of the Receiving Home. We did send to juvenile court a report on their participation in this break. How much that influenced the judge I am not in a position to say.

REASON FOR INCREASE IN PER CAPITA COST

Senator BYRD. Explain the large estimated increase in the per capita cost from $11 in 1967 to $14.09 in 1968.

Miss THOMPSON. We have reallocated all the counselor positions. We were finding it very difficult to recruit counselors, and in comparing their salaries with like jobs, we found that our salaries were low. All the counselor positions have been reallocated. In addition, we have added additional staff.

Last year we presented a package of 44 staff positions to take care of the increased population from an average of 90 to an average of 150, and 22 positions were funded last year. We came back with a request for the additional positions this year.

Senator BYRD. What is the total number of positions there?

Miss THOMPSON. Seventy-eight.

Senator BYRD. How many vacancies are there?

Miss THOMPSON. Eight.

JUNIOR VILLAGE

Senator BYRD. The next activity relates to Junior Village. The House allowed the full budget request of $3,118,392 and 443 positions. This sum is an increase of $128,861 over the 1968 base. There is no increase in the position strength over 1967. I believe that we have already covered this program in some detail, particularly in regard to the employee strength as compared to the population now at the Village. What is the present per capita cost for care at the Village?

Miss THOMPSON. It was estimated at $18.75. This year it is $16.71.

Senator BYRD. How do you explain the increase in the estimated cost of $18.75 over the 1967 cost of $16.71 and the $11.20 cost in 1966?

Miss THOMPSON. This is because the population is going down, and as the population goes down, the per capita cost goes up. In addition, we did have some reallocations of counselor positions in this institution just as we did throughout the whole Department.

PER MONTH PER CAPITA COST

Senator BYRD. How much is the cost per month per capita?

Miss THOMPSON. Roughly $562.

Senator BYRD. How does this compare with the cost of foster home care?

Miss THOMPSON. Foster homes run $109.48.

Senator BYRD. How would it compare with the cost of group home care per capita?

Miss THOMPSON. The group homes run around $300 a month.

Senator BYRD. Could you be more specific, Miss Thompson.

Miss THOMPSON. It is $300 per child.

Senator BYRD. $300 a month?

Miss THOMPSON. Yes.

Senator BYRD. Are you presently utilizing all the facilities at Junior Village?

Miss THOMPSON. Yes, we are.

Senator BYRD. You have a total of 443 positions, I believe, in the 1968 base.

Miss THOMPSON. Yes, that is right.

Senator BYRD. And how many vacancies are there?

Miss THOMPSON. Forty-three.

Senator BYRD. How many positions are being requested for fiscal year 1968?

Miss THOMPSON. Not any.

Senator BYRD. I beg your pardon?

Miss THOMPSON. Not any, no increase.

Senator BYRD. And how many positions will be funded under your budget request for fiscal year 1968?

CERTAIN POSITIONS NOT TO BE FILLED

Miss THOMPSON. We could fund 443, but some of the positions we are leaving vacant.

Senator BYRD. How many?

Miss THOMPSON. We have 43 at the present time and our plan is not to fill them.

Senator BYRD. Your plan is not to fill them.

Miss THOMPSON. Yes, sir.

Senator BYRD. Are there any additional——

Miss THOMPSON. I beg your, pardon, we would have to fill part of them. Out of the total of 43, 22 of them we can leave vacant, and the other 21 we would need to fill.

Senator BYRD. Would you identify the two categories, please.

Miss THOMPSON. The ones that we can hold vacant is one WBF–12 cook, two WBF–5 cook helpers, four WBF food service workers, 13 GS–3 nursing assistants, and one GS–7 head nurse.

Did I say four WBF food service workers? If I said four, it should be five.

Senator BYRD. These are the ones that you hope to fill?

Miss THOMPSON. No, these are the ones we will not fill.

Senator BYRD. The ones you will not fill.

Miss THOMPSON. Yes, sir.

Senator BYRD. What will this do to the funds in the base?

Miss THOMPSON. It creates a savings of $98,694.

Senator BYRD. How much did the House allow?

Miss THOMPSON. The total.

Senator BYRD. Yes, ma'am, which is how much?

Miss THOMPSON. They allowed the mandatories as an increase, but it would be $128,000, a total increase of $128,861, for a total budget of $3,118,392.

Senator BYRD. And with the reductions in positions, what would be this revised figure?

SAVINGS

Miss THOMPSON. We have some other savings. Shall I list those for you?

Senator BYRD. Yes, ma'am, if you please.

Miss THOMPSON. In provisions $61,000, I beg your pardon, we want to increase the food allowance from 67¢ to 73¢ so that would cost $13,140, so it makes a difference of $47,860 as savings in provisions. Clothing, $28,000, making a total savings of $174,554.

Senator BYRD. Which would come off the $3.1 million.

HEADSTART PROGRAM IN JUNIOR VILLAGE

Miss THOMPSON. Yes. Now we would like to make one request. We have been notified that our Headstart program will not be funded through UPO or OEO money this year. There are seven positions in our Headstart program. It would cost us $39,126. We would like to retain that much of the savings and continue the Headstart program.

MUNICIPAL LODGING HOUSE

Senator BYRD. The next activity relates to the Municipal Lodging House. The House allowed the full budget estimate of $36,000, an increase of $1,535 over the 1968 base. Briefly, what costs are included in the request of $36.5 thousand?

Miss THOMPSON. There are four positions connected with the Municipal Lodging House.

Senator BYRD. I beg your pardon?

Miss THOMPSON. There are four positions, in the Municipal Lodging House. So personal services are $25,192, benefits are $1,872, and other objects are $7,919, which includes linens, food, maintenance, and cleaning supplies. In addition we have requested $1,535 for mandatories.

Senator BYRD. What is the present monthly average of persons using the facility?

Miss THOMPSON. It averages, or did for the past year, 23. This is a little low, Mr. Chairman, because for 4 months during the year the Municipal Lodging House was under repair. We opened it in February. The population in February was 24, in March 30, in April 29 and in May 27, so it runs in the upper 20's.

Senator BYRD. How are persons referred to the Municipal Lodging House?

Miss THOMPSON. They are referred from community agencies such as Travelers Aid, Salvation Army, and from congressional offices. We

have some referred from the Health Department who are alcoholics under treatment. Some of the other agencies, like Public Assistance, if a transient man comes in for help, is referred to the Lodging House for 3 nights of lodging.

ADMINISTRATIVE SERVICES

Senator BYRD. The next item relates to administrative services for the institutions. The House allowed $1,232,054 and 140 positions. This is an increase of $53,059 over the 1968 base. Eleven additional positions were requested but disapproved by the House. Would you give us a brief justification of the additional personnel requested.

Miss THOMPSON. Yes. We asked for a deputy administrative officer. This is to permit administrative coverage for at least 12 to 16 hours a day, 7 days a week. We also asked for a secretary to the administrative officer, GS–5 secretary. We asked for an additional truckdriver to pick up and deliver laundry. We cannot maintain a schedule of 7 days a week pickup and delivery of laundry due to the workload increase. We asked for a laundry receiver, classifier, and sorter. This is to maintain control of clothing and linens. We requested a GS–4 clerk-typist to work in the administrative services section which has no typist. This would be in the office. We requested a GS–4 property clerk to assist in keeping inventories, stock records, and a record of property. We asked for a GS–5 clerk-typist for procurement in the supply operation. We asked for a WBR–2 cleaner, since no cleaner is budgeted for cleaning the restrooms and the office space, which is in the warehouse buildings, plus cleaning time for the laundry, the shop building, and the boiler plant.

We asked for a WBR–5 plumber's helper. Since 1960, there has been an increase, a 60-percent increase in work orders for plumbing repairs, and this additional person would help to pick up the backlog.

We asked for a WBR–12 painter. Since 1962, there has been a 42-percent increase in building space requiring painting. We asked for WBR–5 electrician's helper. There has been a 50-percent increase in work orders connected with maintenance of electrical equipment.

AUTHORIZED POSITIONS AND VACANCIES

Senator BYRD. How many vacancies are in the present authorized strength?

Miss THOMPSON. Fifteen.

Senator BYRD. Fifteen.

Miss THOMPSON. Yes, sir.

Senator BYRD. Out of a total of how many positions?

Miss THOMPSON. 140.

Senator BYRD. Were any new positions added in this category during the past 2 years?

Miss THOMPSON. Were these new budgeted positions or transferred positions, Mr. Rosin?

CAMILLE B. HAYES TRAINING CENTER

Senator BYRD. All right, the next item relates to the Camille B. Hayes Training Center. The House allowed the budget request of

$57,539 and 23 positions. This is $5,645 and one position over the 1968 base. I also note Federal funds of $148,000 are estimated available for fiscal 1968. Are the 22 presently authorized positions filled?

Miss THOMPSON. Two vacancies.

Senator BYRD. Would you care to give the subcommittee some specifics on the operations of the Center?

Miss THOMPSON. This is the Center where AFDC mothers are trained. We have two training programs, one where mothers with their children can move into the Center and live while the mother is in training. Part of the training includes helping the mother manage her children, child care, taking care of her room, the area in which she and her children live, help in planning budgets and in preparing meals.

We also have a day training program for mothers who are provided day care. They can enter the training program during the day, so that there is both the day training program plus the resident training program. This is the program that is run jointly with six other District agencies.

DIFFICULTY IN RECRUITING MOTHERS

Senator BYRD. You indicated earlier that you were having some difficulty in recruiting mothers for the in-service training.

Miss THOMPSON. Yes, that is true.

Senator BYRD. To what do you attribute this difficulty?

Miss THOMPSON. They don't like to live under supervision 24 hours a day. They feel it is a structured program and they prefer to live out and come in for day training.

Senator BYRD. How many persons have enrolled in the Center since its beginning?

Miss THOMPSON. 594.

Senator BYRD. How many?

Miss THOMPSON. 594; 224 of these were in-residence full time and 370 were day trainees.

Senator BYRD. How many are now in residence?

Miss THOMPSON. In residence 10; 68 day trainees, and 19 specialized day trainees. These are mothers that are taking an extended training program.

Senator BYRD. Are taking what?

Miss THOMPSON. An extended training program. They are in a special training program. This again is on-the-job training.

Senator BYRD. What does this mean?

Miss THOMPSON. Some of the mothers request cosmetology training, which takes a longer period of time, so that they remain in the program longer than the average. Others have requested specialized training, which we have to develop at specialized training locations. In fact, most of these specialized training programs are in a special training location.

AVERAGE PERIOD OF TRAINING

Senator BYRD. What is the average period of training?

Miss THOMPSON. That is part of the material we are trying to develop for you at the present time. We are trying to develop the same material for the Public Welfare Training Center that we were trying to develop for WTOC, and this includes the average training period for different types of training.

Senator BYRD. Are you able to state at the moment how many mothers completed their training since the beginning of the program?

Miss THOMPSON. 318.

Senator BYRD. Completed training?

Miss THOMPSON. Completed training.

Senator BYRD. Out of how many?

Miss THOMPSON. Out of 594.

Senator BYRD. How many are in training now?

Miss THOMPSON. Ninety-seven.

Senator BYRD. And what happened to the other 179?

REASONS FOR NOT COMPLETING TRAINING

Miss THOMPSON. Seventy-six were considered infeasible for training because of emotional or physical difficulties. They couldn't stabilize themselves on the job, or they had such severe problems at home that they weren't successful in the training program; 103 are broken down into various reasons.

Thirty had an income, so they were no longer eligible and no longer cared to remain in the program. Three were enrolled in WTOC. Two were unemployed but not on public assistance, six left the Washington area, two are deceased, two were hospitalized at St. Elizabeths Hospital, and 58 we lost contact with. We don't know where they are.

COST OF TRAINING

Senator BYRD. What is the average cost per trainee to date? Do you have this?

Miss THOMPSON. We have a figure, but what we would like to do would be to develop it the same way we did the WTOC material, and that is the amount that is charged to training and the amount that is charged to grants, but at the present time our figure does not include grants. The total spent is $1,257,775 for the 594 trainees; $658,955 was local funds, and $598,820 was Federal matching funds.

Senator BYRD. How many of the 594 have gone back on welfare?

Miss THOMPSON. Seventy-six individual mothers, or 15 percent of the total.

Senator BYRD. Would you say that this has been a successful operation?

Miss THOMPSON. Yes, we do; 64 percent of the total are working.

Senator BYRD. Is Mr. Shea still supervising this program?

Miss THOMPSON. Yes, sir.

Senator BYRD. You will have some additional information on this program later.

Miss THOMPSON. Yes, Mr. Chairman.

Senator BYRD. Is this the 75–25 matching program?

Miss THOMPSON. Yes.

Senator BYRD. Is the grant on a 1-, 2-, or 3-year basis?

Miss THOMPSON. It is not a grant. It is a regular program. It is the same matching arrangement you have for public assistance. They are AFDC mothers.

Senator BYRD. The cost of their board and care there, and so forth, is taken out of the ADC check.

Miss THOMPSON. That is correct.

Senator BYRD. How many of the persons are currently employed of those who have enrolled and completed training?

Miss THOMPSON. 318.

YOUTH GROUP HOMES PROJECT

Senator BYRD. The next item relates to the youth group homes project. The House allowed $144,017 and 28 positions for fiscal 1968. This is an increase of $144,017 and 28 positions over the 1968 base. Give the committee some specifics on the operation of the program, the need for expansion of the homes and justifications for the added positions.

Miss THOMPSON. We have three youth group homes at the present time that were funded through juvenile delinquency funds administered by UPO. One of the houses, known as Youth Rehabilitation House, is for delinquent boys who have been committed to our training schools, to permit them to return from the institution and adjust themselves to community living.

A second house is Youth Probation House, and this house accommodates 10 boys who are probationers to the juvenile court. These are boys that have been placed on probation, who aren't getting along too well, who are beginning to violate some of the conditions of probation. By placing them in this halfway house, and offering them a supervised program for 24 hours a day, and working with them in a group counseling situation, we have found that we can help these boys, so that it is not necessary for them to be committed to the Department and placed in our training schools.

The third house, Youth Shelter House, is to provide supervision for young delinquent boys who have a police charge against them, but when they are first offenders, when they are mild, to prevent them from going to the Receiving Home and coming in contact with the older, more experienced delinquents.

EXPERIENCE WITH PROGRAM

Our experience with these three homes has demonstrated that this is an effective approach with delinquents. We can help them in a shorter period of time, help to rehabilitate some of them in the community, so that they don't have to experience institutional living. A period in the halfway houses under close supervision helps them adjust to work situations or to school or back in their own homes.

One of the strong features of the Youth Probation House and the Youth Shelter House is getting the parents involved in counseling sessions too. They come to the halfway house for counseling once a week. This permits us to help the parents understand their sons, and why they have gotten into trouble. We are having counseling sessions 6 days a week with the boys so we understand how the boy views his home and some of the problems at home. This gives us an insight from two standpoints—parents and boys—so that we can help adjust some of the friction that is going on in the homes.

We are requesting to increase this program by five additional homes. If the five additional homes are funded, we will open a probation house for girls and a rehab house for girls. There are girls at Cedar Knoll at the present time who have no families or no strong families to

supervise them, so that we could help them adjust to working and living independently.

The other three houses would be two additional probation houses for boys. We feel that working with the probationers early does prevent a long period of institutionalization for some of these boys.

REVISION OF ESTIMATED COSTS

I would like to state, Mr. Chairman, that we have revised our estimated costs. At the time we testified in the House, one of our homes had only been open 3 or 4 months, and our staff was not trained. We know now that we can increase the population in the houses from 10 to 16 for the boys. We could not increase it for the girls. Girls are more explosive and hysterical, and we feel that we would like to hold the population to 12 for girls. So we could reduce both the overall costs and the number of staff positions we would need. The per capita cost would be reduced from the $31 that it was at the time we testified in the House to $19.85 under our present estimate. We can furnish you the backup material on this, showing the staff that we need, the per capita costs, the number of boys in a house.

Senator BYRD. So the total overall cost now in the light of your revised estimate would be what?

Miss THOMPSON. In addition to what the House allowed for the three houses, it would be an increase of $328,047 for the five additional houses.

Senator BYRD. Over the House allowance.

Miss THOMPSON. All they allowed was the three houses.

Senator BYRD. They allowed $144,000.

Miss THOMPSON. $144,000, plus $328,047 increase.

Senator BYRD. In addition to that.

Miss THOMPSON. In addition, that is correct.

Senator BYRD. So that would make a total of how much? Roughly $472,000?

Miss THOMPSON. That is right.

Senator BYRD. As against the $514,000 requested in the budget.

Miss THOMPSON. That is correct.

Senator BYRD. So you are reprograming, aren't you?

Miss THOMPSON. Yes. We are adding more boys to the houses, and we have reduced the overall costs.

Senator BYRD. The overall number of positions and the overall cost.

Miss THOMPSON. That is correct.

Senator BYRD. Where are the homes presently located?

Miss THOMPSON. Two at 13th and Harvard and the other one at 13th and Kenyon, right on the corners.

FINANCING OF GROUP HOMES

Senator BYRD. For fiscal years 1966 and 1967, three youth group homes were developed as a pilot project and financed by UPO. Can they not continue to be financed from these Federal funds?

Miss THOMPSON. No. Our present funding for these three houses expires as of December 1967. We are asking for 6 months' funding.

CAPITAL OUTLAY

Senator BYRD. The next item relates to capital outlay projects under the Department of Public Welfare. The 1968 estimate for the projects is $3,604,800. The House allowed for one project permanent improvements in the amount of $749,800. The justifications will be placed in the record.

(The justifications follow:)

PUBLIC WELFARE

Summary of capital outlay projects, fiscal year 1968

1967 allocation in annual act $1,368,800

Page No.	Project No.	Priority	Project	Amount
23-129	23-95	1	New receiving home for children	$125,000
23-131	23-40	2	Replace farm cottages, District Training School, Laurel, Md	405,000
23-133	23-38	3	Construct 2 cottages for low-grade residents, District Training School, Laurel, Md	2,325,000
23-135	23-99	.....	Permanent improvements, various institutions	749,800
			Total estimates for 1968	3,604,800

Analysis by funds

	1967	1968
General funds	1,368,800	3,604,800

CAPITAL OUTLAY PROJECT SCHEDULE, FISCAL YEAR 1968

Department: Public Welfare.
Project title: New Receiving Home for Children.
Project number: 23-95.
Location: Undetermined.
Scope of work: Preliminary survey to determine location, size, and type of structure to be constructed.
Fund: General.
Capacity: Undetermined.
Priority: 1.

	Estimated cost	Funds available to date	Requested in budget	Estimated balance needed to complete
Site	.....	.....	.....	.....
Preliminary survey	$125,000	.....	$125,000	.....
Plans and specifications	.....	.....	.....	.....
Construction	.....	.....	.....	.....
Furniture and equipment	.....	.....	.....	.....
Total	125,000	.....	125,000	.....

JUSTIFICATION

Funds for a preliminary survey to determine the location, size and type of structure for a replacement of the Receiving Home is requested as a result of the "Report of the President's Commission on Crime in the District of Columbia" which recommended:

"Replacement of the Receiving Home by a modern detention and diagnostic institution should be assigned high priority among the capital improvement

needs within the District of Columbia. The facility should be constructed within the District and located as close to the Juvenile Court as possible. The plans for this facility should incorporate the recommended standards of the National Council on Crime and Delinquency and the Children's Bureau of the U.S. Department of Health, Education, and Welfare. In view of the demonstrated inadequacies of the Receiving Home, we believe this project should be initiated promptly."

CAPITAL OUTLAY PROJECT SCHEDULE, FISCAL YEAR 1968

Department: Public Welfare, Fund: General.
Project title: Replace Farm Cottage. Capacity: 50.
Project number: 23–40. Priority: 2.
Location: District Training School, Children's Center, Laurel, Md.
Scope of work: Construct one-story brick building, including sleeping area, recreation, reading, bathing, and dressing areas for 50 older males of varying degrees of retardation.

	Estimated cost	Funds available to date	Requested in budget	Estimated balance needed to complete
Site				
Preliminary survey				
Plans and specifications	$35,000	$35,000		
Construction	385,000		$385,000	
Furniture and equipment	20,000		20,000	
Total	440,000	35,000	405,000	

Estimated increases in operating expenses

	1st year cost, 1969	Full year recurring cost
Maintenance and operating costs	$4,500	$6,500
Program costs	20,000	
Total	24,500	6,500

JUSTIFICATION

The Farm Cottage, now known as Spruce Cottage, was the first cottage built at the District Training School. It has been in constant use for approximately forty years. The cottage is of frame construction which over the years has weakened, and the doors and windows no longer fit properly to keep out the cold. The cottage is very costly to heat and all of the facilities for sleeping, bathing and recreation are inadequate. Replacement of this cottage with a new one appears to be the most satisfactory method of providing necessary facilities. In addition, the cottage is a fire hazard and has been reported as unsafe in periodic Fire Department inspections. It houses older retarded men who are crowded so closely together in the dormitories, it would be difficult to evacuate them in a hurry should an emergency occur.

Furniture and Fixtures: $20,000.

CAPITAL OUTLAY PROJECT SCHEDULES, FISCAL YEAR 1968

Department: Public Welfare.
Project title: Construct two cottages for Low Grade Residents, District Training School.
Project number; 23-38.
Location: District Training School, Children's Center, Laurel, Md.
Scope of work: Construct two cottages to House Mentally Retarded Low Grade Residents.
Fund: General.
Capacity: 200.
Priority: 3.

	Estimated cost	Funds available to date	Requested in budget	Estimated balance needed to complete
Site				
Preliminary survey				
Plans and specifications	176,000	176,000		
Construction	2,325,000		2,325,000	
Furniture and equipment	90,000			90,000
Total	2,591,000	176,000	2,325,000	90,000

Estimated increases in operating expenses

	1st year cost, 1969	Full year recurring cost
Maintenance and operating costs	85,000	94,000
Program costs	885,000	780,000
Total	970,000	874,000

JUSTIFICATION

Admissions during the last five years at the District Training School have shown a decline in the mental ability of the patients being admitted. This presents a different type of problem for this institution. The severely retarded persons comprise approximately 38% of the total institution population. Profound retardation accompanied by multiple handicaps of blindness, emotional disturbance, epilepsy and skeletal deformaties presents a discouraging picture with serious implications. Few can learn to care for their bodily needs or communicate to make their needs known. For them, low mental capacity can be offset to some extent by a favorably controlled setting. A highly specialized facility must be provided to permit residents to live within the framework of these limits and to assist staffing meeting their specific needs, and at the same time maintaining human dignity. With the increased survival rate in this group, every precaution must be taken that the institution does not become a terminus for human life for those with lowered capacity. They cannot be expected to ever approximate normal behavior, but their limited capacities can be used constructively.

CAPITAL OUTLAY PROJECT SCHEDULE, FISCAL YEAR 1968

Department: Public Welfare.
Project title: Permanent Improvements.
Project number: 23–99.
Location: Various Institutions.
Scope of work: Permanent Improvements.
Fund: General.

	Estimated cost	Funds available to date	Requested in budget	Estimated balance needed to complete
Site				
Preliminary survey	$20,000	$20,000		
Plans and specifications	69,800		$69,800	
Construction	698,000		680,000	$18,000
Furniture and equipment				
Total	787,800	20,000	749,800	18,000

	Plans and specifications	Construction	Total
Heating system replacement, District Training School, Laurel, Md	$49,000	$490,000	$539,000
Heating system modification or repair, Junior Village, Blue Plains, D.C	2,000	20,000	22,000
Emergency exists, District Training School	9,000	90,000	99,000
Bathroom renovation, Junior Village, Blue Plains, D.C	4,000	40,000	44,000
Awnings, District Training School, Laurel, Md	1,800		1,800
Replace metal casement windows, detention screens, and guards, Receiving Home for Children, District of Columbia	4,000	40,000	44,000
Total	69,800	680,000	749,800

NEW RECEIVING HOME FOR CHILDREN

Senator BYRD. Could we have a brief explanation of the four items beginning with the $125,000 for the new Receiving Home for Children?

Miss THOMPSON. One of the recommendations of the District of Columbia Crime Commission is that we have a study to determine a better location for the Receiving Home near the Juvenile Court, and that we redesign the Receiving Home to add a modern facility which has program features built in it, which are lacking in the present Receiving Home.

The sum of $125,000 was to make this survey, including recommendations for possible site location plus design for a new facility.

REPLACEMENT OF FARM COTTAGE

The second item, replacement of the farm cottage at the District Training School. The farm cottage, in which we have 50 older retarded residents living at the present time, is an old building that was built back in about 1928 from surplus lumber from Fort Meade. The building cannot be renovated any longer because of its deteriorated condition. It is a fire hazard and expensive to maintain. We have designed a modern farm cottage for 50. The requested funds would represent the construction money for that building. Do you want me to speak to the other two?

Senator BYRD. Yes, ma'am. Go ahead, please.

COTTAGES FOR LOW GRADE RESIDENTS

Miss THOMPSON. The waiting list at the District Training School for Retarded Residents continues to go up. We have at all times a waiting list of approximately 100 persons. Our facilities at the District Training School are presently filled to capacity. We are asking to construct two cottages, for 100 each, for the low grade severely retarded residents. One would be for males and the other one for females. Of all of our buildings, at the District Training School, no buildings were designed and equipped for this severely retarded group. We would like to design a modern building which would make it easier on the staff as far as working with the special problems of the severely retarded are concerned. These problems include having a ready supply of clean clothes and clean linens, getting rid of dirty linens, providing sanitary and easily cleaned feeding facilities. The buildings that we have at the present time are very poorly designed.

The residents would be severely retarded, but ambulatory. To program for them requires a specially designed building in order to protect them and at the same time divide them into small enough groups so that the staff can keep them active and busy.

Senator BYRD. Go ahead, Miss Thompson.

PERMANENT IMPROVEMENTS

Miss THOMPSON. We ask for the sum of $749,800 for permanent improvements. This includes repairs to the heating plant at the District Training School, modification and repair of part of the heating system at Junior Village, emergency fire exists at the District Training School. We have the T-shaped buildings, which means that the dormitories funnel into a central hallway, making it difficult to evacuate the building with some of our retarded residents in a short period of time. We requested funds for bathroom renovations at Junior Village, for awnings at the District Training School. Some of our buildings face south with a lot of glass, and unless we can keep the awnings replaced, the sun presents a problem of sunburn for some of our bed patients.

We need to replace some of the casement windows at the Receiving Home. This has been a 3-year project. We have replaced some each year, and we want to continue replacing them. Actually, 21 were replaced in 1966, 50 in 1967 and we would like to replace 50 in 1968, and that would leave a balance of 32 to be replaced in fiscal year 1969.

Senator BYRD. The House allowed this item, did it not?

Miss THOMPSON. Yes; they did.

ITEMS DISALLOWED BY HOUSE

Senator BYRD. It disallowed three items; is that correct?

Miss THOMPSON. Yes. They disallowed the Receiving Home plan, the replacement of the farm cottage and constructing the two cottages for the severely retarded.

Senator BYRD. Was this the top priority item of the four in your judgment?

Miss THOMPSON. The Receiving Home?

Senator BYRD. This last item, the item that the House allowed.

Miss THOMPSON. The permanent improvements?

Senator BYRD. Yes, ma'am.

Miss THOMPSON. Yes, sir; that would be our top item.

Senator BYRD. Now what would be the priority ratings of the other three?

Miss THOMPSON. The Receiving Home, in order to implement one of the recommendations which was strongly supported in the Crime Commission report.

Senator BYRD. That would be your priority No. 1.

Miss THOMPSON. After the permanent improvements.

Senator BYRD. Yes.

Miss THOMPSON. Yes.

Senator BYRD. And No. 2.

Miss THOMPSON. No. 2 would replace the farm cottage at the District Training School, because of the danger of fire in the old building.

Senator BYRD. You spoke of savings at Junior Village the other day, Miss Thompson. Where else may savings be found in the Department?

Miss THOMPSON. I don't know of any place except Junior Village, Mr. Chairman.

Senator BYRD. Would you take a new look and see if savings may be found elsewhere, please?

Miss THOMPSON. Yes, sir.

Senator BYRD. And will you indicate for the record what your findings are?

Miss THOMPSON. Yes.

EFFECT OF HEW HANDBOOK TRANSMITTAL 77

Senator BYRD. What effect has HEW Handbook Transmittal 77 had on your operations? I asked this question earlier, and I believe Mr. Galvin, you put some material in the record at my request, but tell us now what the effect would be, what the effect is going to be.

Mr. GALVIN. One of the effects, because of the removal of the blanket consent and the request that specific consent should be obtained would be to increase the amount of time that it would take to process an application through the social worker, to make a redetermination of eligibility. This will also affect the operations of OIC. We do not know how much at the present time.

We have presented a State plan to HEW, and it is just too early to know the effect. This plan went into effect on July 1. We do think it will increase the cost of our operation, particularly in the investigative field.

Senator BYRD. What have they asked you to change in your State plan?

Mr. GALVIN. Well, we have had a blanket consent, and this has been changed now to specific consent.

Senator BYRD. To what?

Mr. GALVIN. To specific consent. In other words, consent for each item that is to be checked or each class that is to be checked.

Senator BYRD. And each time it is to be checked?

Mr. GALVIN. And each time. It is our understanding that, once

approval has been secured, additional approval is not necessary in the same class item. If this understanding is incorrect, investigations will involve more time. If we have to go back to the recipient each time on a specific item, this will require greatly increased time.

We are operating on the assumption now that if the social worker has obtained the consent, this is a continuing consent.

OTHER CHANGES IN STATE PLAN

Senator BYRD. What other changes are you being required to make in your State plan?

Mr. GALVIN. There is a doubt as to the time of the home visit. At the moment we are not clear whether or not we will be allowed to continue to make home visits until 10 p.m. If they were to stop home visits or limit them to an earlier hour in determining eligibility, this would increase our cost because we would have to use far more staff than we do at the present time.

We make a limited amount of home visits, but with this number we can obtain considerable knowledge of the living conditions. I think it would be completely unrealistic not to make evening home visits. The Census Bureau has come up with information that 5 million Americans have been missed because home visits were not made in the evening hours.

HANDBOOK DEFINITION OF "REASONABLY NECESSARY"

Another question that Handbook 77 raises is what is reasonably necessary. It requires the States to do what is reasonably necessary to determine eligibility or to say that a person is eligible. Contingent upon the meaning of reasonably necessary, we may have to do far more investigations. These are the three major items that would be affected, and of course, the careful documentation of each step along the way that would also take administrative time.

Senator BYRD. What about loking into closets, bedrooms, bathrooms, and so forth, with the permission of the recipient?

Mr. GALVIN. Again there is a doubt as to their meaning even in their clarification, and they leave it up to the State agency to determine whether or not the permission obtained——

Senator BYRD. What?

Mr. GALVIN. They leave it up to the State agency to determine whether or not the permission obtained to look in closets is valid. In other words, if the request is made to look in a closet and the recipient opens the closet door, they leave this up to the reasonableness of the situation. The State agency can go either way. They can say this is completely forbidden or they can allow you to do it or not, and depending on the interpretation of the State policy, this may be done. Of course, always with permission.

Senator BYRD. You got a clarification letter from the Department.

Mr. GALVIN. Yes, sir, back in December or January we received a clarification letter.

Senator BYRD. Was that the letter which I received?

Mr. GALVIN. Yes, sir.

Senator BYRD. It was about the same date.

Mr. GALVIN. Mr. Brewer received the letter.

Senator BYRD. Yes. I believe I referred to the points raised by Mr. Brewer, did I not, in my letter?

EXEMPTION OF OIC FROM HANDBOOK

Mr. GALVIN. Yes. One other point is the Department felt that OIC would be exempt from the handbook transmittal, since the handbook transmittal pertains to methods for determination of eligibility, and we so stated to HEW. HEW said this was not true and we have submitted OIC State plan material for this.

Senator BYRD. How much additional administrative time will this cast on your staff?

Mr. GALVIN. There is considerable doubt at the present time of just how much. We know it will be some, but we can't tell at the moment.

Senator BYRD. Is there doubt as to precisely what the transmittal really means?

Mr. GALVIN. There is considerable doubt, sir, and the clarification letters simply do not clarify it too well for me. Mr. Russo, do you have any comments on that?

Mr. RUSSO. I would agree that there is considerable doubt, Mr. Chairman, as to precisely what these new regulations mean. For example, they say that in special situations it is not necessary to obtain specific consent on each collateral inquiry, but they are rather vague in defining special situations.

For example, they agree that if the purpose of the investigation is the result of a complaint that was received, say by the agency from a neighbor, then this constitutes a special situation and you can visit, say, outside of normal working hours and you can make collateral visits without a specific consent on each collateral visit. But there is still a great deal of clarification that appears to be indicated.

Senator BYRD. Do you know whether or not the various State agencies throughout the country are also having some problems in this regard?

Mr. RUSSO. I really can't answer, Mr. Chairman. I haven't been able to attend any conferences recently.

Senator BYRD. Miss Thompson, can you answer that?

Miss THOMPSON. No.

CONCERN OF OTHER JURISDICTION WITH HANDBOOK

Senator BYRD. Mr. Galvin, did you in your contacts with other agencies throughout the country find that they are also concerned about the transmittal as to just what it means?

Mr. GALVIN. I haven't. The last contact that I had with anyone on it, was about 5 months ago, and they really hadn't gotten to the point to develop it. They seem to wait until the last minute, and then afterward they have a slight bit of difficulty in how they will practice the policies as outlined.

Really, there are about three handbook releases that are having a considerable effect on State agency policy—77, 86, and 120, which is a clarification of 86.

Senator BYRD. I am somewhat familiar with 77. Would you explain the transmittals 86 and 120.

HANDBOOK TRANSMITTAL 86

Mr. GALVIN. Transmittal 86 has to do primarily with counting as a resource only that which is actually known to be a resource. You will eliminate counting as a resource any court orders, if paid on an intermittent basis. You will stop counting as a resource any contributions unless you can prove that the contributions actually were given or admitted by the recipient to have been received.

There is a clause in it about children, the income of children under 14 would not be checked, but this is a very minor point. I don't think many States were checking on income of children under 14 unless it was already known that something did exist.

Some States are interpreting H.T. 86 to mean that it will affect the substitute parent policy. That, unless you can prove full employment and more income than the State standard for need, if you find someone in the home living with the recipient, the case could still stay open. Virginia is fighting this particular part and has not accepted it.

HANDBOOK TRANSMITTAL 120

Another interpretation which comes out in handbook transmittal 120 is that an overpayment may not be deducted from the grant. The grant is the State need, and therefore any reduction, unless they actually still have the money, would deprive the person of the needed funds.

The H.T. 120 clarification as far as I know only involves the District of Columbia. I don't think that any other State deducts overpayments from the grant. This is a law by Congress that it shall so be done, which is the Public Assistance Act of 1962, so the Department cannot implement handbook 120 without violating Public Law 87–807, which is the Public Assistance Act. I think these are the basic points that come up in the Handbook Transmittals 86 and 120.

Senator BYRD. Would you care to add anything, Miss Thompson?

Miss THOMPSON. No. Some of these areas may be clarified as all the State plans get in and they see what the problems are with the State plans. Of course, there are two other things that can influence how these are administered, and that is the amendments to the 1967 Social Security Act, and also they are watching very closely some of the court decisions that have been rendered recently, especially the one in Connecticut pertaining to residency.

RESIDENCY REQUIREMENTS

Senator BYRD. What about the one in the District?

Miss THOMPSON. There is still one pending. The first one that was tried in the District was tossed out by Judge Holtzoff. He felt that they had not exhausted their administrative remedy, so they are going through the administrative steps at the present time.

Senator BYRD. Is there anything in the basic law regarding residence? Is this a requirement of the basic law?

Miss THOMPSON. For the District of Columbia, yes, we have a residency law. Many of the States do. I mean this is left up to the States.

Senator BYRD. It is left up to the States.

Miss THOMPSON. Yes. There are some States that do not have a residency requirement. We do.

Senator BYRD. Is this a congressional statute?

Miss THOMPSON. I believe it is.

Mr. GALVIN. Yes, it is, Public Law 87-807 requires it. About 41 other States have residency requirements.

Senator BYRD. Do you ever challenge HEW guidelines as being contrary to the law?

Miss THOMPSON. We have challenged a couple.

Mr. RUSSO. If I may, Miss Thompson, after we received handbook release 120 from HEW, I believe we mentioned this at one of our previous meetings during the hearings, the Director sent a letter to HEW. As I remember it, it was dated May 15, pointing out specifically just what the statutory requirements are under 87-707, which compel us to impose durational residency requirements in each of our regular public assistance categories, and requesting that we be immediately given amplification and clarification on handbook release 120. We haven't yet had a reply that I know of to this letter.

Senator BYRD. When was the letter written?

Mr. RUSSO. Around May 15, Mr. Chairman.

MILITANT ORGANIZATIONS OF THE CITY'S POOR

Senator BYRD. I waited 6 months to get a reply to mine, Mr. Russo. Miss Thompson, I read in the Washington Post of May 11, 1966, that a group of religious leaders are forming a pact to raise money to pay for the creation and operation of militant organizations of the city's poor. The article mentioned that two Washingtonians are among the directors. They are Inabelle B. Lindsay, dean of the Howard University School of Social Work and the Reverend Gino Baroni. Does either of these persons have influence directly or indirectly with the operations of the Department?

Miss THOMPSON. Dean Lindsay is a member of the Public Welfare Advisory Council.

Senator BYRD. In other words, she is on the Public Welfare Advisory Council and she is affiliated with a movement that is fighting welfare, is that the case? I wouldn't ask you to comment on that. That is a rhetorical question.

THE COLLETT PLAN

I read in the Star and Post newspapers of May 14, and in the Post of May 15 about a plan which is referred to as the Collett plan to reorganize the District government and to split up the Department of Public Welfare. Would you tell the subcommittee about the plan.

Miss THOMPSON. There are certain features of the Collett report that I think are very good. The need for intelligence services—that means collecting data throughout the District of Columbia on the number of young children who get into trouble, the extent of crime, and some of the characteristics of juveniles who get into trouble, as well as some of the programs that are working with them at the present time.

I think the area of research and program evaluation and coordination among the District agencies including priority setting, both as

far as programs and as far as funding is concerned, are all necessary functions which are lacking in the District of Columbia at the present time. There is no existing mechanism that provides for regular meetings of agencies with youth programs to plan programs together and to work out priorities on funding.

We get together, but it is because we want to get together to plan jointly, but there is no overall planning mechanism.

ERRONEOUS ASSUMPTION IN COLLETT PLAN

Now when it comes to dividing the Department of Public Welfare, I think some of the assumptions made in the Collett report on which the recommendation is based can be questioned, one assumption being that children in Public Assistance families need money payments only. As I remember it, it is recommendation 66. I don't have my book here with me, but anyway this is one of the assumptions.

Ithink this is erroneous. Our experience has shown that when families come to us for help, some families come and express the need for financial help, but when we work with that family, we know they need social services and the needs are much greater than just putting money in the family.

In other cases families may come to us because they are having difficulty with a child or a child comes to our attention because the child has been mistreated or battered, and we find that in order to reestablish this family, we have to put some money in the family. We are talking about the same families, and we are talking about a continuum of services. If the Collett report were adopted, it would mean that families would be divided, and it would require two agencies to provide all the services that some of the families need.

DIVISIONS OF FAMILIES BACKWARD STEP

I think this is one of the weaknesses of the report. There would obviously have to be some duplication of services or very close working relationships between two agencies if you are working with families, providing both services and money. I think if you divided the Department of Public Welfare and put the money payments in one department and the services and youth programs in another, it is really taking a step backwards. Of all the States, 48 States at the present time combine these two programs, and only two States, Kentucky and Illinois, have the programs divided. Ohio had the programs divided into two departments and put them back together again. In some of the States that have the two programs combined, as the majority of them do, there have been management surveys and I don't know of a single management survey, and I have read three or four of them, that recommended that a Department of Public Welfare be divided into two separate departments, separating out the money payments from the service aspects.

I think that if this type of approach were adopted, that there would be higher administrative costs and with the limited funds in the District of Columbia, we would like to see more funds put at the operating and service level rather than spend it in administrative costs. It would also mean that another agency would be in competition with the already existing agencies for the limited funds for the dearth of qualified and trained staff. This is my personal evaluation.

ESTIMATED COST OF IMPLEMENTING RECOMMENDATIONS

Senator BYRD. What is the estimated cost of implementing these recommendations?

Miss THOMPSON. Of the Collett report?

Senator BYRD. Yes, ma'am.

Miss THOMPSON. I can't answer that, Mr. Chairman. I understand that—well, District Management people would have to answer that.

Senator BYRD. Is there anyone here who could answer the question? Would you identify yourself please.

Mr. CHICHERIO. Joseph Cicherio, District of Columbia management officer. The report that has been referred to was a preliminary draft report, Mr. Chairman, and Mr. Collett's final report has not been submitted as yet. In the interim between the draft and final report, there have been discussions with people like Miss Thompson.

To what extent its original recommendations will be modified, we are not certain. Therefore, not knowing the specific recommendations, no attempt has been made to evaluate them in terms of cost. For example, Mr. Collett's proposals go beyond the Department of Public Welfare. I can't answer the question at this time.

Senator BYRD. Who is Mr. Collett?

COMMISSIONER'S RECOMMENDATIONS FOR YOUTH COMMISSION

Mr. CHICHERIO. Mr. Collett is a private consultant. He is a management consultant who is the president of his own firm, and he has been under contract with the District government for the purpose of addressing himself to that recommendation in the Crime Commission report that proposes a new Youth Commission in one form or another.

Senator BYRD. Who asked for the contract?

Mr. CHICHERIO. The Department of General Administration entered into the contract with him.

Senator BYRD. And what was the cost?

Mr. CHICHERIO. $28,600.

Senator BYRD. Was anyone in the Department of Welfare included in the study group.

Mr. CHICHERIO. There are several advisory groups or consulting groups, including several departments such as Miss Thompson's as well as outside private groups, people from the universities; for example, Howard University.

Senator BYRD. But was anyone in the Welfare Department included in the study group.

Miss THOMPSON. No. We were consulted early in the study when Mr. Collett was reviewing some of the recommendations in the Crime Commission report, and we were discussing some of the specific criticisms about the Department of Public Welfare.

Then, after that, we saw the preliminary draft, the rough draft, but the cast had already been set at that particular time. We challenged some of his recommendations and some of his assumptions on which recommendations were based, but the preliminary report came out pretty much as he presented it. Our discussions did not influence him very much.

Senator BYRD. Was the $28,600 contract financed with District of Columbia funds or Federal funds?

Mr. CHICHERIO. I understand it was District of Columbia funds.

Senator BYRD. When were these funds provided?

Mr. CHICHERIO. I am sorry, I didn't hear you.

Senator BYRD. When were these funds provided for this study?

Mr. CHICHERIO. I believe they were by subscription from several departments. There was no specific provision in any appropriation.

Senator BYRD. File for the record the amounts and the departments an answer with regard to this question. What effect do you feel that this published report has had on the personnel at all levels within your Department, if any?

(The information requested follows:)

A contract was initiated in January 1967 with Executive Management Service (Merrill J. Collett) to accomplish a management study of the Commissioners' recommendations relating to the Youth Commission. The contract price was $28,600 and was distributed between the following Agencies to be paid from existing funds:

Metropolitan Police	$10,000
Department of Public Welfare	10,000
Department of General Administration	8,600
Total	28,600

CRIME COMMISSION REPORT CRITICISMS OF WELFARE DEPARTMENT

Miss THOMPSON. Well, I think that the Crime Commission report, which preceded the Collett reports, was unnecessarily rough on the Department of Public Welfare. For example, the statement was made that the Department was bankrupt administratively and yet when we went back and reviewed the record, we found in the last 5 years 105 identifiable new programs had been developed by the Department—some of them major, some of them minor. It is a little bit hard to believe that a department that can develop 105 new programs in 5 years is administratively bankrupt.

There were other criticisms, such as the operation of our institutional programs, which I felt were unduly harsh. We had a National Council on Crime and Delinquency study just a few years back, and Children's Bureau consultants had been brought in at different times to review phases of the program with us. Their findings were not as critical as those contained in the crime report.

I think they held the Department responsible for certain services which are not the principal responsibility of the Department of Public Welfare, such as working with emotionally disturbed children and some of the psychiatric and psychological services that should be provided by the Health Department, and I can say that the Health Department feels the same way we do, that part of this should have been their responsibility rather than ours.

The overcrowding of the Receiving Home and some of the limitations of the Receiving Home the Department was held accountable for when actually the police put the children in the Receiving Home and the Juvenile Court takes them out. We are just the caretakers of the Receiving Home and have little control of the population.

OBJECTIONS TO YOUTH COMMISSION

The recommendation for a Youth Commission, I felt, was proposing an agency that was too big, too cumbersome, and too all inclusive. It would fall of its own weight because it was including too many children and administering too all-inclusive programs. I objected also because I felt that it was principally a delinquency program or an agency that would work with delinquents, and yet they also said that this same agency would be responsible for working with predelinquents, with no definition of what is meant by predelinquents. I felt if predelinquents were incorporated into a program that was slanted toward delinquents, then they would be stigmatized by the delinquent group. In the Crime Commission report I objected specifically to the Youth Commission.

There were other objections to it throughout the city and the Collett report came as a substitute for the Youth Commission. It is my understanding from Mr. Collett that his assignment was to review the Youth Commission to see if it was administratively feasible, and if not, to come up with another recommendation. The Collett report dividing the Department into two separate departments was his recommendation.

PLAN FOR REORGANIZATION OF WELFARE DEPARTMENT

Now the Department feels, as I have already stated, that dividing it is a move backward. We have developed within the Department our own plan which has been presented to the District of Columbia Management Office. Our plan calls for reshifting programs within the Department so that we would create four Bureaus—a Bureau of Youth Services, which would include Child Welfare, Junior Village, our youth group homes, our juvenile institutions, and our halfway houses. A Bureau of Adult and Family Services which would include our categorical relief programs, plus District of Columbia Village, the Municipal Lodging House, the Public Welfare Training Center, and all of the programs that are slanted toward adults and keeping families together. Our controller's areas would remain much the same except that we would increase our capacity in the area of research and program evaluation, and beef up some of the intelligence functions within the Department so we know more about the characteristics of the people we are working with.

We would create a new Bureau to be called the Bureau of Neighborhood Services. The new Bureau would include our decentralized neighborhood welfare centers, and in addition to that, we would increase our protective services program. We would accept referral of children from the Youth Aid Division. Children who have gotten into trouble but where the offense is not serious enough to refer them to court and commit. We would work closely with the social workers in the public schools. I have discussed with school officials how they would use their social workers and where their responsibility would stop and ours would begin. We would work cooperatively with the Health Department, so that if youngsters are disturbed, we could refer them for therapy programs. We would coordinate our services with the roving leaders.

We would have in each of the 20 neighborhoods in the city where there have been planning councils organized for youth programs, we would have one or two staff persons, depending on the needs in that

particular area. These protective service workers would take referrals from individuals and groups and see that the already organized agencies in the city provide the services that troubled children need from the standpoint of prevention of delinquency.

This is the plan that we have proposed in lieu of the Collett report.

No Reflection of Collett Report

Senator Byrd. Is the Collett report reflected in any way in your budget estimates?

Miss Thompson. No; it is not, nor does our plan reflect in this year's budget estimates.

Senator Byrd. In your estimation would your reorganization plan promote efficiency and economy in the Department of Public Welfare?

Miss Thompson. Yes; I think it would.

Senator Byrd. Was it discussed with the other top people in your Department such as Mr. Russo, Mr. Galvin, Mr. Rosin?

Miss Thompson. They helped to develop it, Mr. Chairman. In fact, we all developed it together.

Senator Byrd. So apparently you are not in complete agreement with the findings and recommendations of the Collett report.

Miss Thompson. No.

Comment on Reorganization Plan

Senator Byrd. Would you care to comment on the proposed reorganization plan and its effect on the Welfare Department's activities now under your direction? I am talking now about the reorganization plan of the President. Will that affect any of your activities?

Miss Thompson. It would not affect us directly. The only way it could affect us indirectly, as I understand the reorganization plan, is the authority to reorganize departments in the District of Columbia and shift programs without congressional approval which is not possible at the present time. So if the reorganization plan for the District of Columbia goes into effect, then they could adopt the Collett report, if this was the decision. This I see as the only danger, nothing directly.

Senator Byrd. This would indirectly affect the budget.

Miss Thompson. Yes. I think under our planned reorganization we would require a minimum amount of money. It represents only about three positions in the administrative area. All of the other funds would go into expanding program areas. Children would be the principal beneficiaries. The whole Crime Commission report is slanted toward helping young persons who are getting into difficulty. New funds we would request would go into program areas rather than into administrative overhead costs.

Senator Byrd. Of course, the Congress could deny money for the reorganization along the lines proposed by Collett, even under the reorganization plan of the President.

Miss Thompson. Yes, this is true.

Senator Byrd. So through congressional oversight and control of the purse strings, the Collett plan would not necessarily be instituted even though the President's reorganization plan were to become a reality.

SUBSTITUTE PARENT RULE

Is there any move on foot to eliminate the substitute parent rule?

Miss THOMPSON. There is a court case pending, in fact it is in the court at the present time. There are also three others pending throughout the country.

Senator BYRD. Three others?

Miss THOMPSON. Cases challenging the substitute parent rule.

Senator BYRD. Has HEW attempted to promulgate any regulations that would eliminate the rule?

Miss THOMPSON. Having to secure permission of persons to go into the house and make a spot check is one. I think that is the only one, isn't it, Mr. Russo?

Mr. RUSSO. I would have to answer that I know of no attempt by HEW to change substitute parent rules that approximately 18 States now have. As Miss Thompson said, there are a number of cases before the Federal courts, in the District of Columbia, Alabama, and Georgia—those are the three States that I know of—in which the substitute parent rule is going to be tested.

Senator BYRD. In how many States is there a substitute parent rule or an equivalent thereof?

Mr. RUSSO. The last time I checked, Mr. Chairman, the figure I came up with was 18. It may be 14, I am not sure—14 or 18.

Senator BYRD. Thank you, Miss Thompson, for your testimony. We have had a good long day of hearings. We will not be hearing you now for awhile.

We will take up the Police Department on Monday.

SUBCOMMITTEE RECESS

The subcommittee will stand in recess until Monday morning at 10 o'clock.

(Whereupon, at 5:20 p.m., Friday, July 14, 1967, the subcommittee recessed to reconvene at the call of the Chair.)

DISTRICT OF COLUMBIA APPROPRIATIONS FOR FISCAL YEAR 1968

SATURDAY, AUGUST 19, 1967

U.S. SENATE,
SUBCOMMITTEE OF THE COMMITTEE ON APPROPRIATIONS,
Washington, D.C.

The subcommittee met in room S–126, the Capitol, Hon. Robert C. Byrd (chairman) presiding.

Present: Senator Byrd.

DISTRICT OF COLUMBIA

DEPARTMENT OF PUBLIC WELFARE

STATEMENT BY FRED H. STEININGER, ACTING DEPUTY COMMISSIONER, ASSISTANCE PAYMENTS ADMINISTRATION, SOCIAL AND REHABILITATION SERVICE; ACCOMPANIED BY JOEL COHEN, ASSISTANT GENERAL COUNSEL, HEALTH EDUCATION AND WELFARE

HANDBOOK TRANSMITTAL NO. 77

Senator BYRD. The subcommittee will be in order.

The Welfare Administration, Department of Health, Education, and Welfare, on March 18, 1966, issued Handbook Transmittal No. 77. This material superseded the material designated as Handbook IV, 2200–2241, dated July 31, 1963, and was to become effective on July 1, 1967. Handbook Transmittal No. 77 has been issued to State agencies administering approved public service assistance plans and the subject is with respect to methods for determination of eligibility. The plan amendments included therein were required to be submitted to the appropriate regional office no later than April 1, 1967.

I have been concerned regarding Handbook Transmittal No. 77. I discussed this concern with Secretary John Gardner of the Department of Health, Education, and Welfare, during a meeting in my office in June of 1966. I also expressed this concern in correspondence addressed to Secretary Gardner under date of June 30, 1966, to which Secretary Gardner replied under date of December 21, 1966, almost 6 months later.

Handbook Transmittal No. 77 in a memorandum entitled "Background and Explanation" in paragraph No. 1 stated that transmittal No. 77 "differs from current handbook material primarily as follows: one, item poses a requirement that the State plan contain policies and procedures for determination of eligibility that are consistent with the objectives of the program and the *constitutional and statutory rights* of applicants and recipients and that *do not violate those rights* of the individual's privacy or personal dignity or *harass the individual.*"

[Emphasis supplied.]

Now, I shall insert in the record Handbook Transmittal No. 77 dated March 18, 1966. I shall then insert in the record the material which was superseded by Handbook Transmittal No. 77. Then I will follow that with my June 30, 1966, and July 1, 1966, letters addressed to the Honorable John W. Gardner, and by Mr. Gardner's reply.

This transmittal and the other transmittals, Mr. Steininger, are of interest to me particularly because of the fact that in the hearings which we have been conducting, the District of Columbia Department of Welfare has indicated that it does not know just what the impact would be upon its programs. Some of the transmittals are rather ambiguous. They need clarification, and so I thought it best for us to attempt to get some clarification as to their meaning.

(The transmittal follows:)

DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE,
WELFARE ADMINISTRATION,
Washington, D.C., March 18, 1966.

HANDBOOK TRANSMITTAL NO. 77 TO STATE AGENCIES ADMINISTERING APPROVED PUBLIC ASSISTANCE PLANS

From: Fred H. Steininger, Director
Subject: Methods for Determination of Eligibility—Handbook IV–2200

MATERIAL TRANSMITTED	MATERIAL SUPERSEDED
IV–2200–2230 (Effective 7/1/67)	IV–2200–2241, dated 7/31/63 (Effective 7/1/67)

Background and explanation

The enclosed statement has been developed in response to a long recognized need for a comprehensive statement about methods for determination of eligibility in public assistance programs under the Social Security Act. This is a crucial area of administration, both for achieving the objectives of the programs and for maximum efficiency in administration.

This material is limited to conformity—to requirements for State plans and the interpretation of those requirements. It differs from current Handbook material primarily as follows:

1. It imposes a requirement that the State plan contain policies and procedures for determination of eligibility that are consistent with the objectives of the program and the constitutional and statutory rights of applicants and recipients and that do not violate those rights or the individual's privacy or personal dignity, or harass the individual.
2. It deletes material now in IV–2232 on Federal financial participation. This subject is treated in IV–5514.
3. *IV–2220, item 4a* clearly establishes a time limit of 30 days for promptness in acting on information about changes that may affect a recipient's eligibility.
4. *IV–2220, item 5a and 5c* make *mandatory* a practice now recommended in IV–2241—*relying on the individual as the primary source of information;* and limiting the verification of conditions of eligibility to those "reasonably necessary to assure that expenditures under the program will be legal."
5. *IV–2230, item 5c* contains *new specific content about obtaining the individual's consent for outside contacts and the way the agency makes such contacts.*

Submittal of plan material

All State agencies are required to submit plan material to comply with the enclosed material.

Plan amendments implementing these requirements for each program should be submitted to the appropriate regional office as early as possible, *but not later than April 1, 1967*, as plan approval will be necessary prior to release of the grants for the quarter beginning July 1, 1967, the effective date of the requirements. Preferably, plan material covering the six plan requirements should be submitted as a unit, as an integral part of the State plan. However, if the State agency, upon review of its current approved plan provisions on determination of eligibility, believes that any of them fully meet one or more of the six plan requirements in the

enclosed material, such plan material may be cited in respect to the identified specific plan requirement(s) in IV–2200. This is important so that there is mutual understanding of the identity and content of the plan provisions governing practice under the approved plan with respect to "Methods for Determination of Eligibility."

Effect on other policies

To the extent that other current policies in the Handbook may be *inconsistent with the enclosed Handbook statement, when it becomes effective* the *latter will govern.*

Instructions for Handbook maintenance

1. In Part IV, at the top of pages 2200 through 2241–p. 4, dated 7/31/63, put the notation "Remove this page on 7/1/67" with pen-and-ink.
2. In Part IV, insert the enclosed pages immediately following page 2241–p. 4, dated 7/31/63.
3. Make appropriate notation on the Form, Record of Receipt of Handbook Transmittals.

2200. Methods for Determination of Eligibility

2210. Provisions of the Act

Sections 2(a), 402(a), 1002(a), 1402(a), and 1602(a) specify that:

"A State plan . . . must . . . (5) provide such methods of administration . . . as are found by the Secretary to be necessary for the proper and efficient operation of the plan;"

Sections 2(a)(10)(B), 2(a)(11)(D), and 1602(a)(13) specify that a State plan under Title I or XVI must:

"include resonable standards, consistent with the objectives of this title, for determining eligibility for and the extent of" aid or assistance under the plan.

2220. Requirements for State Plans

Effective July 1, 1967, a State plan under titles I, IV, X, XIV, and XVI must:

1. Include policies and procedures for determination of eligibility for assistance or other services that are consistent with the objectives of the program, and that respect the rights of individuals under the United States Constitution, the Social Security Act, title VI of the Civil Rights Act of 1964 (see Supplement C), and all other relevant provisions of Federal and State laws, and that will not result in practices that violate the individual's privacy or personal dignity, or harass him, or violate his constitutional rights.

2. Provide that (a) each person who wishes to do so will be given an opportunity to apply without delay for public assistance and other services, (b) prompt action will be taken on each application, and (c) assistance will be given promptly and will continue regularly to all eligible persons until they are found to be ineligible, so long as assistance is being provided under the specific category.

3. Provide that each decision that an applicant for or recipient of assistance or other services is eligible or ineligible will be supported by information in the case record that shows either that all eligibility requirements of the State plan are met or that one or more such requirements is not met.

4. Provide that eligibility will be redetermined in each case where an individual has been determined to be eligible:

   a. Through prompt action within a specified time period—no longer than 30 days—after the agency has information which indicates that changes in a recipient's circumstances may affect the amount of assistance to which he is entitled or may make him ineligible.

   b. Through regular periodic redetermination at specified intervals, of eligibility factors subject to change—intervals no longer than 3 months in AFDC-UP, 6 months in other AFDC cases, and 12 months in the other categories.

5. Provide that in the process of determination of initial and continuing eligibility:

   a. Applicants and recipients will be relied upon as the primary source of information about their eligibility, after an adequate interpretation of the agency's requirements, and the agency will help them provide needed information, or, if they are unable to do so, because of physical or mental or other difficulties, the agency will obtain the necessary information for them.

   b. Each determination of eligibility will include at least one interview with the applicant or recipient, or, if direct contact with him is imprac-

tical or would delay case action, with someone acting responsibly for him. Where a declaration form or similar procedure is used, the interview may take place within a reasonable time after determination of eligibility.

c. Verification of conditions of eligibility will be limited to what is reasonably necessary to assure that expenditures under the program will be legal.

d. Applicants and recipients will be notified in writing that assistance has been authorized in a stated amount or that it has been denied or terminated for a specified reason.

6. Include a description of the methods by which the State agency will be kept currently informed about local agencies' adherence to the State's plan provisions concerning the above requirements and to the State agency's procedural requirements for methods for determination of eligibility. (See II–4200 re State-wide operation.)

2230. *Interpretation of requirements*

The above requirements for State plans are considered essential for proper and efficient operation of public assistance programs under the Social Security Act. They reflect the basic principles about the rights and responsibilities of individuals and of governmental agencies in our democracy. They are necessary in order that these rights shall be protected in the determination of eligibility. They are also necessary to achieve the broad objectives of the programs for individuals and families and for society. Public assistance programs based on these requirements will inspire public confidence so that those who are eligible will make appropriate use of the programs and those who do not need them will respect both the agency and those who avail themselves of the agency's assistance and other services.

The following explains the import of the corresponding items in IV–2220.

1. The requirement that a State plan contain policies and procedures for determination of eligibility that are consistent with program objectives and that respect legal rights of individuals and do not violate the individual's privacy or personal dignity, or harass him or violate his constitutional rights, necessitates the testing of each pertinent policy and procedure against those positive and negative criteria. If the program is locally administered with State supervision, the State agency must see that supplementary locally developed procedures are consistent with this requirement.

The prohibition against a State plan containing policies and procedures for determination of eligibility that will result in violation of privacy or personal dignity, that constitute harassment, or that violate constitutional rights, requires careful and continuing attention to practices and procedures that may result in violations of these rights and principles. By way of illustration, States must especially guard against violations in such areas as entering a home by force, or without permission, or under false pretenses, making home visits outside of working hours, and particularly making such visits during sleeping hours; and searching in the home, for example, in rooms, closets, drawers, or papers, to seek clues to possible deception.

2. The general requirement about the application process requires the State agency to take those actions that are necessary to facilitate the exercise of the right to apply for assistance and other services, for the application process is the first step in determination of eligibility. Such actions include: making arrangements to accept applications without delay, informing applicants about the eligibility requirements and their rights and obligations under the program, and acting promptly on applications. This is a general requirement. Detailed requirements covering the application process are contained in IV–2300.

3. The requirement that the plan provide that decisions on eligibility or ineligibility will be adequately supported and recorded requires that each decision be based on facts—statements about eligibility requirements that have been substantiated by observation, or written records, or other appropriate means.

This requirement should result in the maintenance of case records that will provide a valid basis for accounting for expenditures of public funds, and that will assure the availability of needed information if the applicant or recipient appeals to the State agency for a fair hearing.

4. The requirement that a State plan provide that redetermination of eligibility will be made promptly—at least within 30 days after the agency has available information which suggests the need for redetermination—and at regular intervals no longer than the specified maximum periods, is designed to contribute to efficient administration. This applies when the agency obtains the information

during a regular redetermination of eligibility or when providing social services, or when the recipient or another person or agency reports changes in the recipient's situation.

In requiring that a State plan provide that redeterminations of eligibility will be made periodically—at periods no longer than every 3 months in AFDC–UP, every 6 months in other AFDC cases, and every 12 months in the other programs—it is recognized that the situations of families with children are apt to change more frequently than those of recipients of the other categories. The time periods specified are the maximum periods that a State plan may provide for between periodic redetermination of eligibility. This requirement in no way affects the right of the recipient to receive assistance regularly so long as he remains eligible. Hence, failure of the agency to make a periodic redetermination cannot be used as a basis for withholding assistance.

5. The detailed procedural requirements for State plan provisions on methods for determination of eligibility are based on recognition of the rights and obligations of applicants and recipients to be responsible participants in the process and the fact that the objectives of the program can only be achieved through an agency-client relationship based on mutual respect.

a. The requirement that a plan provide that applicants and recipients will be relied upon as the primary source of information regarding their initial and continued claim for assistance does not relieve the agency of the responsibility to recognize the differing capacities of applicants and recipients to discharge their responsibilities to the agency. Some can provide or obtain needed information after the agency explains what information is needed; others will need specific directions to sources of information; others may want, or have to rely on, the agency to obtain the information for them.

If the individual is unable to participate in the determination of eligibility, because of such circumstances as physical or mental disability, inability to speak English, or other difficulties, the agency is obliged to take measures to provide him the assistance and services for which he is eligible.

Reliance on applicants and recipients as the primary source of information will enable the agency to determine initial or continuing eligibility in a large percentage of cases on the basis of information provided by the individual, supplemented if necessary by information from public records. Such reliance on the individual includes placing responsibility on recipients for notifying the agency, on the basis of instructions understood by them, about changes in their situations that may affect the amount of assistance to which they are entitled or may terminate their eligibility.

When available information is inconclusive, reliance on the applicant or recipient as the primary source of information requires the agency to explain to the individual, in writing if necessary, (1) what questions remain and how he can resolve or help to resolve them and/or what actions the agency can take to resolve them, and (2) the necessity for resolving the questions if eligibility is to be established or continued. If the individual is reluctant or unwilling to help resolve the question or permit the agency to do so, the agency is responsible for considering carefully with him his reasons—both to prevent him from deciding unnecessarily or unwisely to withdraw from the program when he is eligible, and to discharge the agency's responsibility for evaluating whether facts had previously been presented correctly. (See IV–2600 re Fraud.)

If the individual is unwilling to have the agency seek verifying information, the agency may not be able to determine eligibility and thus have no recourse but to deny or terminate assistance. In such instance, the individual should be told that he has the right to re-apply at any time.

b. The plan requirement of an interview with applicants and recipients in each determination of eligibility requires a personal interview, preferably in the individual's home, unless this is impractical or would delay case action. If difficulties of transportation or other causes preclude a personal interview, contact by telephone or correspondence may be substituted. If the physical or mental condition of the applicant or recipient makes any type of direct contact with him impractical, the requirement may be met by a personal interview or other contact with someone who can act responsibly for him. In the case of initial determinations of eligibility, however, a personal interview with the applicant is required as soon as possible.

In States where eligibility is determined either initially or on redetermination on the basis of declaration forms or similar procedure, the interview should take place as soon as possible, and in any event within 90 days.

c. Reliance on the applicant (and public records) as the primary source of information will ordinarily make it unnecessary to consult other sources of information. The agency should take no steps in the exploration of eligibility to which the applicant does not agree, including contact with collateral sources. When information is sought from collateral sources, there should be clear interpretation of what information is desired, why it is needed, and how it will be used. Agencies should not rely on a "blanket" consent for outside contacts, but should obtain specific consent for each contact, whether with social agencies, doctors, hospitals, and similar resources, or with relatives or other individuals.

The consent should cover the purpose of the contact as well as the individual or agency to be consulted.

If the agency has to assume responsibility for the entire process of determination of eligibility or for parts of it, because of the individual's inability to participate in establishing his eligibility, the same care must be taken in selecting sources to be contracted as would be taken if he were participating.

Agency actions contrary to the foregoing practices will be inconsistent with requirement IV–2220, item 5c, unless limited to specific situations where there is special need to use other procedures. If other procedures are followed in a specific situation, the case record must specify the reasons why they were needed, and the specific procedures followed, which must be consistent with IV–2220, item 1, and IV–2230, item 1.

d. The requirement that applicants and recipients be notified in writing that assistance has been authorized in a stated amount requires such notification both at the initial determination of eligibility and each redetermination that results in a change in the amount of assistance to which the individual is entitled. When assistance is denied to an applicant and when a recipient's assistance is terminated, the written notice to him must contain the reason why he has been determined to be ineligible. The written notice will provide a basis for the individual to express dissatisfaction with the agency action. (See IV–6000 re Hearings.)

6. The State plan must provide reporting and other administrative and supervisory methods for obtaining information about whether local agencies carry out the State plan provisions and meet Federal requirements in determination of eligibility, thus enabling the State agency to identify problem areas and take corrective action. (See II–4200, item 3, re State-wide operation.)

2200. Determination of eligibility

2220. Interpretation

In making grants-in-aid from Federal funds to States for programs of public assistance, there must be assurance with respect to recipients of assistance that eligibility exists. The minimum requirements which follow, relating to the determination of eligibility, are considered to be essential to proper and efficient operation of the State plan, and are therefore made mandatory upon the States. They provide some assurance, both to the State agency and to the Bureau, that the provision of initial and continuing assistance to recipients is based on eligibility.

The Social Security Act imposes an obligation to determine whether in the administration of the State plan any prohibited eligibility requirement has been imposed or there is failure to comply substantially with the Act in providing methods of administration necessary to proper and efficient operation of the plan. Proper and efficient operation of the plan is judged not only the the provisions of the plan relating to the determination of eligibility but also by the administration of those provisions in making decisions concerning eligibility. Continued or repeated failure to administer the State plan in substantial conformity with requirements relating to determination of eligibility is considered to be a violation of the Social Security Act and, as such, is subject to the sanction provided for in sections 4, 404, 1004, 1404, and 1604 of the Act.

2230. Requirements

2231. Requirements for State plans

State plans shall:

1. Provide for a determination of initial eligibility with respect to each recipient of assistance. To implement this provision the plan shall:

a. Identify the conditions of eligibility;

b. Indicate the kinds and sources of factual information that are acceptable as a basis for establishing eligibility, and that meet the minimum essentials outlined in IV–2232; and

c. Provide that the application process shall include at least one interview with the applicant.

2. Provide for determination of continuating eligibility with respect to each recipient of assistance. To implement this provision, the plan shall:

a. Identify the conditions of eligibility subject to change;

b. Provide for reconsideration of the appropriate facts relating to continuing eligibility by means of not less than one review of all conditions of eligibility subject to change within a 12-month period, including at least one interview with the recipient; except that in the AFDC program, effective July 1, 1963, as cases become due for a determination of continuing eligibility, the agency must provide for a reconsideration within the subsequent 6-month period. Thus, by July 1, 1964, continuing eligibility of all AFDC cases will be redetermined within a 6-month period; and

c. Provide methods by which the State agency is kept regularly informed concerning the extent to which reviews of continuing eligibility are being carried out in accordance with the above requirement.

2232. Federal financial participation

For purposes of Federal financial participation in assistance payments there shall be determinations of initial and continuing eligibility concerning each recipient of assistance, and the basis upon which these decisions are made and the decisions themselves shall be recorded. The minimum essentials that will be accepted as a basis for a sound determination of eligibility are described as follows:

A determination of eligibility is a decision by the agency on the basis of factual information that eligibility to receive assistance exists. Eligibility refers to each condition required under the Social Security Act. The kinds of information that are acceptable as a basis for a decision concerning eligibility are oral statements, written material, and the observations of the worker. Acceptable sources of information relating to eligibility include, among others, the applicant, members of his family, the agency worker, and other qualified persons. Information presented by the applicant concerning a condition of eligibility, when it is pertinent, consistent, and complete, is a satisfactory basis for the agency decision insofar as that condition is concerned.

States may include in their claims for Federal financial participation individual payments made on the basis of a determination of initial and continuing eligibility as above described. With respect to continuing eligibility Federal financial participation is available in individual payments, provided the agency:

1. Reviews and redetermines eligibility within a 12-month period; except that, in the AFDC program, effective July 1, 1963, as cases become due for a determination of continuing eligibility, the agency must provide for a reconsideration within the subsequent 6-month period.

2. Takes prompt action within 30 days to review indications of ineligibility as they occur; and

3. Discontinues or revises the payment within 30 days of the date the agency obtains facts which establish ineligibility or decreased need for assistance.

2240. Recommendations

2241. The applicant as the primary source of information

By using the applicant as the primary source of information in determining eligibility as described in IV–2232, payments can be made promptly with no sacrifice of essential legal or administrative responsibility and without loss of Federal financial participation in initial payments. States are urged to simplify the initial exploration of eligibility in order not only to complete that part of the application process promptly but also to take advantage of increased assurance of Federal financial participation in initial payments.

Successful practical application of a policy providing for the use of the applicant as the primary source of information in determining eligibility, is dependent upon identifying the conditions of eligibility and indicating the kinds and sources of factual information which are acceptable to support a claim to eligibility. Successful application of such a policy is also dependent upon clarification by the agency for the worker and the applicant of the responsibility of each in obtaining factual information to support the applicant's eligibility.

The use of the applicant as the primary source of information in determining eligibility means that the exploration of the facts concerning eligibility is a joint responsibility of the applicant and the worker, and that, in general, a determina-

tion of eligibility can be made by the agency on the basis of facts supplied by the applicant. In other words, within the structure of agency policy and procedure, the worker informs the applicant of the conditions of eligibility which must be met and of factual information which is necessary to establish each condition. The applicant and the worker discuss such information as the applicant has at hand, and determine for what conditions of eligibility information is not in the applicant's possession. In the course of this discussion, agreement is reached as to what additional information must be secured from readily available sources, and who will obtain this additional information—the applicant, or the worker at the applicant's request.

An agency that desires to determine eligibility by using the applicant as the primary source of information to the fullest extent will include in its suggested sources of acceptable information, pertinent and consistent details presented orally by the applicant concerning his current circumstances or his personal and family history which, when related to other known facts and combined with the observations of the worker, substantiate the applicant's assertions concerning specific conditions of eligibility.

If an applicant is unprepared, physically or otherwise, to present information to support his eligibility, kinds and sources of information may be selected from the agency's suggested listing of acceptable factual information, using those which can readily be obtained.

The worker takes no step in the exploration of eligibility to which the applicant does not agree. If, however, as is true in some cases, the information which an applicant is prepared to present is incomplete, inconsistent, or indeterminate, the agency will need to inform the applicant that additional information is required. Usually, in such instances, agreement can be reached between the applicant and the worker as to the sources of additional information that will be used. In a few instances, however, the issue may be such that the applicant must decide between giving permission to the agency to seek essential information or dropping his application. To the extent possible in such circumstances the agency should use sources of information preferred by the applicant.

In indicating the factual information which is acceptable, States will wish to include kinds which are frequently in the possession of applicants or readily obtainable and sources which have been discovered or used by the agency in previous experience. A listing of acceptable kinds and sources of information will have greatest value if it serves the dual purpose of suggesting a variety of sources to the staff while at the same time stimulating the resourcefulness of staff in using other similar but less commonly found sources.

Further, it is recommended that, in preparing standards and procedures for determining eligibility in accordance with a plan for using the applicant as the primary source of information, the agencies avoid any of the following: unproductive routine visits to the home, relatives, or references; routine checking of public records, routine form letters or correspondence with employers, relatives, insurance companies, banks, and other sources of information; listing as preferred evidence legal, official, or formal documents and affidavits to be secured whether or not other acceptable factual information is at hand or more readily available; requiring the applicant to sign a statement giving blanket permission to the agency to investigate any or all of his affairs which bear on his eligibility; and placing more responsibility for establishing eligibility upon the applicant than he is physically or mentally able to assume.

Public assistance agencies have a twofold responsibility in providing assistance on a continuing basis. The recipient should be able to review his needs with the agency with sufficient frequency to assure that such assistance and other services as are made available to him are related to his current circumstances; and the agency must be assured that continuing eligibility for payment has been determined. Some recipients need more frequent opportunities for discussing their circumstances with the agency than others because of personal, economic, or social conditions. The nature and frequency of the agency's interviews with or in behalf of the recipient are determined by the special needs and circumstances of the individual or family concerned, by the availability of agency services to meet these needs, and by administrative factors present in the agency situation.

JULY 1, 1966.

Hon. JOHN W. GARDNER,
Secretary,
Department of Health, Education, and Welfare,
Washington, D.C.

DEAR MR. SECRETARY: I thank you for your having taken the time to visit my office for a discussion of the new welfare regulations.

In compliance with your request, I am enclosing the following:

1. A special report to me, as Chairman of the Senate Subcommittee on Appropriations for the District of Columbia, from the Comptroller General.
2. A report to the Senate and House Chairman of the Appropriations Subcommittees on the District of Columbia.
3. Questions submitted to me, at my request, by Mr. Donald D. Brewer, Director, District of Columbia Department of Public Welfare.

With warm personal regards.

Sincerely yours,

ROBERT C. BYRD,
U.S. Senator.

JUNE 30, 1966.

Hon. JOHN W. GARDNER,
Secretary,
Department of Health, Education, and Welfare,
Washington, D. C.

DEAR MR. SECRETARY: I am deeply concerned with Handbook Transmittal No. 77, dated March 18, 1966, issued by the Welfare Administration, Department of Health, Education, and Welfare, to State Agencies Administering Approved Public Assistance Plans, Subject: Methods for Determination of Eligibility. The plan amendments included therein are to be submitted to the appropriate regional office as early as possible, but not later than April 1, 1967, according to Handbook Transmittal No. 77, and the effective date is July 1, 1967.

Item 4, page 2, states that "IV–2220, items 5a and 5c, make *mandatory* . . . relying on the individual as the primary source of information (about their eligibility)."

The Welfare Administration is refusing to face realities.

The Comptroller General of the United States, on July 26, 1962, stated, after a careful investigation of the Aid to Dependent Children Public Assistance cases in the District of Columbia, that "Reliance cannot be placed on the caretaker-relatives (parents or other relatives of specified relationship) to inform the Public Assistance Division of the actual conditions or circumstances which have a bearing on the recipients' eligibility for financial assistance."

The Comptroller General, on July 30, 1962, stated, in a special report on the same investigation, that "The investigation definitely disclosed that reliance cannot be placed on the ADC mothers to reveal the actual conditions or circumstances which have a bearing on the recipients' eligibility for financial assistance."

Mr. Scholz, Chief of Public Assistance at the time, stated in the Senate Appropriations Subcommittee hearings for the District of Columbia 1963 budget, that "We tried to create a public image that the social worker is not a snoop who looks under the bed and in the closet, but is, as one well known training film put it, a friend at the door. And, as a result, a relationship has been built up which is not realistic, where the social worker, as the Social Security (Welfare) Administration puts it, uses the clients, the applicant, as the primary source of information. And we find this information is not reliable." (Page 1639)

I feel that the ambiguous terminology used in these HEW provisions is such that the door is opened for a wide variety of interpretations, making for a capricious application depending on individual reading. It is also clear that some of the provisions may sound impressive but that they will actually lead to the disbursing of public moneys to persons not entitled to them, while others who may be far more needy will have to go without support.

To demonstrate: Section 2230, item 5a, states that "Reliance on applicants and recipients as the primary source of information will enable the agency to determine initial or continuing eligibility in a large percentage of cases on the basis of information provided by the individual, supplemented if necessary by information from public records." Public records have been established as the basis for any number of fiscal and other procedures in this country, and their use is considered to be consistent with the citizen's constitutional rights. Why, then, is the use of public records considered only as a, more or less, last resort in the

case of welfare recipients? Are their constitutional rights different from those of other citizens? Should not they be treated the same way as other citizens?

Section 2220, item 5c reads "Verification of conditions of eligibility will be limited to what is reasonably necessary to assure that expenditures under the program will be legal."

Just what is "reasonably necessary"? Does this mean that, if the dispensing agency or worker is 25 percent convinced the expenditure will be legal, this is sufficient? Or does the agency or worker have to be 50 percent convinced the expenditure will be legal? Or 75, 80, or 95 percent? It would appear to me that there can be no question an expenditure is either legal or illegal. There just can be no no-man's-land. Verification of conditions of eligibility must be conducted to the point *necessary*—and not "reasonably necessary," or any other vague description—or else the entire program is a give-away of public funds without evidence of need or title to anyone wishing to avail himself of free handouts, to anyone more able to paint a convincing story in interviews with agency and social worker. Without a doubt, under this proposed system, the convincing talker will receive a bigger share of welfare moneys than the quiet person not as well able to describe his situation of need.

Another paragraph in the proposed provisions, Section 2230, item 1, states that, ". . . States must especially guard against violations in such areas as entering a home by force, or without permission, or under false pretenses, making home visits outside of working hours, and particularly making such visits during sleeping hours; and searching in the home, for example, in rooms, closets, drawers, or papers, to seek clues to possible deception."

This paragraph is particularly poorly designed combining, as it does, acts which no welfare department should permit, such as "entering a home by force," with other features which welfare departments should allow and which are necessary such as making home visits outside of working hours.

Again, in this paragraph, we find vague, ambiguous terminology—whose working hours, the welfare recipient's, or the agency's, or the social worker's? Whose "sleeping hours," the client's, or the social worker's? What are the working hours or the sleeping hour's referred to? People are known to have varying living habits. Does this mean a client may, perhaps, be visited only between 10 a.m. and 12 noon, not visited during possible afternoon nap hours, and then again during a couple of hours in the afternoon?

What is wrong with looking at the rooms and in the closets with permission of the client? Many violations of eligibility were found by the GAO in doing just that. It is unfortunate, but very true, that employed husbands and fathers were found to be hiding in bedrooms and closets. Hiding, I might say, to conceal the fact that they were not absent or had not deserted as claimed by their wives in deceiving the Welfare Department to receive public assistance.

Again, let us not forget that we are dealing with expenditures of public funds collected from the citizens of the United States through taxes and that these funds must be administered carefully and with the interest of all citizens in mind. All due precaution must, therefore, be taken that only those truly in need receive these payments. We must make certain that the needy are protected from infringement by the dishonest and the indolent who would rob them of their subsistence.

Every taxpayer of the United States must be prepared to furnish proof that the information furnished in his tax return is correct and properly substantiated. Social Security funds and Veterans Administration funds are dispensed only if the recipient's title to such funds has been properly established. Should the same principles not also govern the expenditures of funds to welfare recipients?

Public welfare applicants and recipients do not have established records such as Social Security or Veterans Administration claimants have. It is, therefore, necessary for the Welfare Department to establish the necessary proofs of eligibility for each of its claimants. Redetermination of eligibility must be made periodically at intervals no longer than three months in AFDC–UP, six months in other AFDC cases, and 12 months in the other categories. HEW recognizes the possibility of frequent changes or it would not require such periodic redeterminations of eligibility. On the other hand, it ties the hands of the state agencies trying to assure the legality of expenditures.

For example, Section 2230, item 5c, states "Reliance on the applicant (and public records) as the primary source of information will ordinarily make it unnecessary to consult other sources of information. The agency should take no steps in the exploration of eligibility to which the applicant does not agree, including contact with collateral sources. When information is sought from collateral sources, there should be clear interpretation of what information is desired, why

it is needed, and how it will be used. Agencies should not rely on a 'blanket' consent for outside contacts, but should obtain specific consent for each contact, whether with social agencies, doctors, hospitals, and similar resources, or with relatives or other individuals.

"The consent should cover the purpose of the contact as well as the individual or agency to be consulted."

It will be impossible for a public agency to conduct the investigations necessary to assure that expenditures under the program will be legal if the agency cannot make collateral visits and contacts without specific consent for each and every visit and contact. For example, under this provision it would be impossible for the agency to check on a complaint that the recipient has concealed her employment, or that he or she is operating a rooming house if the recipient said he or she would not give permission. How could the recipient be prosecuted for fraud if the agency cannot check on the employment? Why should not the applicant or recipient give a "blanket" consent for outside contacts? What could possibly happen if the applicant or recipient is telling the truth? A "blanket" consent can always be withdrawn. However, such "blanket" consent would permit the agency to prove fraud or misrepresentation or overpayment during the time the recipient was receiving public assistance.

Those who administer the programs must assure that people in need—the aged, the sick, the disabled, the deserted children—receive the moneys when they are eligible. But, they must also, with the same vigor and zeal, insure that the ineligibles, the cheaters, the freeloaders, the dishonest, and the indolent are kept from the rolls or removed from the rolls when found. The Administration must always vigorously press that public moneys are not wasted. This should always be our goal, but it is even more important now in view of current world involvements of the United States.

I urge that the ambiguous terminology used in Handbook Transmittal No. 77, dated March 18, 1966, be amended or clarified in the following respects: (1) that verification of conditions of eligibility to the point necessary be permitted; (2) that the restriction "outside of working hours" be removed or at least clarified to permit home visits to continue as at present; (3) that continued inspections in the home, for example, in rooms, closets, etc., to seek clues to possible deception be allowed with permission of the client; (4) that the provision against "blanket" consent be withdrawn, and that the agency be permitted to make collateral visits and contacts without special consent for each and every visit and contact; and (5) that reliance on the individual as a primary source of information concerning eligibility not be *mandatory*.

Ths foregoing are the more flagrant among the ambiguities and excessive restrictions, and my enumeration of them is not to imply that they are exclusive of others.

Sincerely yours,

ROBERT C. BYRD,
U.S. Senator.

THE SECRETARY OF HEALTH, EDUCATION, AND WELFARE,
Washington.

Hon. ROBERT C. BYRD,
U.S. Senate, Washington, D.C.

DEAR SENATOR BYRD: This is in reply to your letter of June 30, 1966, regarding Public Assistance Handbook Transmittal No. 77 dated March 18, 1966. I had delayed responding to your letter until I could thoroughly review the Handbook Transmittal. I have also reviewed the materials you included in the *Congressional Record* of October 21, 1966. I would like to make some general comments before discussing the specific suggestions in your letter.

Your other Handbook material, the statement about methods for determination of eligibility in public assistance programs under the Social Security Act, is applicable nationwide and has been written accordingly. Of necessity, it sets forth general principles which each State must apply. It is directed to all of the 54 jurisdictions with approved public assistance plans; to the programs for the aged, the blind and the disabled, as well as the programs for needy families with children; and to both the money payment and medical care aspects of all these programs.

Methods for the determination of eligibility similar to those contained in Handbook Transmittal No. 77 are already in use in many States. In the great majority of public assistance cases in this country, eligibility is determined

and undetermined on the basis of information furnished by, or obtained with the consent of, the applicant or recipient. Reliance on the individual to give information about himself—even when disadvantageous—is a very familiar method of doing our public business, and without it the public assistance programs—as well as the Federal, State and local tax programs, among others could not operate. The process of determining eligibility is the first step in a relationship between agency employees and applicants whereby help may be given to employable adults toward achieving self-support, to children, toward strengthening family life and breaking the poverty cycle, and to the severely disabled and aged individuals, toward self-care and the ability to function independently.

Safeguards Against Improper Payments. The policy transmitted by Handbook Transmittal No. 77 must be read in relation to other policies. As an example, there is a policy (in Handbook II–6000) setting up the system for Quality Control under which procedures for review of case actions have proved to be an effective means of testing and improving methods of determining eligibility. For instance, comparable nationwide data regarding the Quality Control sample of the 1963 AFDC eligibility review and the AFDC Quality Control findings for fiscal year 1965 showed a drop in percentage of ineligibility from 4.3 to 2.5 percent.

There is also a separate policy on fraud (Handbook IV–2600, issued first in December, 1961). As indicated by the cross-reference in IV–2230, item 5a to the Handbook material on fraud, *no change is intended in the existing Federal or State policies regarding fraud and fraud investigations.* Every jurisdiction has well-established procedures for dealing with fraud, and it has been found that only a very small percentage of individuals receive assistance fraudulently. No method of determining eligibility can insure against all cases of fraud or incorrect determination of eligibility. The goal of this Department is to keep the percentage at its most minimal levels and at the same time to have programs that will best help the overwhelming majority of eligible individuals.

Several developments in recent years contribute to improvement of the process of determining eligibility for public assistance. Under the Public Welfare Amendments of 1962 and implementing policies, the caseloads of social workers and the number of case workers per supervisor have been reduced in many States, making possible more thorough and helpful attention to each case. Qualifications of staff have been raised and staff development activities have been expanded.

Handbook Transmittal No. 77 does not imply that a person is entitled to public assistance if he is not eligible. Anyone who applies has a responsibility to furnish or give access to the information necessary for determining his eligibility, both initially and on a continuing basis. I fully recognize the responsibility of this Department, working in cooperation with the State agencies, to guard against the furnishing of assistance to ineligible individuals. Handbook Transmittal No. 77 rests on the premise that these responsibilities can be discharged successfully, with applicants for assistance being treated as we would wish to be treated. At the same time, the policy makes ample provision for taking the steps necessary to assure that program expenditures are in accordance with Federal and State law.

I shall respond here to the specific five points raised in your letter of June 30:

(*1*) *That verification of conditions of eligibility to the point necessary be permitted*

Under Handbook IV–2220, item 3, the State plan must

"Provide that each decision that an applicant for or recipient of assistance or other services is eligible or ineligible will be supported by information in the case record that shows either that all eligibility requirements of the State plan are met or that one or more such requirements is not met."

The interpretive statement in IV–2230, item 3, explains that each decision must be based on facts—statements about eligibility requirements that have been substantiated by observation, or written records, or other appropriate means—and must be reflected in case records that will provide a valid basis for accounting or expenditures of public funds.

The provision in IV–2220, item 5c, on verification of eligibility must be read in this context. The worker is expected to obtain such information, verifications, or other documentary evidence as is needed to determine eligibility. In a large percentage of cases, this can be done on the basis of information provided by the individual along with papers he has in his possession or can obtain, supplemented by public records as needed, or through the use of collateral sources whom the individual is willing to have contacted. IV–2230, item 5a, seeks to make clear that public records may be consulted without requesting or receiving the individual's consent. Records of a public agency would be considered public records.

The individual making a determination of eligibility must be completely satisfied that the conditions of eligibility under the State plan are met. IV–2230, item 5c, provides for exceptions to the general practice of reliance on the individual as the primary source of information. Agency actions may be contrary to the practices set forth in the first three paragraphs of IV–2230, item 5c, if such actions are taken only in specific situations where there is a special need to use other procedures.

(2) *That the restriction "outside of working hours" be removed or at least clarified to permit home visits to continue as at present*

(3) *That continued inspections in the home, for example, in rooms, closets, etc., to seek clues to possible deception be allowed with permission of the client*

It is stated in IV–2230, item 1, that States must especially guard against violations in such areas as entering a home by force, or without permission, or under false pretenses, making home visits outside of working hours, and particularly making such visits during sleeping hours, and searching in the home, for example, in rooms, closets, drawers, or papers, to seek clues to possible deception. We are dealing here with very complex and sensitive legal issues affecting intensely personal rights. It is true that some of the methods in question involve consent of the householders while others do not, but the simple presence or absence of words of permission does not dispose of all the issues, either as a matter of law or as a matter of propriety. Courts have frequently refused to give effect to consent where surrounding circumstances indicate that choice was not free, and one cannot close one's eyes to the heavy economic pressures inherent in public assistance investigations. The Handbook suggests a test of reasonableness; it cannot and does not purport to answer all the questions, but rather places responsibility on the State agencies to be alert in avoiding violation of legal rights or of common decencies. Less than this we think incompatible with our own responsibility for proper administration. While the Handbook does not attempt to define exactly the practices which constitute violations and those which do not, entering a home by force, or without permission, or under false pretenses, or making visits during night-time sleeping hours would not be acceptable.

With respect to visits, it is anticipated that most visits to individuals will be made during usual hours when the business of the agency or community is normally conducted. This need not preclude visits at other hours, such as early evening hours when people are still generally moving about in the neighborhood, if the need of the individual requires such a contact in relation to services of the agency, or if the agency cannot otherwise see the applicant or recipient. Visits to verify eligibility, even during early evening hours, and inspections, albeit with the permission of the client, must be limited to situations where there is reason for suspicion of ineligibility, on the basis of a complaint or other specific evidence early set forth in the case record.

(4) *That the provisions against "blanket" consent be withdrawn, and that the agency be permitted to make collateral visits and contacts without special consent for each and every visit and contact*

(5) *That reliance on the individual as a primary source of information concerning eligibility not be mandatory*

The provisions regarding consent to outside contacts are directed toward clear recognition of the rights and obligations of the agency and the rights and obligations of the applicant for or recipient of public assistance. Discussion with the client about contacts the worker thinks of making is economical of agency time and effort. It often results in the client providing or obtaining the necessary information or verification. The process also helps interpret to applicants and recipients the requirements for eligibility and how they can be established. This enables them to assume the responsibility they have for informing the agency, between its regular periodic determination of eligibility, about changes in their situation that may affect their eligibility.

Requiring specific consent for outside contacts also makes it clear that an applicant for or recipient of public assistance retains the right to make decisions that affect him. Contacts with outside sources may result in unnecessary disclosures of information about the client that will cause him harm or injustice or embarrassment. Hence, the individual should be consulted on the outside sources to be contacted when he cannot provide needed information and it is not available from public records. The consent may be given for specific persons, agencies, or places or in general, for a class such as employers, banks, etc., and he may give

or withhold consent for such outside contacts, but IV–2230, item 5a (p. 5), calls attention specifically to the responsibilities of the applicant or recipient, and makes very clear that in certain situations, "If the individual is unwilling to have the agency seek verifying information, the agency may not be able to determine eligibility and thus have no recourse but to deny or terminate assistance."

As already discussed, IV–2230, item 5c (p. 7), provides for exceptions to the general practice of reliance on the individual as the primary source of information, and allows the use of other procedures in specific situations where there is special need to use them. The examples given on page 5, second full paragraph, second sentence, of your letter relating to checking on complaints might well be such special situations.

With your letter of July 1, 1966, you forwarded a number of questions submitted by Mr. Donald D. Brewer, Director, District of Columbia Department of Public Welfare. I am enclosing a copy of the reply of Mr. Fred H. Steininger, Director of the Bureau of Family Services, to Mr. Brewer.

In replying to your letter I have also read the statement on page 66 in the Senate Appropriations Committee Report of September 22, 1966, on the Department's Appropriations. I am keenly aware of the importance of State and local welfare agencies making sure that ineligible persons do not receive public assistance. Handbook Transmittal No. 77 seeks to achieve this purpose in ways that will also promote the dignity and self-esteem of those who are eligible. Each jurisdiction will, of course, consider and apply the new Handbook policies in the light of its own situation. The staff of the Bureau of Family Services will work closely with the States, upon request, to help those that need to make any changes to submit plan material that will meet the Handbook requirements and will be responsive to conditions in the particular State and to other policies under the State's programs. You may be sure that we will see to it that Handbook Transmittal No. 77 is administered in accordance with the clarifications outlined in this letter.

Sincerely,

———— ————,

Secretary.

SUSPENSION OF CURRENT STATE PLANS

Senator BYRD. My first question follows.

Is there any evidence that current State plans—now I prepared these questions in June of this year, so when I use the word "current" in this question, I refer to those State plans as they existed prior to the date of July 1, when transmittal No. 77 was to have become effective.

Was there any evidence that current State plans or the State plans that were superseded by Handbook Transmittal No. 77 contained policies and procedures for determination of eligibility inconsistent with the constitutional rights of applicants and recipients?

Mr. STEININGER. To the best of my knowledge, the answer would be "No." More specifically we are here referring, Senator, to the State plans that had been submitted.

Senator BYRD. Yes.

Mr. STEININGER. And the reason I say that is because there could be a difference between what a State would be doing in terms of submitting a State plan and the actual practice.

CONSTITUTIONALITY OF POLICIES

Senator BYRD. Well, let's go to the question. Was there any evidence that State plans contained policies and procedures for determination of eligibility inconsistent with the constitutional rights of applicants and recipients? I am talking about the State plans that were in effect prior to the effective date of July 1, 1967.

Mr. STEININGER. I guess I will again have to answer to the best of my knowledge, no. At least none were called to my attention.

Senator BYRD. Well, the reason why I raise this question is because Handbook Transmittal No. 77 carries the language, and I repeat it, that transmittal No. 77 "differs from current handbook material primarily as follows: One, it poses a requirement that the State plan contain policies and procedures for determination of eligibility that are consistent with the objectives of the program and the constitutional and statutory rights of applicants and recipients, * * *". I just wondered, Mr. Steininger, why that language was used, if indeed the State plans then existent did not contain policies and procedures for determination of eligibility inconsistent with the constitutional rights of applicants and recipients?

Mr. STEININGER. Well, because while State plans may not specifically have had any material within them, that would violate constitutional rights, they were not explicit in actually emphasizing that they should not violate constitutional rights.

Senator BYRD. Well, wasn't that assumed?

Mr. STEININGER. Well, I think it had been assumed before that, Senator.

Senator BYRD. There must have been some basis for your specifying that in the new plan.

Mr. STEININGER. Yes.

Senator BYRD. What was the basis?

Mr. STEININGER. The basis was because in actual practice there were activities being conducted such as that in Alameda County, Calif., where the State, I mean where the local welfare director had issued a directive that as of this moment in time all caseworkers would have to make—they classified them as "midnight raids." That they would make investigation of all AFDC homes indiscriminately at late hours or early morning. And these kinds of activities had been going on in various parts of the country.

They prompted the Bureau to want to spell out more clearly that States in their plans should indicate that they would not be conducting this kind of activity which was assumed to be a violation of people's constitutional rights, going into homes without warning and without any advance notice, et cetera.

Senator BYRD. Well, now, at that point why weren't you specific? If you sought to clarify the situation, why weren't you specific? That is the thing troubling the District of Columbia Welfare Department. You indeed were not specific. You should have made specific reference to going into homes without warning. The District of Columbia investigators do not go into homes without warning. Why weren't you specific?

Mr. STEININGER. I thought we were.

Senator BYRD. Why were you not specific with regard to midnight raids? Everybody could understand that language. But when your language is ambiguous——

Mr. STEININGER. I see your point.

Senator BYRD (continuing). When it says that Handbook No. 77 differs from current handbook material primarily as follows:

1. It imposes a requirement that state plans contain policies and procedures for determination of eligibility that are consistent with the objectives of the program, and the constitutional and statutory rights of the applicants and recipients.

Now, it takes a Philadelphia lawyer to know what that means. That does not clarify anything. There can certainly be no objection to the specific situations to which you have just alluded.

VIOLATION OF CONSTITUTIONAL RIGHTS

Now, my next question, what constitutional rights were being violated under the State plans that were superseded by the transmital No. 77?

Mr. STEININGER. Again, no State plans contained anything, Senator, as I mentioned earlier that one could say violated the constitutional rights of applicants or recipients.

Senator BYRD. All right. Then why do you have that language in the transmittal. Why not talk about policies or procedures? Why not talk about procedures in certain State plans——

Mr. STEININGER. And practices.

Senator BYRD. And practices. And then be specific. Give some examples so that people know what you mean. But when you talk about State plans—you are not talking about procedures. You were talking about plans. Then the District of Columbia Welfare Department, the West Virginia Welfare Department, the California Welfare Department, are in a confused and uncertain situation insofar as understanding what is meant. Then you were talking about certain procedures that had been followed, not as a general rule but in exceptional situations. You were not talking about State plans, were you?

Mr. STEININGER. That is correct, Senator.

Senator BYRD. Now, my next question got to this very point. You have clarified the first question by saying State plans in existence at the time did not or were not inconsistent with the constitutional rights of applicants and recipients.

Question No. 2. Were the then existing State procedures for determination of eligibility inconsistent with statutory rights of applicants and recipients?

Mr. STEININGER. Well——

Senator BYRD. You have just indicated that.

Mr. STEININGER. The only way I can answer this is that when one is talking about constitutional rights, I suppose ultimately the only person who can really answer that question would be the court.

Senator BYRD. Right. I get right back to the language that was used by your department. It used the language, "constitutional and statutory rights." This is one of the criticisms I have and that others must have had with regard to your transmittal language. It uses phraseology that puts the determination of the matter on the courts, and yet we expect the welfare workers and investigators to know what is meant. So you spoke just a moment ago of certain situations which had developed?

Mr. STEININGER. Yes.

Senator BYRD. And to which you were alluding. Perhaps you would like to expand on this. I will ask the question again. Were there State procedures, aside from plans, in existence at the time, that gave rise to the language in transmittal 77 I have just quoted, for the determination of eligibility which were inconsistent with the statutory rights of applicants and recipients?

Mr. STEININGER. Well, I guess I would have to answer that ultimately the decision would be made by a court as to whether or not the constitutional rights had been violated. If we go back, and I do not have all my notes, Senator, at the time this policy was developed. We had practices which were being conducted by welfare departments which we questioned. I mentioned Alameda County. There was Detroit, Mich. I think you may recall that from the newspaper articles, actually there (Detroit) the judge did rule that the welfare department was not to continue this type of activity.

Senator BYRD. What type of activity was it?

MIDNIGHT RAIDS

Mr. STEININGER. This was making these midnight raids. This particularly is where the activity was centered and where most people were reacting and in terms of bringing criticism upon our department, that we were not spelling out to the States that this kind of practice was not—well, the term we used, it was really not constitutional. But I suppose one saying strictly speaking one person like myself of an agency cannot declare what is or is not constitutional because this is really a decision of the court. Maybe our counsel may want to make an additional comment on this. But there were practices, Senator, which gave us concern; which we felt, let me put it this way, violated the constitutional rights and dignity of people.

Senator BYRD. Of course. When you address your remarks to midnight raids, to going into homes without warning, I do not think that there would be any question as to the infringement of constituional rights of individuals in situations like that. At least they would be highly questionable practices, and if the transmittal had been specific as to the wrongs to which it was being addressed, this problem would not have arisen. But the language "consitutional and statutory rights of applicants and recipients" is language which is difficult for the layman, difficult for the social worker, difficult for the investigator and difficult for the lawyer to interpret.

Mr. COHEN. I wonder if it would be helpful, Senator, to point out that, as you know, the Federal agency looks to the State welfare agency in each case to be responsible for the administration of the program, and if a locality does something that is unacceptable, then we have to look to the State agency to correct it, and if there is nothing in the State plan at all and the locality carries on one of these unacceptable practices, the State agency perhaps objects and the locality says, "Well, there is nothing in the State plant that prohibits this."

So therefore under this whole plan procedure, what we ask of the States is a commitment that you will in your supervision of the administration of this program see to it that one of your rules is that in the course of investigating and otherwise determining eligiblity there will be no violations of constitutional or statutory rights.

Senator BYRD. Well, who knows what the constitutional and statutory rights are? There are persons in the District of Columbia who are maintaining that it is an infringement on their constitutional rights for an investigator to come to their house. There are people who are maintaining that welfare payments are a matter of legal right.

SINGLE REQUIREMENT APPLICABLE TO ALL STATES

Mr. COHEN. This is a problem but part of the problem from the Federal point of view is that we have to write a single requirement that will be applicable to all the States and we do not know what all the State statutes are and therefore have great difficulty in being specific enough to have a requirement that can be tailored State by State. So that almost by necessity Federal requirements have to be somewhat general.

VIOLATION OF STATUTORY RIGHTS

Senator BYRD. I understand that. But your requirements have not invariably been that general as I will demonstrate a little later.

Now, with regard to "State procedures for determination of eligibility," that are consistent with * * * "the statutory rights of applicants and recipients * * *."

What statutory rights were involved?

Mr. STEININGER. In existence, Senator, at the time we wrote the policy, I would have to go back and check the records at the office. At this moment I cannot recall whether there were any State statutes which were being violated. I mean, let me say, were in conflict with our policy.

Senator BYRD. All right. Would you supply the answer for the record?

Mr. STEININGER. Yes.

Senator BYRD. Because there must have been some statutory rights—these may have been State statutes or they may have been Federal statutes—there must have been some statutory rights that were being infringed upon to give rise to this language in Handbook Transmittal No. 77. Do you have the handbook transmittal in front of you?

Mr. STEININGER. I have the folder here.

(The information follows:)

DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE,
SOCIAL AND REHABILITATION SERVICE,
Washington, D.C., August 30, 1967.

Mr. HAROLD E. MERRICK,
Appropriations Committee,
Capitol Building,
Washington, D.C.

DEAR MR. MERRICK: The attached material is being presented in response to the request by Senator Robert C. Byrd on August 19, 1967, for further information for the record of the Senate Appropriations Committee.

Since there would be considerable overlap in inserting comments at each point in the record where information was requested, this material has been prepared to be incorporated in the record as a total statement.

Sincerely,

FRED H. STEININGAR,
Acting Deputy Commissioner,
Assistance Payments Administration.

Until the issuance of Handbook No. 77, Federal policy did not require States to submit plan material about the methods to be used in determination of eligibility. (See Handbook of Public Assistance IV–2231, dated 7/31/63). The Federal policy contained a number of recommendations about methods for determination of eligibility but these were not mandatory. (See IV–2241 dated 7/31/63).

At the time the policy contained in H.T. No. 77 was issued, as far as was known, the existing State plan provisions, to the extent that they dealt with this subject,

were not in violation of State statutes. It was known, however, that under the public assistance programs undesirable practices which were not specifically prohibited by the State plans were being followed in localities in some States. The lack of specificity in the State plans was a deterrent to corrective action on the part of the Federal agency and a deterrent to State agencies in correcting practices in certain local agencies.

A leading example of undesirable practices that had developed in local agencies in several States were the so called "midnight raids", which violated the rights of individuals in several respects.

In Alameda County, California, the county welfare department instructed its staff to make unannounced visits in the early morning hours to the homes of a random sample of AFDC recipients for the purpose of determining whether or not "unauthorized males" were in the home. One staff member refused to participate in these visits, was dismissed from employment, and appealed to the courts. The initial court decision sustained the dismissal, but the California Supreme Court on March 27, 1967, reversed the lower court and held that such an indiscriminate raid, without any evidence of violation of law, was in contravention of the 4th Amendment of the U.S. Constitution relating to searches and seizures. The Court held that the fact that the recipients, whose homes were entered, had admitted the searchers did not constitute a waiver of their rights under the 4th Amendment.

It said "The request for entry by persons whom the beneficiaries knew to possess virtually unlimited power over their very livelihood posed a threat which was . . . certain, immediate and substantial." (Parrish v. Civil Service Commission of the County of Alameda, 35 U.S.L.W. 2583, California Supreme Court, March 27, 1967). In the meantime, the State Department of Social Welfare issued a circular letter (No. 1354 dated May 7, 1963) to local agencies that administer the public assistance programs under State supervision, specifically stating that "Mass random, indiscriminate or dragnet home visits conducted outside of normal working hours should not be used." This was not completely effective, for in July 1965, the Bureau of Family Services found, in an administrative review in Alameda County, that the local agency's procedures, including searching the home, were not conducted in accordance with the State department's instructions in Bulletin No. 624.

In Detroit, Michigan, the Office of the Corporation Counsel, on April 3, 1964, held that "the unannounced visits by the welfare investigators without warrants at unusual hours of the night does infringe upon the recipients constitutional rights of privacy and against unreasonable searches."

In New York City, according to an article in Time magazine, July 31, 1964, investigators conducted early morning visits and it was reported that investigators entered a woman's flat at 5 a.m. "like gang-busters."

In Minnesota the practices in local agencies resulted in the State welfare board at its meeting in April 1963, directing the department to "prepare amendments to existing regulations which will outlaw mass random, indiscriminate home visits, searches by welfare department staff, and home visits at unreasonable hours."

Other undesirable practices were the use of police and police methods in determining eligibility, which have been documented in several States.

An example of this is found in the Newburgh, New York "incident" in 1961. A directive was issued by the city to withhold assistance checks until recipients reported at police headquarters for a further check on their eligibility, supplementing the agency's determinations of eligibility.

The city Attorney in Richmond, Virginia, in September 1962, advised the welfare department and the police department "to discontinue the practice of using police officers in the special investigative process."

A Federal review in Delaware in 1962, showed the use of police in eligibility determination. A similar review in Connecticut in June 1966, quoted the following from a case report:

"On June 10, 1966, members of the State Investigating Unit along with members from local police, made an unannounced early morning visit to Miss B's apartment."

The use of police and police methods recently by the agency in Springfield, Massachusetts, has been of considerable concern to both the Federal agency and the Massachusetts State agency. Police and detectives had been used to interview applicants and recipients of public assistance.

In California the use of polygraph tests gave rise to a court proceeding in Contra Costa v. Social Welfare Board, 229, Cal. App. 2d 762 (1st Dist., 1964).

Lie detector tests in determining eligibility were also used in Madison, Wisconsin, until recently in certain types of cases, a practice that was discontinued after issuance of H.T. No. 77.

Such methods of determination of eligibility as mentioned above, not only raised question because they violated individual rights and were demeaning, and thus should be prohibited, but they also pointed to the need of setting forth in the plan acceptable methods for determination of eligibility. Accordingly, the Handbook emphasized reliance on the individual and on documents and other information which he could supply or which could be obtained through his voluntary consent. This approach also avoided the use of methods which were wasteful in administrative costs and use of staff time.

An "investigation" was conducted in Illinois of the eligibility of a mother whose support from a son was discontinued after he married and left the mother's home. A federal reviewer learned that the welfare investigator talked to every other resident in the apartment building where the applicant lived and insisted that each show his Social Security card. He visited and searched every room in the son's home, interviewed the son's wife's parents, interviewed the son at his place of employment and while he was on the job, went to the High School, had the applicant's daughter taken out of the classroom for an interview, and talked to her teachers and principal, with the result that the child refused to return to school for several days.

In another case reviewed in Illinois, the Federal report showed that the agency investigator had visited a recipient every day for two weeks "staying several hours at a time." The report contains information that the welfare representative searched her home, called on the landlord and his wife, the grocer and other neighbors asking many questions about the recipient. Neighbors and the grocer expressed resentment at the methods used by the agency.

Unnecessary steps to determine eligibility were taken in other communities when the individual himself could have, if given an opportunity, produced evidence and records in his possession about his circumstances. In several States "blanket consents" which applicants were required to sign, permitted the agency to make all contacts they wished without specific consent by the individuals for particular contacts. As a result, in addition to indiscriminate and unnecessary checking which was frequently done by the agency, the recipient was not fully informed of what was needed to determine eligibility so he could supply information and records which he had or could obtain, and thus carry out his responsibility to assist in the determination of his initial and continuing eligibility.

An administrative report "Summary of Findings and Progress Reports from Bureau Reviews of Eligibility Determination in the Continental United States 1952–1958," Vol. I (November 1959) contains under the heading "Administrative Processes Reported to be Unnecessarily Complex, Cumbersome, Time-Consuming, or Highly Routinized":

"The following different types of administrative processes were identified in one or more States as being further illustrative of the kinds of problems that impede the sound determination of eligibility. The extent to which any one illustration may be typical of practice in any significant number of States is not known.

"Many proofs of age were required for the same individual. A practice in one large city was to require 'in every instance documentary proof of age from the Bureau of Vital Statistics, even when age was acceptably established in accord with the State plan'.

"A great deal of administrative time was used in obtaining sworn statements from relatives and in determining settlement and residence.

"Verifications of some resources were made by routine mailing of forms to relatives, banks, and employers.

"Routine check of public property records was made in individual cases, both at time of initial and of continuing eligibility review.

"There was excessive duplication in forms and between forms and the narrative. Information on health, for example, appeared in five places in the record; on property in four places.

"Redeterminations of eligibility followed an almost mechanical procedure . . . Recipients as individuals appeared to be lost in forms, requirements, and clerical details." (pp. 40–41)

In addition to the practices which were coming to attention through administrative channels, there were other expressions of public concern about the treat-

ment of individuals under the public assistance programs. Critical articles appeared in law reviews and other publications, the American Civil Liberties Union submitted a memorandum to the National Social Welfare Assembly regarding discriminatory treatment of welfare recipients in a number of places, and the National Association of Social Workers, published a leaflet in 1964 on "Midnight Raids."

Litigation in State and Federal Courts prior to (as well as since) the issuance of the revised Federal policy has brought certain questionable practices by welfare agencies before the courts.

Growing concern of the Congress with the rights of individuals and with the need to assist disadvantaged individuals in functioning successfully in our society was reflected in the passage of several landmark laws including the Public Welfare Amendments of 1962, the Economic Opportunity Act, and the Civil Rights Act of 1964. (Although Handbook Transmittal No. 77 refers to Title VI of the Civil Rights Act, the major plan material to implement that law is submitted separately by the States.)

As increasing knowledge became available about unsound practice in determination of eligibility it was evident that both the Federal and State agencies needed a firm basis in policy for dealing with practices that were generally considered to be undesirable and unacceptable in the administration of public assistance, while at the same time safeguarding the legality of public assistance expenditures. Handbook Transmittal No. 77 is directed to these purposes.

LANGUAGE OF TRANSMITTAL OF HANDBOOK

Senator BYRD. I think it would be helpful if you kept it in front of you. I have a lot of questions about this transmittal. And I had a meeting in my office which you attended—

Mr. STEININGER. Yes, sir.

Senator BYRD (continuing). And which was also attended by Mr. Gardner and others, and which did not result in much clarification. My letter to the Secretary did not even after a period of 6 months, elicit much clarification or new light on the subject. So I think it best that we try to get a clarification here. Ergo, we will just take this transmittal paragraph bit by bit and piece by piece and see if we can throw some light on the matter.

Now, I am going to reiterate the language of the transmittal. Handbook Transmittal No. 77—

differs from current handbook material primarily as follows: 1. It imposes a requirement that the state plan contain policies and procedures for determination of eligibility that are consistent with the objectives of the program and the constitutional and statutory rights of applicants and recipients, and that do not violate those rights, or the inividual's privacy or personal dignity or harass the individual.

IDENTIFICATION OF SPECIFIC POLICIES ASKED

For the record, identify the policies and the procedures for determination of eligibility which in the opinion of the Welfare Department were "inconsistent with the statutory rights of applicants and recipients."

Also supply for the record the policies and procedures for determination of eligibility which were in the then existing State plans and which in the opinion of the Department were inconsistent with the constitutional rights of applicants and recipients.

VIOLATION OF PRIVACY

Question No. 3: Keeping always in front of us the language in section 1, paragraph No. 1, to which I have already alluded, did the then existing State plans contain policies and procedures for determi-

nation of eligibility which violated individual privacy? Would you like to respond to that, Mr. Steininger?

Mr. STEININGER. Again I cannot answer that question at this point.

Senator BYRD. Well, we are not going to get anywhere in this hearing if we are just going to have to supply everything for the record. Do you know the answer?

Mr. COHEN. No, sir.

BASIS FOR LANGUAGE IN HANDBOOK TRANSMITTAL NO. 77

Senator BYRD. Well, there must have been some basis for the language in Handbook Transmittal No. 77.

Mr. STEININGER. Well, I go back again to answer this question, Senator, the same way I answered the earlier questions in terms of privacy, that the type of activity which was being conducted in Detroit, Alameda, these are the two I remember very specifically but there were others, Indianapolis, Ind., and I would have to go back to the office to list the various cities and places where this was happening, was also a violation of privacy of a person.

Senator BYRD. Yes. Or course it was. No question about those instances. But look at your language again.

Mr. COHEN. I don't think this was directed solely against any plans that violated these items. I think what this attempted to say in part was that it was felt very desirable administratively that the States should restate their rules for determining eligibility. This had been a matter that had not been given sufficient attention in the past, I believe it was felt, so that what this really asked, I believe, is that the States tell us exactly how they do look into eligibility and that really this statement that they should not violate various things or should be consistent with various things was more in the nature of a measure of acceptability of the new material. It did not say necessarily that what they had had in the past violated it but merely that a new statement was being requested and that this is part of the test of acceptability of it.

Senator BYRD. Well, that is all very well but when I asked for clarification during the meeting in my office and did not get it and when I wrote a letter and waited 6 months and still did not get a clarification and when the Welfare Department of the District of Columbia today does not know what you are talking about, then I think it is incumbent upon somebody in the Department to make clear what the Department has in mind. Who knows what "violate individual privacy" means? We just want to know what the Department is talking about.

VIOLATION OF PERSONAL DIGNITY

Now, again looking at the language in paragraph 1 of Transmittal 77, I address myself to this question. Did the State plans contain policies and procedures for determination of eligibility in violation of the "personal dignity" of applicants and recipients? This language was used in Transmittal 77. We are talking about State plans, policies, and procedures that violate "personal dignity" of individual applicants and recipients. Now, did those plans contain policies and procedures which violated "personal dignity"? If so, please explain.

Mr. STEININGER. Well, again, the answer is "No," as far as I under-

stand, in terms of State plans. Again, Senator, it goes back to practice and reported to us, and in terms of observations that were made, that many people on public assistance in various places were—did have their personal dignity violated by being called racial names, for example.

Senator BYRD. Now, let's be specific for the record.

Mr. STEININGER. All right. "Well, nigger, don't expect that."

Senator BYRD. Now, where was that said?

Mr. STEININGER. In some of the—well, specifically, in some of the Southern States.

Senator BYRD. I will ask you for the record to be specific. Be precise. We have heard that charge kicked around with regard to District of Columbia policemen, but we have not been able to run down the truth of it except in instances where Negro policemen themselves called other Negroes "nigger." But be specific now. We are going to expect you to be specific for the record. State where this happened.

Mr. STEININGER. I would have to go back to look in the files.

Senator BYRD. Yes. You will have to do that.

Mr. STEINGER. Yes.

Senator BYRD. All right.

Was that the rule rather than the exception or was that just an isolated case?

Mr. STEININGER. Well, I would not say it was the rule.

Senator BYRD. Would you say it was an isolated case?

Mr. STEININGER. Well, let me say, Senator, that at least it was being called to our attention frequently enought that it became uncomfortable and we were being criticized for not indicating that States should not conduct welfare programs along these lines.

Senator BYRD. Of course, they should not. Nobody finds fault with that. But if it was a general thing you could have been specific in your transmittal. You could have given some examples so the departments would have known what you were talking about. There are going to be some people in some places who lose their temper or who act unwisely and improperly. You cannot control all these things. But your transmittal is a blanket indictment in that it implies that there must have been policies and procedures in State plans which were in violation of personal dignity of applicants and recipients. If not, why issue new language that would supersede the old?

HARASSMENT OF INDIVIDUAL APPLICANTS

Did the then existing State plans contain policies and procedures for the determination of eligibility which resulted in harassment of individual applicants and recipients? If so, please explain.

Mr. STEININGER. Again I would have to say to the best of my knowledge at this time I do not recall that any State plans specifically spelled out procedures, State plans I am talking about now, Senator, that actually harassed people. As I said in reference to your other questions, in reference to the dignity and individual privacy, this policy stemmed from practices in various places which were called to our attention, and for which we were being severely criticized. That we ought to do something about it. We ought to spell out for the States that this type of practice is not the best way of administering a public welfare program.

HARASSMENT

Senator BYRD. Well, you spelled out the word "harassment" but you did not spell out the type of practice. Who knows what "harassment" means? I have had much experience in my service as chairman of this committee with the word "harassment."

Mr. STEININGER. Yes.

Senator BYRD. And it is a word that is kicked around rather loosely here in the District of Columbia as it relates to welfare recipients. It depends on who is doing the talking.

Mr. STEININGER. I grant you that, Senator, because I think some of the State administrators use the same material with me once in a while, that we harass them too much.

Senator BYRD. Well, if you are not going to put it in a letter to me, if you are not going to tell me in my office, I don't mean you individually, of course, but if the Department is not going to clarify this to the satisfaction of Welfare Department officials who have to administer the programs, suppose you put it in the record and such officials can write to the Congress and ask for a copy of the record of these hearings. Suppose you put in the record just what you mean by "harassment." Cite some of the examples and state where they occurred.

EXPENDITURES FOR CONVENTIONAL WELFARE PROGRAMS

Incidentally, how much are we spending in this country annually on conventional welfare programs?

Mr. STEININGER. About $7.3 billion would be our 1968—this is total Federal, State, local dollars.

Senator BYRD. Is it 7.3 or 7.7?

Mr. STEININGER. I want to say 7.3.

Senator BYRD. Would you like to check the record. My office was told it was 7.7. It does not make too much difference, but we ought to be correct.

Mr. STEININGER. I am talking now about the Federal programs, Senator.

Senator BYRD. Yes. You are talking about Federal and State, aren't you?

Mr. STEININGER. Yes; but I am not talking about general assistance which is——

Senator BYRD. Is that a State program?

COST OF GENERAL PUBLIC ASSISTANCE

Mr. STEININGER. That is a State program. No. I am talking about the Federal program, Federal, State, and local tax dollars; if I recall correctly, our projected budget for 1968 was $7.3 billion.

Senator BYRD. So you are not including the general public assistance.

Mr. STEININGER. No.

Senator BYRD. What would be the annual cost with the inclusion of general public assistance; do you know?

Mr. STEININGER. Well, general assistance——

Senator BYRD. Would this bring it up to 7.7?

Mr. STEININGER. It could well do so.

Senator BYRD. Now, as I recall a couple of years ago the total cost was only about $5 billion when I asked this question of you in a hearing conducted by Senator Hill's subcommittee. Here we are up to almost $8 billion and as I indicated the other day before the Washington Rotary, this is an expenditure of about $8 per minute since Jesus Christ was born. It is a little difficult for us country boys to comprehend what a billion dollars is, but we know something about minutes and we just try to convert this to minutes and when we think in terms of all the minutes that have passed since Jesus Christ was born, we begin to comprehend what this staggering cost comes to. I was a little surprised to find that only a little over 1 billion minutes have passed since B.C. merged into A.D., and then when we think that annually the American people spend almost $8 for every minute that has passed since our calendar began to run, it then begins to mean something in terms that we can understand. And this will perhaps explain why some of us are becoming more concerned about the regulations and policies of HEW.

DIFFERENCE IN HANDBOOK TRANSMITTAL NO. 77 AND PRIOR HANDBOOK

If the State plans that were superseded did not contain policies and procedures inconsistent with the "constitutional and statutory rights" of applicants and recipients, and which did not "violate" those rights, and which did not violate the individual's "privacy or personal dignity," and which did not "harass" the individual, then why did the material in Handbook Transmittal No. 77 differ from that handbook material? Would you care to respond to that?

Mr. STEININGER. I cannot answer the question, Senator, as I did the earlier questions. I can answer, and that is that we were not concerned with what was actually existing in State plans at the time the policy was being developed. It was in terms of actual practice as it had been reported to us and as we were being asked to do something about it from those who were criticizing this type of practice which was occurring in various parts of the United States, and we felt that if we asked States to spell it out in their State requirements, we could improve practice in these places.

Senator BYRD. I can understand that, but we are asking you now to spell it out so the States can understand what you mean.

Mr. STEININGER. Yes. I understand you, Senator.

Senator BYRD. Why was it necessary to impose a requirement that State plans contain policies and procedures "consistent" with the constitutional and statutory rights of applicants and recipients if the then existing State plans were not inconsistent therewith?

Mr. STEININGER. Again, because we were concerned about practices that were reported to us in various parts of the country.

Senator BYRD. All right. Now, we will go to paragraph No. 4 in Handbook Transmittal No. 77. Handbook Transmittal No. 77 "differs from current handbook material as follows: Paragraph No. IV–2220, items 5a and 5c, make *mandatory* a practice now *recommended* in paragraph IV–2241, *relying on the individual as the primary source of information;* and limiting the verification of conditions of eligibility to those *reasonably necessary* to assure that expenditures under the program will be *legal.*" [Emphasis supplied.]

Do you have that paragraph in front of you?

Mr. STEININGER. Yes, I do, Senator.

INDIVIDUAL AS PRIMARY SOURCE OF INFORMATION

Senator BYRD. Question No. 1. Why is reliance on the individual as the primary source of information made "mandatory" whereas heretofore the practice was merely recommended?

Mr. STEININGER. We felt that this was a better practice to conduct the administration of the public assistance programs, that it would be more like people who file their income tax and follow other procedures in our governmental activities in which the person concerned is the primary source for the information. And this has been——

Senator BYRD. Are you saying that, with regard to income tax returns, other sources are not——

Mr. STEININGER. Oh, no. You are a primary source first and then other information is sought by the Internal Revenue. And this is the same thing I am saying in reference to this.

Senator BYRD. The Comptroller General of the United States on July 26, 1962, stated, after a careful investigation of the Aid to Dependent Children Public Assistance caseload in the District of Columbia, that—

> Reliance cannot be placed on the care taker relatives (parents or other relatives of specified relationships) to inform the Public Assistance Division of the actual conditions or circumstances which have a bearing on the recipients' eligibility for financial assistance.

The Comptroller General on July 30, 1962, stated in a special report on the same investigation that—

> The investigation definitely disclosed that reliance *cannot* be placed on the ADC mothers to reveal the actual conditions or circumstances which have a bearing on the recipients' eligibility for financial assistance. (Emphasis supplied.)

COMPTROLLER GENERAL'S OPINION ON RELIABILITY

Now here is the Comptroller General of the United States who says that reliance cannot be placed on the ADC mothers to reveal the actual conditions or circumstances which have a bearing on the recipients' eligibility, yet here is your Department saying that the States are now to "make mandatory" a practice heretofore only recommended—relying on the individual as the "primary source" of information.

Now, how do you square these two things?

Mr. STEININGER. Well, I have difficulty agreeing with the Comptroller General on that statement, Senator. I think when I was in your office I did tell you that before coming here, and I am a newcomer to Washington in this job, I was the local welfare director for the department of public welfare in Lake County, Ind., and I think I ran a program in a county which had as many sociological problems, I suppose, as anyone could find in the United States.

As we conducted our practice of establishing eligibility, we did rely upon the applicant and recipient as our primary source but not as the sole, and we are not saying this here, as the sole source of information. There are workers who are well trained, are able to get from the applicant specifically what they need. You say to the applicant we need from you a birth certificate, if you are verifying a birth date. We need from you this public record or we need this private record and the

recipient or applicant is able to get it in most instances for you. Now, where our workers were unable to get it, and this happens in a number of cases, that the recipient, No. 1, or the applicant was unable to funish it, the caseworker then obtains this information from other sources, and this is what we mean here. As over against not giving the recipient and the applicant the opportunity of giving you the information first. I see this as a very practical way of administering a program. And I am not too sure that I know what the Comptroller General was saying if he was saying that these people could not give these records as this is hard for me to understand.

Senator BYRD. He is saying something which is very clearly understood. He is speaking without equivocation. The investigation definitely disclosed that reliance cannot be placed on the ADC mothers to reveal the actual conditions or circumstances which have a bearing on the recipients' eligibility for financial assistance. In other words, you cannot rely on them as the primary source of information. That is what he is saying.

Mr. STEININGER. Well, then I have to disagree with him as a person who ran a program for many many years and I think our caseworkers back in Gary, Ind., would disagree with him, too.

Senator BYRD. Well, have you read his reports?

Mr. STEININGER. Well, I read it back in 19— what was it, 1963, when it came out. Yes, I did read it at the time and I disagreed with him then in reference to this statement.

Senator BYRD. Would you question the facts which were established in the course of the investigation and upon which were based his conclusion? He based his conclusion upon facts.

Mr. STEININGER. Well, Senator, I do not have the report here but I would say this. He made certain findings and let's say—he did find cases of ineligibility.

Senator BYRD. Yes.

Mr. STEININGER. And there were several factors which explained ineligibility and many of them I would agree with him on if I went back to the report. He said this factor was part of the explanation for ineligibility but the one where he said you cannot rely upon the applicant or recipient, this factor I would disagree with him on.

RELIANCE UPON ADC MOTHERS

Senator BYRD. He said upon the ADC mothers.

Mr. STEININGER. Well, I would disagree with him on that one.

Senator BYRD. In other words, you would say you can rely upon ADC mothers?

Mr. STEININGER. Yes. Now, to give you in most instances the necessary information, my answer is "yes, you can trust them." Now, there will be a number of others where you have to obtain——

Senator BYRD. Let us look at his statement: "The investigation definitely disclosed that reliance cannot be placed on the ADC mothers" to reveal the actual conditions or circumstances, and you are saying that reliance can be placed on those ADC mothers to reveal——

Mr. STEININGER. All right.

Senator BYRD (continuing). The actual conditions?

TYPICAL AFDC APPLICATION PROCEDURE

Mr. STEININGER. Maybe the best way I can answer that question—let's take the typical procedure that is followed when a person applies for AFDC as it is known. The woman comes in at the point of intake and she says, "I need some money," in that simple way, and the caseworker then says, "All right, what is the reason?" Now, she may say she is a widow. Or if she says "My husband died," the case worker then explains to her, what we need is a death certificate or the record as to where this is recorded. Then she says—then the caseworker sits down and says, "All right, how much money do you have?" This is a needs program. She sits down and explores the resources that she has. So she would say either that she has money in the bank—of course, or she doesn't have money in the bank. She needs to explain how much money she received from the insurance company and how it was spent. All of these records she can produce or if she cannot produce, then the agency must help her find them and what I am saying, in most instances these records are available, at least back home they were able to bring them to us and they participated in establishing their own eligibility.

Senator BYRD. Yes. You are talking about records that can be produced. Suppose she tells you her husband is absent, are you going to take her word for it? Can reliance be placed on the ADC mother? Suppose she says she does not know where he is? Are you going to rely on that?

Mr. STEININGER. Well, what we did, as you know, and I think even our own present policies here state that one is supposed to find him, so back in Gary, Ind., at that point we had her go to the prosecutor's office and give all the information possible as to how we might locate this man. She would be able to give us his record, for example, social security number, or we obtain it through some source because back in our community you either work for U.S. Steel or one of the oil companies. So therefore we obtain from her whatever information we could for the purpose of pursuing and trying to find him. Then, of course, we had a waiting period back in Lake County, Ind., at the time, of 6 months. You know, you would not get any assistance until you waited 6 months. And during that period we had ample time to find out whether or not he was around or he was not around.

Senator BYRD. When was this, Mr. Steininger?

Mr. STEININGER. I came here in 1964, January, so this was during 1963 and for 15 years prior to that time when I was Director of the Department.

DIFFERENCE BETWEEN PRESENT AND FORMER CLIENTS

Senator BYRD. You know, Mr. Scholz said in one of the hearings conducted by this subcommittee some years ago that the District of Columbia program at one time was calculated to reach families in distress and that these were a different type of families than those which are now on ADC.

Mr. STEININGER. That is right.

Senator BYRD. And he went on to say in essence that those who now are in the program are the dregs and that it is a different type family from what it was in the earlier days when these programs were

initiated. Now, this was a man who had had long experience in welfare work here in the District of Columbia. He had had experiences I suppose similar to yours when you were in Indiana.

Now, you say that reliance can be placed on ADC mothers?

Mr. STEININGER. And where you cannot, you seek your further information. I mean, I do not want to be pinned down, Senator, and say that this is——

Senator BYRD. This is the thing we are trying to clarify.

Mr. STEININGER (continuing). That this is the sole answer.

Senator BYRD. This is the thing we are trying to clarify.

CHANGE IN SOCIAL CHARACTERISTICS OF AFDC PROGRAM

Mr. STEININGER. Well, if I may comment on his observation about the AFDC program, I would not use the word "dregs." I would say they are very unfortunate people. It is very very true that the social characteristics of the AFDC program have changed dramatically and we know why, because in the earlier days even in terms of social security, there were many widows on the AFDC program. As we expanded the social insurance program more and more—and they were paid rather adequately on the social insurance program, the AFDC program became what is known as a social problem caseload and no one appreciated this more than I did as a local director back in Indiana, because I was struggling with this day in and day out, attempting to help the communities understand the problems with which we were faced in attempting to rehabilitate and move these families toward a sense of social independence and self-support.

They are more difficult cases and the eligibility establishment is more difficult in this than for a simple case such as widowhood and orphans.

Senator BYRD. Yes.

Mr. STEININGER. Yes, and I would be the first to admit it.

OPINION OF COMPTROLLER GENERAL

Senator BYRD. I think that is what Mr. Scholz was saying, that whereas there was a day when you could rely on those widows as the primary source of information, the type of cases generally speaking that you have in this category now is a different one, and the Comptroller General is saying that you cannot rely on the mother.

Prior to the investigation which occurred here in the District of Columbia, I am quite satisfied that Mr. Brewer would have felt that those mothers could be relied on. If I recall, HEW at that time claimed that only about 1 or 2 percent of the recipients nationwide were ineligible. This was a paperwork determination and undoubtedly the Director of the Welfare program in the District of Columbia who was Mr. Shea, I believe, at that time must have been as mystified as was anyone else when the investigation showed indeed that 59 percent of the ADC recipients were ineligible, that 58 percent of the GPA were ineligible, and that 39 percent of the permanent and totally disabled recipients were ineligible.

So you, back in Indiana, would have been mystified, too, perhaps had an investigation in depth been made by trained investigators working in conjunction with General Accounting Office investigators, going into your caseloads, and you might have come around to the

view that the Comptroller General was not just talking through his hat.

ELIGIBILITY STUDIES

Mr. STEININGER. Well, Senator, I will say this. I would have been terribly mystified if, back in Lake County, Ind., they came out with the statistics that 59 percent of my caseload was ineligible. I will say that in defense of my administration. Long before any so-called eligibility study was made of AFDC in this country, we, on the regular basis, made studies to see how much fraud we had.

Senator BYRD. But what kind of study? That is it.

Mr. STEININGER. Well, I would have subjected it to anyone. I could—of course, now it is very easy to say you know at this point, I am simply saying that back there——

Senator BYRD. I am simply saying that the word "study" is the gravamen of what we are talking about.

Mr. STEININGER. Yes.

Senator BYRD. And the "studies," continued by HEW heretofore, even to this date, August 1967, all conclude that ineligibility is minimal—2 percent, 3 percent, or at the most, 5 percent. I do not believe this is a true evaluation because our "studies" in the District of Columbia—investigations conducted not by Members of Congress or members of this committee but by trained investigators in the Welfare Department itself and investigators from the General Accounting Office of the United States, which is an arm of the Congress—showed that when such investigations were conducted in depth, the ineligibility was incredibly high.

PRIMARY SOURCE OF INFORMATION

Well, going back to the fourth paragraph, to which I have been referring, what is meant by "primary source of information"? We are trying to clarify just what this transmittal means.

Mr. STEININGER. Well, I am saying that the primary source of information is the applicant and recipient. This is the first person that you seek your information from before you go here or there or another place. That is my interpretation of it. And as I said earlier, Senator, I think this is a practical way of doing it and I think this is a way we continued our other business in terms of whether it is—your filing for a credit rating or whatever it may be, they seek the information from the person first and then call up your friends and your enemies later on.

Senator BYRD. Well, there is no question but that if you are talking about the "first" source, that is reasonable. We wanted to know what is meant by "primary" source.

Mr. Scholz who was Chief of Public Assistance in the District of Columbia in 1962, stated in the Senate Appropriations Subcommittee hearings for the District of Columbia 1963 budget that—

> We tried to create a public image that the social worker is not a snoop who looks under the bed and in the closet, but is as one well-known training film put it, a friend at the door, and as a result a relationship has been built up which is not realistic where the social worker, as the Social Security administration puts it, uses the client, the applicant, as the primary source of information and we find this information is not reliable.

Here was the man who was Chief of Public Assistance in the District of Columbia in 1962 and who said "we find this information"—

meaning the client, the applicant, as the primary source of information—"is not reliable."

I will ask you this question. Does the Welfare Administration disagree with Mr. Scholz' statement concerning the unreliability of welfare clients and applicants "as the primary source of information"?

DISAGREEMENT WITH STATEMENT OF UNRELIABILITY

Mr. STEININGER. Yes, I disagree with him and disagree with him not based upon any theory but upon actual practice as a person who carried on what was considered a successful program, I think, Senator, if you will check the records, you would have great acceptance of county commissioners—as you know, they are not people who are willing to praise a program which is not operating correctly.

Senator BYRD. Oh, I have no doubt that if a check of them were made it would agree with your position. But I wonder what they would say if an in-depth study were made of their welfare caseloads as was made here in the District of Columbia. They might be surprised. Mr. Scholz was surprised.

Now, you say you disagree. What evidence does the Welfare Administration have—which would support contrary to the belief of the Comptroller General and Mr. Scholz' contention—that welfare applicants or recipients can be relied upon as the primary source of information? I think we may be dealing in semantics here a bit. It may be revolving around this word "primary."

Mr. STEININGER. Yes.

Senator BYRD. It would seem to me nobody could disagree with your contention that as the first source, naturally you are going to ask the applicant. This is as it should be. When you are talking about the first source this is fine. But there is some misunderstanding as to the word "primary."

Mr. STEININGER. Yes, I think that is it, because I do not think anyone, Senator, could say that every applicant and recipient could give you the full information that you may need in certain kinds of cases. She just—the applicant would not—in some instances she does not have the information available. Sometimes the very competence of the person is involved, if you are dealing with a person, say, who is of low intelligence, who is an applicant, I think any caseworker would say that this is not the only person you can get information from and then draw a conclusion the person was eligible. I think later on in our material, Senator, as you will see, we say that you cannot approve a case unless you are—well, as reasonably certain as one can be.

Senator BYRD. We are going to get to that.

Mr. STEININGER. I know. That is a tricky one.

Senator BYRD. I think it is good that we clarify this word "primary" and I think you have. You are talking about the first source.

Mr. COHEN. I am not so sure that it is solely that, Senator.

Senator BYRD. Well, that is just what we are afraid of. Now, if you are saying the applicant or recipient can be relied upon as a dependable source, then here is where we cross swords again on the battlefield. This is where the Comptroller General disagrees. This is where Mr. Scholz disagrees.

Mr. STEININGER. What I am talking about, let's say, primarily, and I thought I gave my illustration, Senator, I am saying that here

is an applicant for AFDC. You now ask her for the basic information that you need, and the simplest case I can use is the case of the widow. This is the simplest case. She is the primary source of information. There is no point in going beyond this.

Senator BYRD. For what?

Mr. STEININGER. In checking whether or not the husband is not dead, by looking for some other records when you already have a record that he is dead.

TYPE NEEDED FURTHER INFORMATION SOURCES

Senator BYRD. Well, suppose she says he is absent and she does not know where he is. Is there any point in checking beyond this?

Mr. STEININGER. Yes. You have to in this kind of case.

Senator BYRD. All right. Then you are not making mandatory upon the State agencies a reliance upon the recipient as a dependable source of information and as the sole source?

Mr. STEININGER. Maybe another way of saying it, that in as many cases as possible because it is practical to do it this way, you take your recipient as the primary source of information.

Senator BYRD. As the first source.

Mr. STEININGER. Right, well, first source. All right. And it may be the only source. It may be the only source that you need if she has the necessary records, Senator, is what I am speaking about. This is what we mean here.

CHECKING RECORDS

Senator BYRD. Do you intend to check the records, though?

Mr. STEININGER. Well, she has the records. You don't have to check them. She already has them. She produces a birth certificate. You recognize that as a legal document.

Senator BYRD. Suppose she says she isn't working.

Mr. STEININGER. How do you check that she is not working?

Senator BYRD. Well, on the basis of this new regulation I suppose you would take her word for it.

Mr. STEININGER. Yes.

Senator BYRD. That is what we are afraid of.

Mr. STEININGER. Well, how do you check beyond this, then, Senator? If she had an employment record, you would check when she was laid off, whether she is getting unemployment compensation, and if the records show that she was unemployed and actually getting unemployment compensation——

Senator BYRD. You are talking about checking records?

Mr. STEININGER. Yes.

MANDATORY REGULATION

Senator BYRD. I am talking about taking her information as being reliable—taking her word for it. This is what we are wrestling with here.

This regulation makes mandatory, whereas in the previous situation the practice was merely recommended, that the individual be the primany source of information. I have no quarrel with the previous language that recommended the individual be the primary source. That is all right. I accept your viewpoint that this is the best source

initially. But when you make this mandatory, and seemingly rely on this, it seems to me that this does some strait jacketing of somebody.

Mr. STEININGER. But we are not saying mandatory in terms of primary source of information also means that this is the only source.

Senator BYRD. You are not saying it is the only source?

Mr. STEININGER. Not in all cases.

Senator BYRD. In any case. Who would know what you meant by "in all cases?" It is not the only source in any case. We are not talking about aid to the blind, where you would not have to go to a doctor to know if some people who came in to you were blind. You can see that.

Mr. STEININGER. In some cases you would have to though, because some people do not look blind.

Senator BYRD. Well, I said in some cases. There are some cases in which I would know an individual was blind.

Mr. STEININGER. Yes.

Senator BYRD. But we are talking about people who are not blind, people who may be telling the truth or who may not be telling the truth. Now, the woman may come in, she might say her husband left her 3 years ago, and she does not know where he is. Or when asked whether or not there is any income, she may say, no, there is no income. I would take it that initially you might feel that a welfare payment could be made to this person but are you going to follow up or are you just going to continue to take her word for that? Are you going to follow up to check to see if she is or is not employed, or to see if indeed her husband has left her? The welfare departments are not restricted from doing this, are they, by this language?

Mr. STEININGER. No. My answer is "No." In fact, to make a study of the case until they are, well, you are going to ask me about these word, "reasonably certain," that the case is eligible and that the factors of law have been met.

EXAMPLES CITED BY COMPTROLLER-GENERAL

Senator BYRD. I remember one instance cited in the Comptroller General's report in which a woman was receiving welfare payments, she had claimed her husband was absent, and she knew nothing of his whereabouts, yet he was found in an apartment just across the street and was employed by the Government. There was another instance in which the husband was found hanging from the bed springs by his fingers and toes. "Deserted" husbands were found hiding in the bathrooms, in the bedrooms and in the closets. In at least one instance the investigators found that the individual who suddenly picked up the garbage can and walked out the door—as though he were the garbage collector—was the "absent" husband. So this is what we are talking about. So do we just take the applicant's or recipient's word for it or do we take that person's word for it only initially and then permit the State agencies to follow up to ascertain the truth of the applicant's or recipient's statements?

Mr. STEININGER. I say it has to be verified to the satisfaction of the agency that this is an eligible case.

MEANING OF "REASONABLY NECESSARY"

Senator BYRD. I like that word "satisfaction," because that is not exactly what the language of paragraph 4 states. It uses the words "reasonably necessary." It differs from the superseded material as follows:

> Items 5(a) and 5(c) make mandatory a practice now recommended relying on the individual as the primary source of information, and limiting the verification of conditions of eligibility to those "reasonably necessary to insure the expenditures under the program will be legal."

What is meant by "reasonably necessary" as used here?

Mr. STEININGER. Well, I suppose the way you raise the question, Senator, I have some trouble with the wording, too. It goes back to what I say, I believe it is the satisfaction of the agency that they know they have an eligible case, this is what they meant.

Senator BYRD. Fine; now, have the State agencies been so informed?

Mr. STEININGER. I believe, if I have to read this again, Senator, in the details here we spell out that agencies must be sure that they have an eligible case.

Senator BYRD. I think I have a question on that.

Mr. STEININGER. You mean on material that comes later?

Senator BYRD. Yes. You keep it in mind and if I don't come back to it, I think you should. Now, who at the State level will be the judge as to what is "reasonably necessary"?

RESPONSIBILITY OF STATE ADMINISTRATOR

Mr. STEININGER. I believe it is the State administrator's responsibility to see to it that this program is run efficiently and run according to law and that he has as many eligible people on the roles as are supposed to be and definitely he has the least ineligible people as one can expect with a human endeavor or human administration.

Senator BYRD. Is not a judgment as to what is "reasonably necessary" a subjective one and will it not vary from State to State and from individual to individual?

Mr. STEININGER. Yes. Just as I suppose my word "satisfaction" would be, too.

Senator BYRD. It probably would be.

Mr. STEININGER. I mean, one State administrator would consider this is satisfactory and I would hope we would all think the same, and that is that you reduce your ineligibility to what is called the irreducible minimum.

LIMITATIONS IN HANDBOOK TRANSMITTAL NO. 77

Senator BYRD. Why does the Welfare Administration in Handbook Transmittal No. 77 limit the verification of conditions of eligibility to those that are reasonably necessary "to assure that expenditures under the program will be legal"?

I note the material which Handbook Transmittal No. 77 supersedes, that material being dated July 3, 1963, stated as follows in the first sentence of the first paragraph, under IV–2220, designated interpretation, "There must be assurance with respect to recipients of assistance that eligibility exists."

This was in the material that was superseded. "There must be assurance with respect to recipients of assistance that eligibility exists."

This was emphasized in the last paragraph of IV–2241 titled "The applicant as the primary source of information."

TWOFOLD RESPONSIBILITY OF AGENCIES

That paragraph stated that "Public assistance agencies have a twofold responsibility in providing assistance." This is the 1963 handbook material you were about to get to a moment ago when you were talking about the language in the back part of the transmittal?

Mr. STEININGER. Yes.

Senator BYRD. That paragraph stated that "Public assistance agencies have a twofold responsibility in providing assistance on a continuing basis. The recipient should be able to review his needs with the agency with sufficient frequency to assure that such assistance and other services as are made available to many are related to his current circumstances and the agency." And "The agency must be assured that continuing eligibility for payment has been determined."

This is the second instance in the 1963 handbook material calling attention to the fact that the agency "must be assured" as to eligibility. Ergo, the July 31, 1963 handbook material did not limit the verification of conditions of eligibility to those "reasonably necessary" to assure that eligibility exists. Rather, that material stated without equivocation that there "*must*" be assurance * * * "that eligibility exists." [Emphasis supplied.]

Let me repeat the language in the superseded handbook material. "The agency must be assured that continuing eligibility for payment has been determined."

Why did the Welfare Administration in Handbook Transmittal No. 77 back away from the requirement that there "must be assurance" that eligibility exists and why does it now limit the verification of conditions of eligibility only to those that are "reasonably necessary" rather than "*necessary* to assure that expenditures under the program will be legal." [Emphasis supplied.]

Mr. STEININGER. Where, Senator, in the new material did you read that first part from?

Senator BYRD. What I have read was from the superseded material.

Mr. STEININGER. Oh, I see.

Senator BYRD. The superseded material in the first paragraph under IV–2220——

Mr. STEININGER. What you are saying——

DIFFERENCE IN LANGUAGE IN HANDBOOKS

Senator BYRD. Designated Interpretation, the material read as follows:

There must be assurance with respect to recipients of assistance that eligibility exists. And then in the last paragraph IV–2241 of the superseded material, the language stated that "Public assistance agencies have a twofold responsibilty in providing assistance on a continuing basis. The recipients should be able to review his needs with the agency with sufficiency frequency to assure that such assistance and other services as are made available to him are related to his current circumstances and the agency must be assured that continuing eligibility for payment has been determined.

My question is, Why, in the new material that was sent out, is the determination of eligibility is limited to the verification of conditions that are "reasonably necessary," rather than using the old language which required *assurance* to the agency that continuing eligibility for payment has been determined?

Mr. STEININGER. After I find one other piece in here, Senator, I want to say at this point that this new material is not really supposed to be giving any different approach to this than the material you read in the old material and I want to find the two pieces which are separated in this new piece.

Senator BYRD. OK.

NEW MATERIAL CONTAINS SAME EMPHASES AS OLD

Mr. STEININGER. Now, I would say that this is supposed to be saying the same thing that you have just read from in terms of the old material, Senator. It says requirements "that the plan provide that decisions on eligibility or ineligibility be adequately supported and recorded, requires that each decision be based on facts, statements about eligibility requirements that have been substantiated by observation or written records or other appropriate means," and then there is another statement I want to find in here that says in terms of specifically meeting the eligibility factor. In other words, what I want to say, Senator, at this point is that this material is supposed to emphasize the same thing that you read from in terms of the old material, but apparently—the language is not conveying the same thing and this is the question you are raising.

Senator BYRD. Well, the language is not conveying that.

Mr. STEININGER. Yes.

Senator BYRD. Because I am quoting from the language in item 5(a) and 5(c) of paragraph IV–2220.

Mr. STEININGER. Let me read this other one now, Senator, to further emphasize——

Senator BYRD. Would you pause just a minute. I want to make sure for the record that I am not reading the wrong paragraph. Yes; 5(c) says: "Verification of conditions of eligibility will be limited to what is reasonably necessary to assure that expenditures under the program will be legal."

MANDATORY ACTION UNDER OLD HANDBOOK

Now, this is mandatory. There are no "ifs" and "buts" about it. The Department is saying that verification will be, not "may be," but "will be." No question about it. They will be limited to what is "reasonably necessary to assure that expenditures under the program will be legal." But under the old language it did not say that. In the superseded material the paragraph read thusly: "The agency must be assured," not reasonably assured, but that it "must be assured that continuing eligibility for payment has been determined."

Mr. STEININGER. Well, I also want to emphasize in the new material, Senator, it says, and this is 2220, No. 3:

> Provide that each decision that an applicant for or recipient of assistance or other services is eligible or ineligible will be supported by information in a case record that shows either that all eligibility requirements of the State plan are met or that one or more such requirements is not met.

Which is very, very specific. You are either on, or you are not on.
Senator BYRD. Yes; we will get to that language later.

ACTUAL MEANING OF ELIGIBILITY ASSURANCE IN NEW HANDBOOK

Well, are you saying that what the Department really means in transmittal No. 77 is that it means the same as it did in the superseded material, to wit, that there must be assurance with respect to recipients of assistance that eligibility exists? Are you saying that?
Mr. STEININGER. Yes, sir.
Senator BYRD. Are you saying, as the superseded material said, that the agency must be assured that continuing eligibility for payment has been determined?
Mr. STEININGER. Yes, sir.
Senator BYRD. Regardless of all the other things that are said in transmittal No. 77 which may seem to be contrary, that actually what the Department means by "reasonably necessary," is just what it has meant heretofore with respect to eligibility, in other words that the agency must be assured that continuing eligibility for payment has been determined?
Mr. STEININGER. I would say, yes, sir, to that, and this paragraph that I read to you I thought emphasized that point in terms of new material.
Senator BYRD. It may by your taking it out of context. I am going to deal with some other things in a moment, I think, that would leave us enshrouded in a cloud of ambiguity with reference to this language.

MEANING OF "REASONABLE"

Mr. STEININGER. May I make an attempt to talk a little bit about their term "reasonable" here and use an illustration. For example, in the exploration of bank accounts, it would be unreasonable for us to send—I have to go back again to my own personal experience. Back in Lake County, Ind., we used a form for checking on bank accounts. Now, you could go beyond reasonableness if I had my caseworkers send forms, say, to all the banks in Chicago, because all you have to do is cross the street to go into Chicago and if I wanted to be really letter perfect I would say, "Now, look, if you want to check this thing beyond all shadow of a doubt, we would be sending forms to an area of 50 or 60 miles around us."
Now, that is not reasonable. This is what we mean here.
Senator BYRD. All right.
Mr. STEININGER. Or I can use another illustration. Let me just use one more to point this out. Going back again to my own county, we send out employment forms like you were asking about, you know, the absent parents. We routinely on every case sent an employment form to United States Steel.
Now, it is true that there were a number of women working at the United States Steel but it would be unreasonable, and of course we were told this by the superintendent of the United States Steel Corp., "Don't send any forms out here checking on whether or not any women are out here because they are so limited in number that all you would be doing is just cluttering up our employment office and we won't be responding to it anyway." So this would be an unreasonable way of investigating a case. That is my point.

Senator BYRD. Well, what was there in the old regulations which gave rise to this ambiguous new language—"reasonably necessary"? Were individuals going to unreasonable lengths under the old practices to determine eligibility?

Mr. STEININGER. This is what we were told.

Senator BYRD. You were told that they were checking bank accounts ad infinitum.

Mr. STEININGER. Well, I am using that as an illustration. Right now I would have to go back and check against specific instances.

FORMER PROCEDURES CATEGORIZED "UNREASONABLE"

Senator BYRD. Well, I would like for you to show in the record what procedures were being followed under the old regulations which would have fallen into the category of unreasonableness and which gave rise to this new language? The new language merely confused everybody. The old language was clear—"The agency must be assured that continuing eligibility for payments has been determined." Well, of course, it is impossible to reach the "*n*th" degree of assurance. We might think we are assured and still not be assured. But at least there was a direction from the Department of Health, Education, and Welfare to the State agencies that they were to be assured of the eligibility of the recipient.

This was for the protection of the taxpayer and the eligible welfare recipients. And who could quarrel with that language? I cannot understand why that language should ever have been changed. But in the new transmittal it was deleted and we are at least left with the impression that one is not to go quite as far as before. I would infer from the new language that the Department does not want the State agencies to be quite as exact, quite as careful in their examination of an application or examination of continuing eligibility.

LANGUAGE CONCERNING ELIGIBILITY OF RECIPIENTS

I do not see any reason for changing that language at all—"The agency must be assured that continuing eligibility for payment has been determined." That is the way it should be. The agency should be assured, and I think anybody would have to understand that this is within reason. State agencies are not divine by any means. They are not omniscient. They cannot know beyond a reasonable doubt. But when this language is superseded and they are asked, well, just to be reasonably assured or just to take whatever actions are reasonably necessary, the agencies will be confused and constrained to investigate the facts regarding eligibility to a lesser extent. After all, they do not have the manpower to go out here and interrogate all the banks in the city. They don't have that kind of manpower. They have been screaming in your States for more manpower, have they not?

Mr. STEININGER. Yes, sir.

Senator BYRD. And this would take an inordinate amount of manpower to do all this kind of checking which, after all, would indeed be unreasonable.

Does the Welfare Administration not consider it important that expenditures under the welfare program be limited to those that are legal?

Mr. STEININGER. Did you ask me a question, Senator?

Senator BYRD. Yes, sir.

Mr. STEININGER. Did I understand you correctly, that we want to be sure that the money goes only to eligible people?

Senator BYRD. Does the Welfare Administration not consider it important that expenditures under the welfare program be limited to those that are legal?

Mr. STEININGER. That is correct.

RESTRICTIONS ON VERIFICATION

Senator BYRD. If so, why does the Welfare Administration restrict the verification of conditions of eligibility to something less than those which are *necessary* "to assure that expenditures under the program will be legal"?

Mr. STEININGER. I don't believe that we say anything different from that in this new material, Senator. I think we are saying here that you want to be sure that those who are eligible do receive the assistance and receive it promptly and those who are ineligible are definitely not on the rolls.

Senator BYRD. We are in total agreement there, but what we are concerned about is that the language leaves us unsure.

Mr. STEININGER. Yes.

Senator BYRD. As compared with the language in the July 31, 1963, Handbook material. Does paragraph 4 of Handbook Transmittal No. 77 not indeed constitute a liberalization in reality of conditions of eligibility?

Mr. STEININGER. No. I would say "No". I do not see any place in here that in any way this prompts what you may say a method which is supposed to bring more ineligibles on the rolls. It is not supposed to. It is supposed to do the opposite.

PRESENT WORDING LESS RIGID

Senator BYRD. Do not the words "reasonably necessary to assure," as contained in paragraph 4 of Handbook Transmittal 77, constitute a less rigid requirement as to the verification of conditions of eligibility than do the words contained in the July 31, 1963, Handbook material—"there must be assurance that eligibility exists"?

Mr. STEININGER. Well, it was not meant that way, at least to the best of my knowledge, and apparently the words, the word "reasonable" does not come out the same way as we have seen it, Senator, and the way you are asking your question.

Senator BYRD. So for the benefit of State agencies, the words "reasonably necessary to assure," contained in paragraph 4, Handbook Transmittal No. 77, do not indeed constitute a less rigid requirement as to the verification of conditions of eligibility than do the words contained in the July 31, 1963, Handbook material: "there must be assurance that eligibility exists"?

Mr. STEININGER. Well, Senator, I am a little bit at a disadvantage on this last question. I know you asked it earlier, because I don't have the material, the old policy, in front of me. If you will permit me, that after as part of the record, that I may study both——

COMPARISON OF OLD AND NEW MATERIAL

Senator BYRD. There is the old material and here is the new. You have the new. There is the old. Now, if you will turn to the first paragraph——

Mr. STEININGER. Yes, I am reading—you mean 2220?

Senator BYRD. Yes, designated "Interpretation." And also look at the last paragraph 2241.

Mr. STEININGER. Maybe the two I want to compare, in the new material we say in 2223, which I would say says the same thing in different language as 2220 says in terms of its interpretive paragraph, where we say here "provide that each applicant for or recipient of assistance or other services is eligible or ineligible will be supported by information in the case record that shows either that all eligibility requirements of the State plan are met or that one or more such requirements is not met is"—is saying the same thing this says, that you better be sure that the cases you are putting on are eligible and that you are keeping off the rolls those that are ineligible. I would say these two things are saying the same thing, but it is different language.

Senator BYRD. All right. Just keep that for a little while.

You are saying that one had better be sure?

Mr. STEININGER. Yes. Again I mean we are both agreeing, sure as one can be under——

Senator BYRD. Yes.

Mr. STEININGER (continuing). Under the best of circumstances.

Senator BYRD. Yes; and you are relying upon what paragraph now again?

Mr. STEININGER. 2220, No. 3.

Senator BYRD. All right. 2220, No. 3.

Mr. STEININGER. And then there is another piece that I want to read. In "Interpretation," I want to say, this is in 2230, No. 3:

> Requirement that the plan provide that decisions on eligibility or ineligibility will be adequately supported and recorded requires that each decision be based on facts—statements about eligibility requirements that have been substantiated by observation, or written records, or other appropriate means.

Of course, I think it is important also that I read the additional paragraph because we have been—it is around the question of accountability.

> This requirement should result in the maintenance of case records that will provide a valid basis for accounting for expenditures of public funds, and that will assure.

And this is the word that you read from the other material—

> the availability of needed information if the applicant or recipient appeals to the state agency for a fair hearing.

Senator BYRD. I think the language that you have quoted there is all well and good were it not for other language in this transmittal which, if followed meticulously by the State agency, would perhaps make it impossible or extremely difficult, at least, to provide the kind of information that may actually exist but which cannot be placed into the case record and which would show that all eligibility requirements of the State plan have not been met. We will get into that a bit further on.

SUBCOMMITTEE RECESS

And now the subcommittee will stand in recess until 2 o'clock this afternoon.

(Whereupon, at 1 p.m. the subcommittee was recessed, to reconvene at 2 p.m. on the same day.)

(Afternoon Session, 2 O'Clock, Saturday, August 19, 1967)

DISTRICT OF COLUMBIA

Department of Public Welfare

STATEMENT OF FRED H. STEININGER, ACTING DEPUTY COMMISSIONER, ASSISTANCE PAYMENTS ADMINISTRATION, SOCIAL AND REHABILITATION SERVICE, U.S. DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE; ACCOMPANIED BY JOEL COHEN, ASSISTANT GENERAL COUNSEL, DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE—Resumed

DETERMINATION OF ELIGIBILITY

Senator Byrd. The subcommittee will come to order.

I think it is indubitably clear that the words "there must be assurance that eligibility exists," contained in the July 31, 1963, handbook material, did require a verification of conditions of eligibility to the extent necessary to assure that expenditures under the program were legal. The material in Handbook Transmittal No. 77 which supersedes that 1963 material no longer would require a verification of conditions of eligibility to the extent necessary, it seems, but rather, limits such to those "reasonably necessary."

It would seem to me that a type of action that is something *less* than that which is necessary by way of action to determine elibibility is now being substituted for actions heretofore deemed *necessary* to assure the legality of expenditures under the program. Now, do you agree with that interpretation, Mr. Steininger?

Mr. Steininger. Well, it was not our intention in this new material to weaken in any fashion our methods of establishing eligibility.

Senator Byrd. Would you say that again, please?

Mr. Steininger. I said that it is not our intention in any way with this new material to weaken the approach that States need to use for establishing eligibility and keeping off the rolls ineligibles.

No Relaxing of Conditions of Verification

Senator Byrd. So what you are saying is that the new language is not indeed something less than which was contained in the old?

Mr. Steininger. That is right, Senator.

Senator Byrd. If it were something less, would you not agree that it would have countenanced expenditures that were illegal?

Mr. Steininger. Yes, sir.

Senator Byrd. So you are saying that paragraph 4 does not indeed amount to a relaxation of the verification of conditions of eligibility?

Mr. Steininger. This is the one that has the statement of reasonableness in it if I recall.

Senator BYRD. Reasonably necessary; yes, sir.

Mr. STEININGER. It is not supposed to.

Senator BYRD. If it did amount to a relaxation in the verification of conditions of eligibility, might it not open the way for illegal expenditures under the welfare program?

Mr. STEININGER. It would, and I think we should change it then.

PAYMENTS TO VETERANS

Senator BYRD. Do not the taxpayers of the country have a right to expect that payments made to veterans be limited only to those payments which are legal? I am talking about veterans now.

Mr. STEININGER. Would you repeat that question?

Senator BYRD. Do not the taxpayers of the country have a right to expect that payments made to veterans be limited only to those payments which are legal? I know you do not administer this program but you are a taxpayer.

Mr. STEININGER. Yes, sir, I would say yes.

SOCIAL SECURITY PAYMENTS

Senator BYRD. Does not the Social Security Administration have a responsibility to see that the social security trust fund remains actuarially sound and that, therefore, payments made therefrom be limited to those which are legal?

Mr. STEININGER. I do not feel qualified——

Senator BYRD. Again, you do not administer that program, I know, but you are a taxpayer.

Mr. STEININGER. I would want to have a sound program as a taxpayer.

Senator BYRD. Well, you would be surprised, wouldn't you, to learn, if it were indeed so, that the Social Security Administration does not have a responsibility to see that such payments are legal? I mean this would come as a shock to you to find that the Social Security Administration did not have any responsibility to be sure that payments made from the social security trust fund were legal?

Mr. STEININGER. That is right.

PAYMENTS TO NURSING HOMES

Senator BYRD. Is there not a responsibility, in your judgment, under the so-called medicare program to see that payments to nursing homes, et cetera, are limited to those payments which are legal and proper?

Mr. STEININGER. Yes, sir.

WELFARE PAYMENTS

Senator BYRD. By tne same token do not the taxpayers of the country have a right to expect that welfare expenditures be confined only to those which are legal?

Mr. STEININGER. Absolutely.

Senator BYRD. Does not the Welfare Administration believe that it has a moral obligation, as well as a legal obligation, to assure that welfare payments are not made to recipients who are ineligible therefor?

Mr. STEININGER. Yes, sir.

Senator BYRD. If the Welfare Administration has such an obligation and responsibility, why does it limit the verification of conditions of eligibility to something less than those which are necessary to assure that expenditures under the program are legal? I think you have already indicated that it does not intend to so limit the verification.

Mr. STEININGER. That is correct, Senator. In this new material we hope not to weaken in any way our method of practice.

Senator BYRD. Earlier I quoted the last paragraph of 2241 in the 1963 handbook material which stated as follows, and I quote again:

TWOFOLD RESPONSIBILITY OF ASSISTANCE AGENCIES

Public assistance agencies have a twofold responsibility in providing assistance on a continuing basis. The recipient should be able to review his needs with the agency with sufficient frequency to assure that such assistance and other services as are made available to him are related to his current circumstances and the agency must be assured that continuing eligibility for payment has been determined.

In the July 1963 handbook material which merely recommended the use of the applicant as the primary source of information, it is stated, and I quote:

A determination of elegibility is a decision by the agency on the basis of factual information that eligibility exists. The kinds of information that are acceptable as a basis for a decision concerning eligibility are oral statements, written material, and the observations of the worker.

The handbook material went on to say that—

Acceptable sources of information related to eligibility *including among others*, the applicant, members of his family, the agency worker, and *other qualified persons*. [Emphasis supplied.]

It is to be noted that acceptable sources relating to eligibility of information include among others the applicant and members of his family but the words "include among others" do not rule out sources of information other than the individual applicant or recipient.

SUBSTANTIATION BY OTHER KNOWN FACTS

The words "other qualified persons," obviously have reference to persons other than the individual applicant and recipient or members of his family. In other words, the July 31, 1963, handbook material gave recognition to the fact as pointed out by the Comptroller General of the United States in reports to which I have already referred that the individual applicant or recipient cannot be relied upon always to reveal the actual conditions or circumstances which have a bearing upon eligibility and assistance. The 1963 handbook material went on to say explicitly that—

An agency that desires—

Note that it was left to the agency's discretion—

An agency that desires to determine eligibility by using the applicant as the primary source of information will include in its suggested sources of acceptable information pertinent and consistent details presented orally by the applicant concerning his current circumstances which, when *related to other known facts*, and combined with the observations of the worker substantiates the applicant's assertions. [Emphasis supplied.]

Note the words "when related to other known facts." Here was a tacit recognition that even where an agency might desire to determine eligibility by using the applicant as the primary source of information, the applicant's assertions were to be substantiated by "other known facts."

Does the Welfare Administration still subscribe to this twofold responsibility of public assistance agencies in providing assistance on a continuing basis?

Mr. Steininger. I would say "Yes," sir.

Senator Byrd. Does the Welfare Administration still believe that the agency "must be assured" that continuing eligibility is to be determined?

Mr. Steininger. Yes, sir.

INTERPRETATION OF REQUIREMENTS

Senator Byrd. I call attention to section 2230 designated "Interpretation of Requirements" in Handbook Transmittal No. 77; 2230 begins as follows:

"The above requirements for State plans"—referring to reliance upon the applicants and recipients as a primary source and to the confining of verifications of conditions of eligibility to what is reasonably necessary, and so forth,—"reflect the basic principles about the rights and responsibilities of individuals and of governmental agencies in our democracy. They are necessary in order that these rights shall be protected in the determination of eligibility. Public assistance programs based on these requirements will inspire public confidence."

Have you been able to follow me, Mr. Steininger?

Mr. Steininger. Yes, sir.

Taxpayers' Rights

Senator Byrd. The Welfare Administration says that "The above requirements"—et cetera, et cetera—"reflect the basic principles about the rights and responsibilities of individuals * * *." What about the rights of the taxpayers who are footing the bill?

Mr. Steininger. Their rights are just as strong as the rights of those who are receiving assistance.

Senator Byrd. They have a right to be assured that the payments are going only to recipients who are qualified, do they not?

Mr. Steininger. Without question! That is the way I hope that I operated my program when I ran one.

Senator Byrd. Is proper recognition being given to the taxpayers' right to know that expenditures for public assistance are *legal* expenditures and that those expenditures are going only to persons whose eligibility for assistance has been carefully determined and substantiated? [Emphasis supplied.]

Mr. Steininger. I would say that at least this is what we want our material to say that it is doing.

STATUTORY RIGHTS AND PRIVILEGES

Senator Byrd. Is the Welfare Administration taking the position that welfare recipients are entitled as a matter of legal right to welfare payments?

Mr. STEININGER. This is a statutory right as I understand it. The law specifically says that if you meet these eligibility requirements, which is according to the law in the State in which you live, you therefore are entitled to the assistance and if it is not given to you, you have the right of appeal.

Senator BYRD. This is more in the nature of a statutory privilege rather than a statutory right, would you not agree?

Mr. STEININGER. Yes, as I understand it.

Senator BYRD. And that the administering agency has a right and a duty and responsibility to place conditions upon the receipt of these public moneys?

Mr. STEININGER. Yes, it does. And each State spells this out in its own statutes.

Senator BYRD. While no one would disagree with the fact that even the most poverty-stricken individual has certain constitutional rights which cannot be violated, does not the Welfare Administration agree that if an applicant or recipient is not entitled to a welfare payment as a matter of legal constitutional right, the agency which administers the welfare program having the responsibility to see that funds are not illegally expended has a right and duty to secure the facts upon which a determination of eligibility may be correctly reached and that if the applicant or recipient by his own actions prevents the agency from developing those facts, the agency has a right to withhold, deny, or terminate welfare payments?

Mr. STEININGER. Yes, sir.

Senator BYRD. In other words, the agency will not have violated the applicant's or the recipient's constitutional rights. The applicant or recipient will merely have made his own choice——

Mr. STEININGER. Correct.

Senator BYRD (continuing). To wit, that of denying the access to the true facts, and, by so doing, the applicant or recipient has *elected* to bar himself from welfare payments. [Emphasis supplied.] Does the Welfare Administration agree?

Mr. STENINGER. I agree with you.

RIGHTS AND RESPONSIBILITIES OF GOVERNMENTAL AGENCIES

Senator BYRD. Speaking of the rights and responsibilities of the governmental agencies, do governmental agencies have a right to expend public moneys without adequate guarantee that those moneys are being legally expended, in your judgment?

Mr. STEININGER. They do not.

Senator BYRD. Does the Welfare Administration have a right to administer its programs loosely, thus resulting in illegal expenditures of public moneys to welfare recipients whose eligibility for payments has not been assured?

Mr. STEININGER. It does not have the right to do that.

Senator BYRD. With reference to the inspiration of public confidence in public assistance programs, does the Welfare Administration not believe that such public confidence can best be inspired by regulations which protect the public expenditures and which guarantee that such expenditures will be legal expenditures and which give assurance that welfare payments are being made only to eligible recipients?

Mr. STEININGER. I would agree with that.

Senator BYRD. Does not the Welfare Administration believe that public confidence in welfare programs is impaired when the administration of such programs is lax and loose and when the regulations governing assistance are careless and poorly followed, thus increasing the possibility of illegal expenditures being made to ineligible recipients?

Mr. STEININGER. I agree with that wholeheartedly.

ENTERING A HOME

BY FORCE

Senator BYRD. In the second full paragraph on page 2 of section 2230 (Interpretations of Requirements), Handbook Transmittal No. 77, we find these words:

> By way of illustration, states must especially guard against violations in such areas as entering a home by force or without permission or under false pretenses, making home visits outside of working hours, and particularly making such visits during sleeping hours, and searching the home, for example, in rooms, closets, drawers, or papers, to seek clues to possible deception.

Now, who would advocate entering a home by force? This is a rhetorical question. But the language makes reference to the entering of a home "by force." States must especially guard against violations in such areas as entering a home "by force." Has this been done by any welfare agency in the land?

Mr. STEININGER. Well, it has been reported that this has happened in various places, Senator Byrd.

Senator BYRD. Would you supply for the record the specifics as to places, and times, and the details in regard thereto, when homes have been entered by force, and state the circumstances involved?

Mr. STEININGER. Yes, sir.

(The information follows:)

Until the issuance of Handbook No. 77, Federal policy did not require States to submit plan material about the methods to be used in determination of eligibility. (See Handbook of Public Assistance IV–2231, dated 7/31/63). The Federal policy contained a number of recommendations about methods for determination of eligibility but these were not mandatory. (See IV–2241 dated 7/31/63).

At the time the policy contained in H.T. No. 77 was issued, as far as was known, the existing State plan provisions, to the extent that they dealt with this subject, were not in violation of State statutes. It was known, however, that under the public assistance programs undesirable practices which were not specifically prohibited by the State plans were being followed in localities in some States. The lack of specificity in the State plans was a deterrent to corrective action on the part of the Federal agency and a deterrent to State agencies in correcting practices in certain local agencies.

A leading example of undesirable practices that had developed in local agencies in several States were the so called "midnight raids", which violated the rights of individuals in several respects.

In Alameda County, California, the county welfare department instructed its staff to make unannounced visits in the early morning hours to the homes of a random sample of AFDC recipients for the purpose of determining whether or not "unauthorized males" were in the home. One staff member refused to participate in these visits, was dismissed from employment, and appealed to the courts. The initial court decision sustained the dismissal, but the California Supreme Court on March 27, 1967, reversed the lower court and held that such an indiscriminate raid, without any evidence of violation of law, was in contravention of the 4th Amendment of the U.S. Constitution relating to searches and seizures. The Court held that the fact that the recipients, whose homes were entered, had admitted the searchers did not constitute a waiver of their rights under the 4th Amendment.

It said "The request for entry by persons whom the beneficiaries knew to possess virtually unlimited power over their very livelihood posed a threat which was * * * certain, immediate and substantial." (Parrish v. Civil Service Commission of the County of Alameda, 35 U.S.L.W. 2583, California Supreme Court, March 27, 1967). In the meantime, the State Department of Social Welfare issued a circular letter (No. 1354 dated May 7, 1963) to local agencies that administer the public assistance programs under State supervision, specifically stating that "Mass random, indiscriminate or dragnet home visits conducted outside of normal working hours should not be used." This was not completely effective, for in July 1965, the Bureau of Family Services found, in an administrative review in Alameda County, that the local agency's procedures, including searching the home, were not conducted in accordance with the State department's instruction in Bulletin No. 624.

In Detroit, Michigan, the Office of the Corporation Counsel, on April 3, 1964, held that "the unannounced visits by the welfare investigators without warrants at unusual hours of the night does infringe upon the recipient's constitutional rights of privacy and against unreasonable searches."

In New York City, according to an article in *Time* magazine, July 31, 1964, investigators conducted early morning visits and it was reported that investigators entered a woman's flat at 5 a.m. "like gang-busters."

In Minnesota the practices in local agencies resulted in the State welfare board at its meeting in April 1963, directing the department to "prepare amendments to existing regulations which will outlaw mass random, indiscriminate home visits, searches by welfare department staff, and home visits at unreasonable hours."

Other undesirable practices were the use of police and police methods in determining eligibility, which have been documented in several States.

An example of this is found in the Newburgh, New York "incident" in 1961. A directive was issued by the city to withhold assistance checks until recipients reported at police headquarters for a further check on their eligibility, supplementing the agency's determinations of eligibility.

The city Attorney in Richmond, Virginia, in September 1962, advised the welfare department and the police department "to discontinue the practice of using police officers in the special investigative process."

A Federal review in Delaware in 1962, showed the use of police in eligibility determination. A similar review in Connecticut in June 1966, quoted the following from a case report:

"On June 10, 1966, members of the State Investigating Unit along with members from local police, made an unannounced early morning visit to Miss B's apartment."

The use of police and police methods recently by the agency in Springfield, Massachusetts, has been of considerable concern to both the Federal agency and the Massachusetts State agency. Police and detectives had been used to interview applicants and recipients of public assistance.

In California the use of polygraph tests gave rise to a court proceeding in Contra Costa v. Social Welfare Board, 229, Cal. App. 2d 762 (1st Dist., 1964). Lie detector tests in determining eligibility were also used in Madison, Wisconsin, until recently in certain types of cases, a practice that was discontinued after issuance of H.T. No. 77.

Such methods of determination of eligibility as mentioned above, not only raised question because they violated individual rights and were demeaning, and thus should be prohibited, but they also pointed to the need of setting forth in the plan acceptable methods for determination of eligibility. Accordingly, the Handbook emphasized reliance on the individual and on documents and other information which he could supply or which could be obtained through his voluntary consent. This approach also avoided the use of methods which were wasteful in administrative costs and use of staff time.

An "investigation" was conducted in Illinois of the eligibility of a mother whose support from a son was discontinued after he married and left the mother's home. A federal reviewer learned that the welfare investigator talked to every other resident in the apartment building where the applicant lived and insisted that each show his Social Security card. He visited and searched every room in the son's home, interviewed the son's wife's parents, interviewed the son at his place of employment and while he was on the job, went to the High School, had the applicant's daughter taken out of the class room for an interview, and talked to her teachers and principal, with the result that the child refused to return to school for several days.

In another case reviewed in Illinois, the Federal report showed that the agency investigator had visited a recipient every day for two weeks "staying

several hours at a time." The report contains information that the welfare representative searched her home, called on the landlord and his wife, the grocer and other neighbors asking many questions about the recipient. Neighbors and the grocer expressed resentment at the methods used by the agency.

Unnecessary steps to determine eligibility were taken in other communities when the individual himself could have, if given an opportunity, produced evidence and records in his possession about his circumstances. In several States "blanket consents" which applicants were required to sign, permitted the agency to make all contacts they wished without specific consent by the individuals for particular contacts. As a result, in addition to indiscriminate and unnecessary checking which was frequently done by the agency, the recipient was not fully informed of what has needed to determine eligibility so he could supply information and records which he had or could obtain, and thus carry out his responsibility to assist in the determination of his initial and continuing eligibility.

An administrative report "Summary of Findings and Progress Reports from Bureau Reviews of Eligibility Determination in the Continental United States 1952–1958," Vol. I (November 1959) contains under the heading "Administrative Processes Reported to be Unnecessarily Complex, Cumbersome, Time-Consuming, or Highly Routinized":

"The following different types of administrative processes were identified in one or more States as being further illustrative of the kinds of problems that impede the sound determination of eligibility. The extent to which any one illustration may be typical of practice in any significant number of States is not known.

* * * * * * * *

"Many proofs of age were required for the same individual. A practice in one large city was to require 'in every instance documentary proof of age from the Bureau of Vital Statistics, even when age was acceptably established in accord with the State plan'.

"A great deal of administrative time was used in obtaining sworn statements from relatives and in determining settlement and residence.

"Verifications of some resources were made by routine mailing of forms to relatives, banks, and employers.

"Routine check of public property records was made in individual cases, both at time of initial and of continuing eligibility review.

"There was excessive duplication in forms and between forms and the narrative. Information on health, for example, appeared in five places in the record; on property in four places.

"Redeterminations of eligibility followed an almost mechanical procedure * * *. Recipients as individuals appeared to be lost in forms, requirements, and clerical details." (pp. 40–41)

In addition to the practices which were coming to attention through administrative channels, there were other expressions of public concern about the treatment of individuals under the public assistance programs. Critical articles appeared in law reviews and other publications, the American Civil Liberties Union submitted a memorandum to the National Social Welfare Assembly regarding discriminatory treatment of welfare recipients in a number of places, and the National Association of Social Workers, published a leaflet in 1964 on "Midnight Raids".

Litigation in State and Federal Courts prior to (as well as since) the issuance of the revised Federal policy has brought certain questionable practices by welfare agencies before the courts.

Growing concern of the Congress with the rights of individuals and with the need to assist disadvantaged individuals in functioning successfully in our society was reflected in the passage of several landmark laws including the Public Welfare Amendments of 1962, the Economic Opportunity Act, and the Civil Rights Act of 1964. (Although Handbook Transmittal No. 77 refers to Title VI of the Civil Rights Act, the major plan material to implement that law is submitted separately by the States.)

As increasing knowledge became available about unsound practice in determination of eligibility it was evident that both the Federal and State agencies needed a firm basis in policy for dealing with practices that were generally considered to be undesirable and unacceptable in the administration of public assistance, while at the same time safeguarding the legality of public assistance expenditures. Handbook Transmittal No. 77 is directed to these purposes.

WITHOUT PERMISSION

Senator BYRD. And also indicate what actions were taken against those who entered the home by force?

Mr. STEININGER. We will do this to the best of our ability, Senator.

Senator BYRD. Again a rhetorical question. Who would enter a home without permission? Mr. Steininger, is this being done by any State welfare agency—the entering of homes without permission?

Mr. STEININGER. Again, this has been reported to us and we placed this in the policy in an attempt to prevent it.

Senator BYRD. All right. If you will, please state the places in which such enterings were made, also indicate whether or not the reports were investigated and if so, were they substantiated. And be specific as to where it happened.

Mr. STEININGER. Yes, sir.

(The information is supplied above.)

FALSE PRETENSES

Senator BYRD. Who would enter a home under false pretenses? Did any State agency under the old regulations which were superseded by Transmittal No. 77 countenance the entering of a home by welfare workers under false pretenses?

Mr. STEININGER. Well, we were told that this was happening and this language is placed herein for the purpose of preventing that type of activity.

Senator BYRD. All right. For the record, supply the specific information as to the reports that were being received, where it was happening, what action was taken within the States themselves, if any, to prevent its happening further, and the dates as to when it happened, et cetera.

Mr. STEININGER. Yes, sir.

(The information is supplied above.)

INTERPRETATION OF "WORKING HOURS"

Senator BYRD. What is meant by the words "making home visits outside of working hours"? In other words, how are "working hours" to be interpreted?

Mr. STEININGER. Well, this is interpreted on the basis of the normal working day, and would particularly pertain to what you might call the daylight hours. Normally, I mean, the working day of the agency, it depends upon what communities in the United States we are operating in. So welfare departments operate from 8 a.m. to 4, 8 a.m. to 5:30, 8 a.m. to 6:30, those various hours, and that is what this pertains to.

Senator BYRD. You are talking about the working hours of the State agency itself?

Mr. STEININGER. Yes.

Senator BYRD. Not the working hours of the welfare recipient?

Mr. STEININGER. No, because that could vary very, very much because some people work a night shift and some people work different shifts. This is really aimed at the things I mentioned earlier, and that is the so-called midnight raids, the visits that are made to homes of recipients at midnight or 1 a.m. in the morning.

Senator BYRD. Do you not agree, Mr. Steininger, that the language is ambiguous?

Mr. STEININGER. Yes, sir.

Senator BYRD. For example, the language, "states must especially guard against violations in such areas as" et cetera, et cetera, "making home visits outside of working hours."

Mr. STEININGER. I would say it definitely could be improved upon.

Senator BYRD. For example, caseworkers may visit after 5:15 p.m., and sometimes on Saturdays to see members of the family not otherwise available. Would this be considered outside of working hours?

Mr. STEININGER. No, it would not.

Senator BYRD. Sometimes overtime is authorized by the welfare agency. Would this be considered outside of working hours?

Mr. STEININGER. No, it would not.

Senator BYRD. What is the interpretation would you say, of regular working hours?

Mr. STEININGER. Well, obviously with the examples that you gave there and which I had the answer yes, that they fitted within acceptable practice, this phrase here "during the normal working hours" is a little difficult to interpret.

Senator BYRD. I understand that the District of Columbia Department of Welfare Office of Investigations and Collections is authorized to visit homes between 8 a.m. and 10 p.m. Would this be in violation?

Mr. STEININGER. We have not considered it so.

MEANING OF "SLEEPING HOURS"

Senator BYRD. What is meant by "sleeping hours," going back to the stated phraseology "by way of illustration, States must especially guard against violations in such areas as," et cetera "making such visits during sleeping hours."

Does this mean that home visits may not be made during the hours before noon in the case of an individual who may wish to sleep in the morning?

Mr. STEININGER. No, sir.

Senator BYRD. Do the "sleeping hours" include an afternoon siesta?

Mr. STEININGER. No, sir.

Senator BYRD. Some people go to bed early and rise early. Others go to bed at midnight and sleep late. What is meant by "sleeping hours" in such instances?

Mr. STEININGER. We are talking here about the general practice in the communities which would say that most communities—I am talking now about the general practice, that most people in the communities probably go to bed between 10 and midnight and arise anywhere from 5 to 9. Now, there are exceptions to that because of people on shift work and many people have different sleeping habits.

Senator BYRD. So do you not agree that the language, which refers to visits "during sleeping hours," is ambiguous?

Mr. STEININGER. Well, it is difficult to interpret.

Mr. COHEN. I think part of the intention here is that this is the interpretation, in part, of that very first requirement to which you referred earlier, Senator, and some of the words there are rather of

uncertain meaning and this was an attempt just in part to indicate some areas to which States should give special attention. These interpretations in section 2230 correspond to the requirements in 2220, and so this is the interpretation of requirement 2220, item 1.

Senator BYRD. Yes, but who knows what "sleeping hours" are?

Mr. COHEN. This is just an indication to the States of the kind of practices in areas of which they should be aware that violations can occur. Now, it does combine some things which, as you pointed out, everyone would agree are just clear violations. If your were to break down the door in the middle of the night, there is just no question that this violates people's constitutional and statutory rights.

Senator BYRD. It would not have to be in the middle of the night.

Mr. STEININGER. That is right; yes, sir. And so some of these are very clear. Others perhaps are under some circumstances acceptable and so that this covers a whole spectrum of practices and is intended just primarily to show areas that States should be thinking about to guard against doing things that are not correct.

LACK OF CLARITY IN STATES' RIGHTS

Senator BYRD. Well, it leaves the States, I should think, unclear as to their rights.

Mr. COHEN. I agree.

Senator BYRD. As to what is meant and as to how far they can go.

Mr. COHEN. I think part of the intention here was again that there should be a general rule and explanation for the country as a whole and that then this could be worked out State by State on the basis of their individual State laws and their situations, their State plans. I believe this has been done, has it not? All over the country.

Mr. STEININGER. Yes, it has.

SEARCHING ROOMS AND CLOSETS

Senator BYRD. What is wrong with searching in the home in rooms and closets to seek clues to possible deception? The language in H.T.–77 states by way of illustration that "States must especially guard against violations in such areas as" et cetera, et cetera, "searching in the home to seek clues to possible deception." What is wrong with searching in the home? What is wrong with searching in "rooms and closets" to seek clues to possible deception?

Mr. STEININGER. Well, No. 1, Senator, I believe that if a caseworker went into a home and just started opening drawers and looking into closets, like going on a rampage, that this definitely would violate the privacy of I think this individual and I think subject a person to indignities to which he should not be subjected.

Senator BYRD. I agree. I agree.

Mr. STEININGER. And this is what this is aimed at.

Sneator BYRD. Now, in that situation the recipient would be justified with hitting him over the head with a skillet.

Mr. STEININGER. Yes.

Senator BYRD. But the language goes beyond that. By way of illustration, "States must especially guard against violations in such areas as searching in the home to seek clues to possible deception." Now, this language, without anything more, rules out the investigators or the social workers who have good reason to believe that there

may be something in the closet or in the bedroom or in the bathroom which would be a clue to possible deception. Do you not agree that the language, standing alone, prevents that?

Mr. STEININGER. You are now saying with the permission—we are both agreed that you do not do this by just walking into the home of the recipient and start opening up doors.

Senator BYRD. Exactly. Exactly.

Mr. STEININGER. But you discuss with the recipient the things you need to learn and the most you can learn from the person. If you find additional information is necessary you are asking the recipient for information.

Senator BYRD. Yes.

Mr. STEININGER. I have no problem with that.

Senator BYRD. That is the problem with the language here, you see. Do you not agree that the language on its face prevents the search of the home, period?

Mr. COHEN. I think what it is intended to say, and I can see how it could be read otherwise, is that in devising their methods, the States should be conscious that this is an area in which practices such as the first ones that Mr. Steininger described would be unacceptable and therefore they should themselves be alert to differentiate for the caseworkers or others in what circumstances they might be able to search and in which situations they might not be able to.

CLARIFICATION OF LANGUAGE

Senator BYRD. Well, the language in Transmittal 77 does not say that. Suppose you were back in Indiana, Mr. Steininger, administering the welfare programs there and you read this language which says that States must especially guard against violations in such areas. as "searching in the home," to seek clues to possible deception. Would you not feel that it would be a violation of HEW regulations if your investigators or social workers searched in the home? You would certainly want a clarification of this, wouldn't you?

Mr. STEININGER. I would want a clarification; without question, I would.

Senator BYRD. Has there been any such clarification sent out to the States?

Mr. STEININGER. I think the only clarification at this point that I recall, Senator, is a letter that was sent to you based upon your request of information along this line.

Oh, yes. I do recall, Mr. Cohen has just reminded me, we had some regional meetings in which we interpreted this material in greater detail so that this kind of language would be better understood.

Senator BYRD. Do you know if this question was asked at the meetings?

Mr. STEININGER. Yes; it was.

Senator BYRD. Was it clarified to the satisfaction of the people concerned?

Mr. STEININGER. I hope so.

Senator BYRD. Do the State agencies throughout the country realize they can still search closets, rooms, bathrooms, et cetera, if they get permission from the clients?

Mr. STEININGER. To the best of my knowledge, they do.

Senator BYRD. I have asked Mr. Galvin to come to the hearing today.

Mr. Galvin, has this point been clarified to the satisfaction of your department?

STATEMENT OF WILLIAM R. GALVIN, INVESTIGATIONS AND COLLECTIONS OFFICER

PRESENT STATEMENTS CLARIFYING PROCEDURES

Mr. GALVIN. By what he is saying now, yes. Not before.

Senator BYRD. Not before?

Mr. GALVIN. Not only to my department but it has not been clarified to some other States. In fact, other States are reacting just opposite to this.

Senator BYRD. On what do you base your statement?

Mr. GALVIN. Well, the Maryland Board of Welfare has forbidden their investigators even to make surveillances, much less a home visit.

I have an article here from the Baltimore Sun on the restrictions they have put on investigators before they can make a home visit.

Mr. STEININGER. This may be, though, Senator, because of the interpretation and the understanding the State administrator himself wishes to make independent, say, of this policy of ours.

Senator BYRD. Well, Mr. Galvin has indicated that his department here in the District of Columbia has not received the kind of clarification that you have just given to this committee with reference to searching in the home.

Now, I take it that if this has not been clarified to their satisfaction, so that they know just where the lines are within which they might operate, the same thing must exist nationwide.

Now, I contacted my own State director some time ago. I have not contacted him recently. I contacted him some time ago because it had been my intention to present these questions to Secretary Gardner at the hearings conducted by Senator Hill and his subcommittee, of which I am a member, but it was just not possible for me to be at the hearings at that time and have my questions ready. These questions do not go to the point only of clarifying the situation in the District of Columbia; they address themselves to subjects that are nationwide in their impact. Now, from the standpoint of the District of Columbia, as well as jurisdictions nationwide, I feel it important that the matters be clarified in these hearings. Mr. Galvin indicated some time ago during our earlier hearings on the Welfare Department budget that transmittal 77 had not as of that time been clarified and he could not say what the impact would be on the budget, for example, of this transmittal. So, at the moment, entirely aside from the nationwide impact, and it must have a nationwide impact, I feel it necessary to direct these questions to you here, but I want it understood by the readers of this record that the answers to these questions have significance that goes beyond the boundaries of the District of Columbia and are applicable generally.

CONSTITUTIONAL RIGHTS OF RECIPIENT

So I come to this question. What constitutional rights of the recipient—that is what we are talking about, because all of this is

prefaced by the language revolving around "constitutional rights"—what constitutional rights of the recipient are violated if he first gives permission for a search of rooms and closets in the home?

Mr. STEININGER. None, but, Senator, this is very difficult material, of course, to interpret. Let us even talk about consent for searching in closets and drawers. There are those who would criticize us and say that it is not much of a consent that a recipient gives if the caseworker, say, in a very harsh manner or threatening manner says you had better let me see in all these drawers. The recipient, I think, feels under pressure and recognizes that she does not even have a chance to explain what may be in that drawer or what information the caseworker is looking for.

Senator BYRD. May I interrupt you at that point without breaking your train of thought. You say those who would—I am quoting you—"Those who would criticize us" say this. No. 1, who are "Those"?

Mr. STEININGER. Well, there are people in the community who feel that we are violating the rights of recipients and we are not treating them with dignity and worth because of the approaches that some of our caseworkers use.

Senator BYRD. You also refer to the approach used by a "caseworker". Can you document that statement so as to identify the approaches to which you are referring?

COMPLAINTS

Mr. STEININGER. Yes; I will try my best to. The material in terms of complaints that have been given to us——

Senator BYRD. Oh, not in terms of complaints. I read about those in the paper. I mean complaints that are substantiated.

Mr. STEININGER. It is a hard thing to prove.

Senator BYRD. Yes, it is a hard thing to prove because all too often the proof just is not there. It is like the charges of police brutality so often made and so often unfounded.

Mr. STEININGER. It is one's words against another's words.

Senator BYRD. Yes.

Mr. STEININGER. And it is very difficult for us on the Federal level to prove some of these things.

Senator BYRD. Yes, it is. Well, are you going to listen to the agitators who make complaints that are not provable or are you going to listen to the taxpayer who wants to be assured that the payments are going to qualified recipients?

Mr. STEININGER. Well, there are taxpayers also who raise questions about the methods and manner in which they treat recipients just as well as those taxpayers who feel maybe we are not rough enough on them, using that by way of illustration.

Senator BYRD. Now, do you honestly believe that Welfare workers ask questions in the tone of voice to which you referred—in a demanding, arbitrary, arrogant, supercilious tone? Do you think that this is done ordinarily?

Mr. STEININGER. Well, I am talking from actual experience. Senator, let me say this. These are the exceptions rather than the rule. I had caseworkers on my staff who (you know, as the Administrator you get around the building to find out what is going on) occasionally I would hear say at the intake desk: really treat a person as though they were worse than a dog.

Senator BYRD. What did you do in that case?

Mr. STEININGER. I called the worker and in some cases we fired them.

Senator BYRD. Don't you think other administrators throughout the country are going to respond likewise?

Mr. STEININGER. Well, I hope they would.

Senator BYRD. Don't you really believe they would?

Mr. STEININGER. Most of them would but I sometimes——

Senator BYRD. Do you believe that there are administrators in the welfare departments in this country who would countenance that kind of treatment?

CASE OF "RAIDING" HOMES

Mr. STEININGER. Well, I would have questioned the administrator, for example, who says, "All right, automatically we are going to raid all AFDC homes indiscriminately, not even on a sample basis. Every person is going to go out tonight and investigate their AFDC families at 12 o'clock." I think there is some question——

Senator BYRD. Is this being done?

Mr. STEININGER. This was done.

Senator BYRD. Where?

Mr. STEININGER. At least this is the way it was reported to us and the way the raids were conducted in Alameda County. This is the situation, Senator, you probably read about, where the caseworker refused to participate in this kind of activity and therefore was fired and appealed his case to the court and then eventually to the Supreme Court of California which ruled in his favor.

Senator BYRD. Have you heard of this being done in the District of Columbia?

Mr. STEININGER. No, sir.

Senator BYRD. Mr. Galvin, do you tolerate this kind of arbitrary, arrogant action on the part of your investigators?

Mr. GALVIN. We would fire them.

Senator BYRD. You would fire them?

Mr. GALVIN. We would recommend it and the director would approve it. The only way they could continue working in the District is if we were overruled by the Civil Service or by the Commissioners.

Senator BYRD. Have you had any such cases occur?

Mr. GALVIN. No, sir.

VIOLATION OF CONSTITUTIONAL RIGHTS OF RECIPIENT

Senator BYRD. Well, we get back to the nub of the question here. I think we have gotten a little afield in discussing these exaggerated situations, and I don't mean to imply that you presonally have exaggerated them, Mr. Steininger. Perhaps I should use the words, very exceptional cases. But to get back to the question, if a person first gives permission for the search of rooms and closets in the home, what constitutional rights of the recipient are violated?

Mr. STEININGER. None under the circumstances.

Senator BYRD. If the social worker or investigator says, "Lady, do you have any objections if I look in the bathroom," and the person says no, well, that person is not under any undue pressure, it seems to me, or any pressure, really. I mean, she can say no.

Mr. STEININGER. If there is nothing in the bathroom, why say anything else but yes. If there is nothing else that can be discovered there, what recipients would deny the social worker access to the bathroom or the closet?

Mr. COHEN. On this whole question of consent, entirely apart from the matter of the caseworker or the investigator, I think the courts today are saying that at least under some circumstances, even though the recipient gives permission, that is not a legally effective consent.

For instance, in the raid in the middle of the night. Any search with permission is a legal one, but the courts are saying that even if the recipient at 3 a.m. when the—if there was a knock on the door and the worker said may I come in, and the individual said, yes, I think the courts would say, well, that just isn't a legally effective consent. You just do not give a free consent under those circumstances.

Senator BYRD. Well, but, you are straining at a gnat and swallowing a camel. Nobody here questions this situation you are talking about. Nobody is arguing about that.

Mr. Galvin, do your investigators ever do that? Do they ever go out at 3 o'clock in the morning and demand access to people's closets and bedrooms and entry into their homes?

Mr. GALVIN. Senator, I have told you several times and the director has agreed with me. If we knew of any case of anyone doing this other than between the hours of 8 a.m. and 10 p.m. I would recommend him for discharge and the director would concur in my recommendation.

Senator BYRD. Yes.

Mr. COHEN. If the individual refuses to allow the investigator or caseworker to enter, the very possible consequence would be that the assistance would be cut off for noncooperation.

Senator BYRD. Yes, but what is wrong with that?

Mr. COHEN. So that the individual knows that if he does not give consent, he is losing his subsistence check.

Senator BYRD. Well, what is wrong with that if there is nobody in the bathroom?

Mr. COHEN. Well, I guess whether there is or isn't, the court decisions give some indication that there is a question of whether that consent is voluntary because a person with his subsistence money hanging in the balance really has no choice but to say yes.

Senator BYRD. Then the same thing can be said with regard even to entry into the home. You can carry this to extraordinary lengths.

Mr. COHEN. I agree, sir.

Senator BYRD. Almost any question that the person answers, may be used against him, and I think this is a right which the Welfare Department has. It has a right to condition the receipt, by the recipient, of the taxpayers' moneys, in the form of welfare checks, upon the proper observance of whatever regulations it may lay down.

INFERENCE FROM REFUSAL OF INFORMATION

Now, one of those regulations it seems to me would be that if you, Mr. Applicant, at any time refuse to give information which can be rightly expected of you, then the penalty is that you will no longer receive welfare benefits, the assumption being that that individual will be withholding some information which would affect his eligibility.

He will be "covering up", and at that point the Welfare Department, not having any other way to ascertain the true and pertinent facts, has no choice but to cut off the payments.

Mr. STEININGER. And that is what we say right now in our policy.

Senator BYRD. Yes, but this goes to the heart of what Mr. Cohen was saying.

Mr. COHEN. My only point, Senator, is that there is a whole range of circumstances and it is not quite clear exactly where the courts are drawing the line. So that there are fuzzy areas here. I don't think one can say with assurance exactly when there is a free consent and when not, and in some borderline cases.

Senator BYRD. Well, what you are doing here is expecting the social worker to determine questions which are only justiciable.

Mr. COHEN. I don't think it is at all.

Senator BYRD. I think that is what you are requiring but I think you are going to far. Are you saying for this record here today that if the recipient is asked for permission by tne social worker or investigator to search the home, to look in the bathrooms, bedrooms, and closets, et cetera, and if that recipient gives permission, the social worker and/or investigator can not proceed?

Mr. COHEN. No, I am not saying that. I think what I am saying is that——

Senator BYRD. Well, that apparently is what this, in effect, is saying. That is what Transmittal No. 77, in effect, appears to say.

Mr. COHEN. I think all that Transmittal No. 77 was intended to say was that this is an area where the court decisions are unclear and it is now known that there are some circumstances such as the middle of the night or a random visit to all the cases with a search where even if the recipient gives permission, says you may search, the courts may well say that is not a legal search. So that the State agency should be aware of these court cases and try to make it plain to the workers the situations under which it would be illegal.

INTERPRETATION OF LANGUAGE IN HANDBOOK TRANSMITTAL NO. 77

Senator BYRD. Now, why didn't the Welfare Administration say this to the States? We are really splitting hairs here today in more ways than one. What we are talking about is this simple language which can be understood by anybody who can understand the English language "States must especially guard against violations,"—"violations in such areas as searching in the home."

Now, what do you make of that? You don't need a court decision to tell you what that means. That means it is a violation to search in the home. So what is your response to that for the record, Mr. Steininger? May social workers and investigators continue to search in the homes—ruling out the exceptional cases of midnight raids—as they were allowed under the material that was superseded, if they first get the permission of the client to so search?

Mr. STEININGER. Well, may I take just a few extra sentences in order to answer this question, because I would like to preface it before I say yes I agree with you.

Senator BYRD. Surely.

SOCIAL WORKERS' OBSERVATION

Mr. STEININGER. I would hope that the caseworker would recognize this person as having dignity and worth, question him on a solid basis. She is supposed to be intelligent. She has eyes. She can look around. She can make observations about new television sets. If she was at the home 1 month before and it was really poverty-stricken, then I may have to exaggerate a little bit, and she walks in and here is a whole new set of furniture, obviously she doesn't have to go searching very far to find out that there have been some dramatic changes here, and start asking some questions. This will lead then to drawing certain conclusions and I think this needs to be resolved with the woman. I am using woman because we are talking about the AFDC program. If the recipient or applicant is unable to give satisfactory answers and the applicant or recipient is refusing to do so, the caseworker has no other alternative, except to say, "your case is going to be terminated or your case is being denied in terms of the application." Now, as part of this process, in many instances you do not have to routinely search. In those cases where you feel you still haven't received all the information that you need and the recipient is acting somewhat suspicious, you know, and giving an indication to any intelligent person who says, "Look, there is something going on here," then the caseworker would say "It is necessary for me to find out more about this. Apparently you are not giving me all the facts as I need them. Now, I would like to look around your home here. I want to see if there is additional information or evidence that I need." If the recipient said yes, and if she has nothing to hide she is going to say yes and with that permission one proceeds. But I would think this would have to be done rarely, and in our policy material we provide for different methods to be used in the exceptional case.

Senator BYRD. Well, now, let's keep talking about the point at issue here.

Mr. STEININGER. All right.

ACTION AFTER RECIPIENTS' CONSENT TO SEARCH

Senator BYRD. I want to get this clarified. My question is, when the consent of the recipient is given, is HEW taking a position that the social worker and/or investigator is not to search the home?

Mr. STEININGER. No. I thought we were saying the opposite. I thought I had agreed with you when you asked me your earlier question, Senator, that if permission is obtained, they can seek this additional information.

Senator BYRD. All right.

Mr. STEININGER. And in my more elaborative response I was trying to build the situation, Senator, that I hope it would be done, you know, in an acceptable fashion.

Senator BYRD. Of course, it should be done in an acceptable fashion and if it is not, then that case will stand on its own bottom and if it goes to court, the court will probably have justification for ruling against the welfare agency. But if the social worker and/or the investigator makes the request in a reasonable way, not in a demanding tone, and says, for example, "Lady, we would like to look in the bathroom, do you have any objections," and if the lady says no, I

ask you, as far as HEW is concerned, may the investigator and/or social worker proceed to look in the bathroom?

Mr. STEININGER. Yes, sir.

Senator BYRD. Because it is not HEW's place to sit as a court. Do you agree with that?

Mr. STEININGER. Yes, sir.

INFRINGEMENT OF CONSTITUTIONAL RIGHTS DETERMINED BY COURTS

Senator BYRD. We should leave it to the courts to determine wherein the constitutional rights of citizens have been infringed in those cases that are brought before the courts.

Do you know of any court case which has ruled that a search in the closet, or bedroom, or bathroom, or any other place in a house was unconstitutional if the consent of the recipient was first granted and there were no circumstances presented in the case which would indicate that the request was made in a demanding, arrogant, threatening tone?

Mr. STEININGER. There are none to my knowledge, and I would defer, though, to legal counsel here. He may know of the court cases better than I do.

Mr. COHEN. Well, the only case really in this vein is the Parrish case, but there is the added factor that it was in the middle of the night or very early in the morning.

Senator BYRD. Yes. Those are extraordinary circumstances. We are not talking about that here. I want the record to show that we do not have reference to the midnight raid type of search.

Mr. COHEN. As you know, Senator, lawyers vary in their opinions and there have been Law Review articles and items of that sort which have been published which question whether there is ever a valid consent to welfare searches. There are also discussions about the effect of, for instance, the recent U.S. Supreme Court decision in the *Camara* case where they required a warrant for a health inspection of a home, and——

Senator BYRD. Yes.

Mr. COHEN (continuing). And I am sure that there will be arguments made on behalf of public assistance clients that this means that there can be no searches of their homes without warrants. But I am not aware personally of any cases that have been decided on so broad a basis in the welfare area.

Senator BYRD. But it is not the responsibility of HEW to determine the constitutional question in this regard.

Mr. COHEN. No, sir. I do think that if the courts have spoken clearly in a particular area, that HEW has some obligation not to close its eyes if the States are carrying on clearly unconstitutional practices.

Senator BYRD. No question. No question, even in this Senator's mind, on that point. But have the courts spoken clearly in this area to which we are now addressing ourselves, to wit, the search of a home with the permission of the client?

Mr. COHEN. As I say, not if you are speaking of hours other than—well, I hesitate to use that term "sleeping hours" the middle of the night or early morning hours.

Senator BYRD. We are talking about a rule of general application here and I assume that when we talk about general situations, we are

not talking about midnight raids, because these have not occurred in very many jurisdictions, have they?

Mr. STEININGER. No.

TERMINATION OF PAYMENTS

Senator BYRD. It seems to me I recall a judge in the District of Columbia, only the last year or the year before, rendering a decision in which he held, in essence, that the welfare department had a duty to the taxpayers to require that certain conditions be met before the payments of public moneys should be made to the recipient, and if the recipient did not meet those requirements, it was the duty of the welfare department to terminate the case and that, if the recipient did not cooperate in providing information upon which the department could make a determination of eligibility, the department had a right to terminate or to deny payments. I cannot cite the case but am I right insofar as my recollection is concerned?

Mr. STEININGER. Yes. And we also say the same thing in our own policy if I may read it here. We say if the individual is unwilling to have the agency seek verifying information, the agency may not be able to determine eligibility and thus have no recourse but to deny or terminate assistance. I do not think we can make it clearer than that.

Senator BYRD. Yes. Well, the denial of consent to search a room would fall within that language, would it not?

Mr. STEININGER. I would say yes.

PERMISSION CONVEYED IN HANDBOOK LANGUAGE

Senator BYRD. Then if we might close our discussion of this point, this handbook language permits a reasonable search of living quarters by social workers and investigators if the consent is previously given by the recipient?

Mr. STEININGER. Yes, sir.

Senator BYRD. I am correct in that?

Mr. STEININGER. Yes, sir.

Senator BYRD. It does not prevent such a search?

Mr. STEININGER. It does not.

RECIPIENT'S HOME NOT SEARCHED WITHOUT PERMISSION

Senator BYRD. No one would maintain that social workers or investigators should search a recipient's home without his permission, and let me say that as one who has supported investigators, I would be ashamed of an investigator or social worker who searched a recipient's home without his permission. It is my understanding that permission is always sought and that a search of a home is not conducted if permission is not granted. Repeatedly, home searchings have revealed clues to possible deception. Does the Welfare Administration wish to close its eyes to clues to possible deception?

Mr. STEININGER. It does not.

Senator BYRD. If clues to possible deception can only be revealed through a search of rooms and closets, why would the Welfare Administration object to such a search if the recipient first gives permission for the search? I think you have acknowledged that the Depart-

ment of Health, Education, and Welfare does not object to such a search if permission is first granted.

Mr. STEININGER. Yes, I did.

WELFARE PAYMENTS ARE PUBLIC MONEYS

Senator BYRD. I assume that welfare recipients are aware of the fact that welfare payments are public moneys?

Mr. STEININGER. I believe most of them know.

Senator BYRD. Well, do welfare recipients not know that welfare payments come from tax moneys paid by, and collected from, the public?

Mr. STEININGER. I believe that they—as reasonably as one can say it, I would say practically all of them know this.

Senator BYRD. Are applicants for welfare payments not informed at the time of application or at least at the time the application is approved that there must be a determination of continuing eligibility from time to time and that such a determination may involve whatever steps are necessary to substantiate the facts governing eligibility?

Mr. STEININGER. Yes, I would say that the good case worker explains, to go back to an earlier phrase that you used, Senator, not only the rights of the recipients but the rights of the taxpayers. In other words, spells out very clearly for the applicant what the rules of the game are, so to speak. These are—this is the information that we need. This is what we expect you to do while you receive the assistance and this is the way the program is administered and it should be very clear and the worker should be well trained to know how to do it.

Senator BYRD. In your judgment is it a violation of one's personal dignity to be required, in return for the receipt of public moneys by way of welfare payments, to produce evidence of initial or continuing eligibility for such assistance payments?

Mr. STEININGER. No, sir.

RELIANCE ON PUBLIC RECORDS

Senator BYRD. On page 6 of 2230, item 5(c), reads as follows:

> Reliance on the applicant and public records as the primary source of information will ordinarily make it unnecessary to consult other sources of information. The agency should take no steps in the exploration of eligibility to which the applicant does not agree, including contact with collateral sources. When information is sought from collateral sources, there should be clear interpretation of what information is desired, why it is needed, and how it will be used. Agencies should not rely on a blanket consent for outside contracts but should obtain specific consent for each contact whether with social agencies, doctors, hospitals, and similar sources, or with relatives or other individuals.

Heretofore, in Handbook Transmittal No. 77, the applicant is to be relied upon as the primary source of information. Now, we find that public records may be resorted to. What is meant by public records?

Mr. STEININGER. Public records are those records which a public agency has and which are available to the general public.

Mr. COHEN. I think also we said that they are records available to the welfare agency?

Mr. STEININGER. Yes.

OTHER SOURCES OF INFORMATION

Senator BYRD. What is meant by "other sources of information"?

Mr. STEININGER. This is a general term going back to the fact that you need to establish eligibility to the satisfaction of the agency. If the primary source of information which is the applicant is insufficient.

If the public records are insufficient, and you need additional information, you may use any other source of information to establish the record. A specific example: Let's say you listen to the applicant, you have checked a certain number of public records and, say, you need to seek information from a bank or, say, from U.S. Steel Corp. or Standard Oil.

COLLATERAL SOURCES

Senator BYRD. What is meant by "collateral sources" as used here?

Mr. COHEN. I think it just means "other."

Senator BYRD. Yes. I read the sentence to which I have specific reference, "The agency should take no steps in the exploration of eligibility to which the applicant did not agree, including contact with collateral sources."

Why should the agency not take steps to explore eligibility, including contact with collateral sources, even though the applicant does not agree?

Mr. STEININGER. Well, this goes back to the premise that we believe that from a practical point of view, in the administration of the program, and to administer it in terms of recognizing the dignity and worth of the individual, that you will seek his consent to help establish eligibility. Now, if you do not get all the information that you need from him; that is, the applicant, you then say: Well, now, we need to obtain additional information and we would need information, for example, from the schools. We need information from your previous employer. We will need information from, say, banking sources or any one of these other sources of information which may be necessary which the recipient has been unable to supply, and what you are doing then is explaining to him which ones you need to follow, and this is no different than you are doing in terms of other matters of public business. The Social Security Administration follows this practice and I believe if we were—the Veterans' Administration follows this practice. I think all public agencies follow this practice.

PRACTICE OF INTERNAL REVENUE

Senator BYRD. Do you feel that the Internal Revenue people follow this practice of only examining collateral sources to which the taxpayers' consent has already been given?

Mr. STEININGER. I am not certain about how the Internal Revenue operates. I would have to look that one up. I cannot speak on it.

Senator BYRD. I have a feeling that the Internal Revenue people examine every string to the end of that string, and I don't believe they confine their examination of a taxpayer's return to only those collateral sources with regard to which consent had previously been received from the taxpayer. Is that your general impression?

Mr. STEININGER. To the best of my knowledge, that would be it.

Senator BYRD. Yes.

PROCEDURES USED IN EXPLORATION OF ELIGIBILITY

Well, I think this is not only somewhat ambiguous but is also somewhat restrictive upon the agency when the agency is told, as it is in transmittal No. 77, that it "should take no steps in the exploration of eligibility to which the applicant does not agree, including contact with collateral sources."

Mr. STEININGER. Well, I think we have to look at this, Senator, in the light—this would be the general practice and I think we would all agree that if the recipient is able to give you the—well, consents to these various places that you wish to seek your information, this is a fair way of doing it. But let's say you are having trouble with this and you are suspicious and you have good cause for being suspicious, our policy provides for exceptional methods to be taken and we say—it says here, this is limited, "agency actions contrary to the foregoing practices will be inconsistent with the requirement for 2220, item 5(c), unless limited to specific situations where there is special need to use other procedures. If other procedures are followed, in a specific situation, the case record must specify the reasons why they were needed and the specific procedures followed which must be consistent with 4220." This allows for these other methods which may be necessary in those cases which you have valid reason for being suspicious.

HARASSMENT

Senator BYRD. I suppose if the individual says that constitutes harassment, it would run afoul of paragraph 1 under 2230?

Mr. STEININGER. That is a tough one. This interpretation of harassment I am very much aware that some people would say the mere asking of a question is harassment, while at the other end of the spectrum I think, Senator, you and I could probably at least exaggerate the cases in which we would say this is definitely harassment where, say, the caseworker keeps pounding away at this person asking the same question 50 times. I think about the 49th time you and I would agree that this is harassment, you know. This is the point we are making here.

MEANING OF "COLLATERAL SOURCES"

Senator BYRD. Well, can you in the context of these questions state for the record what is meant by "collateral sources"?

Mr. STEININGER. I would say collateral sources are those places where you need to seek information which is outside of the applicant or recipient himself. This refers to all outside information—relatives, friends, banks, public agencies. This to me is the interpretation of collateral sources.

Senator BYRD. You mean that the Department cannot attempt to establish whether or not there is unreported income without first getting consent from the recipient?

Mr. STEININGER. Well, I would say that we seek, first of all, this information from the recognized collateral sources which I just stated, Senator. You would say to the person that you will need to seek information, as I say, from his present employer, part-time employer, or former employers. Now, after you have done all of that, and there is still need for suspicion and we take this other policy piece here which says you can go find out this additional information you need to find

out because the ordinary procedures here are not giving you the information you want, and we go back to the fundmental that we say throughout this thing, you cannot put the case on unless you are satisfied that this case is eligible and has met the eligibility factors.

OBTAINING CONSENT OF RECIPIENT

Senator BYRD. Mr. Galvin, you have the practical side of this matter to deal with daily, and perhaps you can think of situations in which it would not be advisable to get the consent of the recipient before investigating collateral sources. Perhaps you cannot.

Mr. GALVIN. Well, I can give you several examples. One is in an inspection of the home, we find a man in the home and he identifies himself as a brother, but in reality he is the husband, the woman says, no, you cannot go check on my brother's address. We would be in a situation that we would not be able to prove anything if we needed this type of consent.

Mr. STEININGER. Well, couldn't you satisfy that, Senator—you tell the recipient: "Look, we do not think this is your brother. We have suspicions about this. We are going to check this out." So you are telling him you can check anything you want after that. If the recipient says: "Look, I don't want you to go looking into this," right at that point the recipient says according to our policy: "Look, I don't want you to look any further," the caseworker says then: "I am sorry; we cannot establish your eligibility if you do not permit us to pursue what we need to pursue."

Mr. GALVIN. Another example would be on suspected employment if we had to go to the recipient to obtain consent to check with someone that we ascertained or had strong reason to believe was employing the person and she would not give it until a day after we had talked to her. In the meantime she could have talked to her employer, if he were a relatively long-time acquaintance, and the employer would give us no information. We would not be able to find the facts of the case.

INTENT IN HANDBOOK

Mr. COHEN. I think any of these cases where there are specific facts which give reason to believe that there may be ineligibility, I think those are the ones that this exception is designed to deal with, so that in those cases, the handbook does not require getting permission. I think I must agree that the way the handbook is written here is a little confusing because it says on one page that you shall not do something and then it says on the next page that you can have exceptions, but the two have to be read together, and when they are read together, I believe it becomes clear that the intent is that in the specific situations, individual situations, where there is reason to suspect ineligibility, the individualized consent is not necessary.

QUESTION OF CONTINUING PERMISSION

Mr. GALVIN. Another clarification I find most desirable would be that if the applicant or the recipient has given permission to the social worker or to an investigator at a prior time to make these contacts, this should be a continuing permission. We should not have to get again specific permission to contact each of the sources.

Senator BYRD. Well, we are getting to that.

What constitutional rights of the applicant would be violated if contact with collateral sources is made, without his permission, to further explore eligibility?

Mr. STEININGER. I do not believe there are any constitutional rights, Senator, that are violated. This is a question of recognizing the dignity of the person, to permit him to satisfy whether or not he intends to help make himself eligible or not.

DENIAL OF ASSISTANCE UPON REFUSAL OF INVESTIGATION BY RECIPIENT

Senator BYRD. It seems to me you have clarified this to a considerable extent when you pointed out that if there are indications that the the facts are not as claimed to be by the recipient, and if the recipient denies the consent to investigate them, the departments have responsibility to terminate the payments. Yet it still troubles me. If you are going to stand by the statement here that the agency should take no steps in the exploration of eligibility to which the applicant does not agree, including contact with collateral sources, are you saying then that if the applicant does not agree, the eligibility is prima facie considered——

Mr. STEININGER. Right.

Senator BYRD (continuing). Invalid?

Mr. STEININGER. That closes the case right there. If I may read, in addition to my response, Senator:

> If the individual is reluctant or unwilling to help resolve the question or permit the agency to do so the agency is responsible for considering carefully with him his reasons, both to prevent him from deciding unnecessarily or unwisely to withdraw from the program when he is eligible and to discharge the agency's responsibility for evaluating whether facts had previously been presented correctly. If the individual is unwilling to have agency seek verifying information, the agency may not be able to determine eligibility and thus have no recourse but to deny or terminate assistance. In such instance the individual should be told that he has a right to reapply at any time.

I think this makes it very clear as to what he is supposed to do.

Senator BYRD. But what is wrong with the exploration of collateral sources, to further establish eligibility, even without the consent of the recipient?

Mr. STEININGER. It is a question, Senator, of being treated like any other person, I suppose, in the mainstream of life, not to put it on a personal basis. It seems to me when I seek a credit rating, I would hope that they would come to me first and ask me the necessary questions, and then I think I would let them seek other information. Also they then should explain to you what they are going to do from then on.

INTERNAL REVENUE CHECKS WITHOUT TAXPAYER CONSENT

Senator BYRD. But I get back to you as a taxpayer. The Internal Revenue people, if they audit your returns, do not come to you and ask you if they may check here or there or some place else. They are going to check.

Mr. STEININGER. I suppose the only exception is the Internal Revenue. I am not too sure of all of their procedures.

Senator BYRD. Do you consider it an infringement upon your personal dignity that they do?

Mr. STEININGER. I guess I have not had any problem with them, Senator.

Senator BYRD. Perhaps, then, we should not deal with you as a person. Should the individual taxpayer feel that it is an infringement upon his dignity and his constitutional rights for the Internal Revenue people to make some checks here and there with his previous employers or with banks, and so forth, to see if indeed he is reporting his income——

Mr. STEININGER. Well——

Senator BYRD (continuing). In a truthful way?

IRS CHECKS OF SUSPICIOUS CASES

Mr. STEININGER. The Internal Revenue people do not do this routinely on every case. They do it only when they are suspicious. I think in the new system, now with their sample methods with all their ADP machines, they may do it differently.

Senator BYRD. It has been my understanding that every four, five, or six cases or every 2 or 3 years they audit. They do not just audit where a complaint is received. They automatically audit every third case or every fourth case or every fifth case—something to that effect.

Mr. STEININGER. Well, now, if I understand it correctly, sure, they take the sample, but they do not go out and check with all these collateral sources unless after they have looked at your income tax statement they become suspicious that there is something wrong with it.

Senator BYRD. Let's say they take just a random sample of cases, every seventh one, and they look at it, and they go out and check. They do not ask the individual if they can do the check. He doesn't even know that they are checking on him.

Mr. STEININGER. I agree with you on that. They do not to my knowledge let you know.

Senator BYRD. He is not being harassed. His constitutional rights are not being infringed unless perhaps on the basis that they resort to wiretapping or they break into and enter his home. That is different. But nobody raises a fuss about this. They expect this. We do not expect the IRS people to come and say, "Look, do you have any objections if I check back and see thus or so, or go over to this bank or that bank and inquire as to whether or not you have so much money or how much your deposits were this past year, and so on?" They do not ask any questions like that. And the individual taxpayer may not like it, but I think the average taxpayer would say that if we are going to have a government that pays its bills, taxpayers have to expect to have their returns scrutinized.

QUESTION OF INVESTIGATING COLLATERAL

So what is wrong with investigating other sources than the welfare recipient? What is wrong with studying collateral sources outside his knowledge just to determine if he is eligible to receive welfare payments? These payments do not come as a matter of legal right, I believe we said. He receives them only if he meets the qualifications, and if the Welfare Department wishes to make a determination as to whether or not he meets the qualifications and wants to go over here

and check this place and over there and check that place, what is wrong with doing so without his consent?

Mr. STEININGER. Well, I suppose maybe I want to ask the—turn the question around and ask you, I mean, what is wrong with asking the applicant or recipient about the permission to go out and see all these people and find out all this information and if he says, no, you cannot do it, you terminate the case?

Mr. COHEN. I think there are some factors here——

Senator BYRD. Well, I do not think there is anything wrong with that, but I think there are instances in which it might be wise to make the examination of collateral sources without the consent or without having to wait for the consent of the recipient, and in such instances I am wondering what constitutional rights have been invaded? What legal rights have been invaded? What harassment has occurred?

Mr. STEININGER. This is done——

Senator BYRD. What dignity has been impaired? So what is wrong? I mean, why in the previous transmittal was this not included and why was it included in this material?

PROCEDURES IN DETERMINING ELIGIBILITY

Mr. STEININGER. Well, I think the practice in some places would be where the person would apply for assistance and a caseworker went out and made all the collateral contacts first, let's say, went to the schools and started asking some questions about the youngsters and what not——

Senator BYRD. May I interrupt you there? You have already said that we are to accept the recipient as the primary source and we have agreed that if primary means first, there is no argument. So the caseworker indeed does not go out and check all those other——

Mr. STEININGER. I am talking about—well I, see what you are saying. By having this first policy, you do not need the second one. Is that what you are saying?

Senator BYRD. Well, I am saying that we are going to take the recipient's word at first. I believe here in the District of Columbia the recipient's word is taken as being valid, is it not, Mr. Galvin?

Mr. GALVIN. This is done all over the country and then the statements are verified.

Senator BYRD. Yes. I do not think that he is required to wait a month or 2 months or 6 months, is he, in the District of Columbia?

Mr. GALVIN. No, sir.

Senator BYRD. But then when it comes, Mr. Steininger, to verifying his statements, to verifying his eligibility, why at that point should the Department have to have his consent to check some collateral sources?

Mr. STEININGER. Well, because I think that the applicant may decide that he does not want all this investigation being made. It may prove too embarrassing to him and he will come out and say just forget about it.

Senator BYRD. In other words, there might be some fraud disclosed and he might be put in the jug?

Mr. STEININGER. He would not apply and says "just do not do it," Mr. Chairman.

MR. GALVIN'S REACTION TO LANGUAGE IN HANDBOOK

Senator BYRD. Well, Mr. Galvin, may I address this question to you again. You are one who has to deal with the practicalities in this situation. You have heard the questions and heard the responses. What is your reaction to this language in Handbook Transmittal No. 77 dealing with collateral sources?

Mr. GALVIN. I think that part should be eliminated. There are certain specific instances when you should get consent. You should get consent to get information from a hospital record on the person. You should get consent to go into the home. If they do not want you to enter the home——

Senator BYRD. We are talking about collateral sources now.

Mr. GALVIN. This would be a type of collateral source, to check with the landlady. They do not want you to check with the landlady. But other than some very special ones which would be hospitals or doctors, I would say that this part about collateral sources should be a blanket consent. The applicant or recipient should be advised that verification checks are necessary.

Senator BYRD. I am asking you, Mr. Galvin, what collateral sources are there——

Mr. GALVIN. Are you asking what is meant by collateral sources?

Senator BYRD. No. I have no concern about securing the consent of the recipient to investigate collateral sources ordinarily knowing that if that consent is not given the Department will terminate eligibility. That will be a justification for denying eligibility or terminating it. But I want to make sure that there are not exceptional cases in which it would be important to search collateral sources without the consent of the individual.

Now, if there are no such, fine. But if there are such, then this language here, to the extent that it restricts social workers and/or investigators from doing that, should be clarified or modified and I am asking you, as one who deals in these situations daily, can you think of a type of collateral source which it might be advantageous to investigate without getting the prior consent of the recipient?

TYPES OF COLLATERAL SOURCES

Mr. GALVIN. A collateral source in this respect would be the real estate agency or the landlord who is renting the home or apartment. This would be one that we would prefer doing routinely without a specific consent each time.

Senator BYRD. Now, let me ask at that point, why? If, as long as the individual denies consent, the agency can terminate the payments?

CHECKING REAL ESTATE RECORDS

Mr. GALVIN. I have found for all practical purposes that the agency does not terminate the payments as readily as is being stated today. That is the rare situation rather than the usual situation. We would want to check real estate records. For example, because a man allegedly absent from the home, the father of the children, may actually be in the home. This would give us our first clue that he is really living in the home. He has signed the real estate contract for the rental of the home. At that point then we would have to prove

that he is still actually in the home and living in the home. We could do this through surveillance. If we were required to ask her could we check the records of the real estate company from whom she is renting and she were to say yes, she would know at this point that we are going to be checking and we will find out about her husband. Her husband could leave for a period of 2 weeks to a month and eliminate the possibility of our finding that he has actually been in the home all the time.

REAL ESTATE CHECKS WITHOUT CONSENT

Senator BYRD. What is wrong, Mr. Steininger, with a check of the real estate records without getting the prior consent of the recipient?

Mr. STEININGER. I think that is judging a person as being guilty before he is guilty of anything.

Senator BYRD. No, he is not being judged at all.

Mr. STEININGER. Well——

Senator BYRD. The judgment comes when he is found guilty and his case is terminated.

Mr. STEININGER. Well, you are starting out, as I follow Mr. Galvin in this particular situation, you are saying, "Look, without even talking to this person, without even giving him a chance, he is already crooked—he can correct me if he does not agree with this. You are also saying look, this women deliberately is attempting to defraud you and therefore I have got to go out and check this first and then I can prove her wrong.

Senator BYRD. I do not agree that he is saying that at all.

Mr. STEININGER. What I am saying——

Senator BYRD. I think that the department is merely exploring a situation to determine whether or not the individual in truth has presented the facts. The department by looking at the real estate records is not saying that the individual is guilty. The Internal Revenue people in looking at those same records is not saying that the individual is guilty. The individual is going to be determined guilty or not guilty on the basis of whatever facts are adduced from the investigation of that collateral source.

DISCUSSION WITH RECIPIENT CLARIFIES RESPONSIBILITY

Mr. STEININGER. Well, let me approach it from another point of view, then, going back to something we talked about earlier, in terms of both rights and responsibilities on the part of the recipient.

How is he going to learn his responsibilities if we do not discuss with him in the first place what he is supposed to tell us and what he is supposed to report to us?

Senator BYRD. If I may just inject at that point, there is no objection to your doing that. There is no objection to the department's telling him that. The department should say in the first place, look, this is your responsibility. We expect you to give us the truth. Do you have this, do you have that, do you have something else. Do you have any income that you are not reporting here? Is your husband working? Is your husband at home? And——

Mr. STEININGER. Right.

Senator BYRD. (continuing). This is your responsibility and we have to state to you that, if we find that these facts are not as you say they are, we will have to terminate your eligibility.

This is all well and good. But what is wrong if, based on a complaint that is referred, let's say, by a social worker, Mr. Galvin's people go out and take a look at the real estate records without the consent of that recipient. A good many of his investigations are the result of complaints that are referred to him by social workers or complaints that come in from people in the District. I just referred a complaint down yesterday to Miss Thompson that was sent to me by someone in the District whom I did not know and who was alleging that a certain welfare recipient was not eligible. So if, in this case, to ascertain the continuing eligibility of the recipient it is important that Mr. Galvin go out and take a look at the real estate records, why would you require him to get the consent of that recipient before he goes out and just takes a look at the real estate records?

Mr. STEININGER. Well, I would assume that the caseworker already obtains that consent before he is following up on his complaints because you get the complaints after the recipient is on. Let's take the case from the beginning.

Senator BYRD. Are you saying that blanket consent, then, is all right?

ELIGIBILITY RULES

Mr. STEININGER. Well, I guess here is another. What do we mean by blanket consent? I would say, Senator, that the caseworker discusses with the applicant—now, these are the eligibility rules. This is the way we go about establishing your eligibility. Therefore, you say, we need information here. We need this information and this information and this. Now, what information do you have available to give us?

Let us say that out of four factors, the applicant is only able to give two. The caseworker then says, in order to establish your eligibility, we need to do these things. You go to schools, we need to go to the banks. We need to see a real estate man. If the applicant says, "oh, no, I do not want you to do that, no, no," well, the case is terminated. You are quite right at that point. If the applicant says, well, yes, all right, that does not stop Mr. Galvin now from going out and doing it because he has the consent. All we are saying is you need to let the applicant know how he is supposed to go about establishing his eligibility and then also tell him as a recipient what his responsibilities are.

These are the things we will be doing to establish your eligibility and to establish your continuing eligibility. Then he can go out and visit any real estate man he wants.

Mr. GALVIN. May I ask a question?

Senator BYRD. Yes.

Mr. GALVIN. Mr. Steininger,——

Senator BYRD. Don't ask the witness a question. Give me the question and I will ask him.

Mr. GALVIN. What I am trying to find out is, people do move. People give rent receipts. If the applicant or the recipient has given permission to make the first check at one landlord, and the recipient is told that we always have to verify where you live and how you live and the amount of rent, do we have to every time they move ask this recipient, may we go back to the real estate agency? Is consent once given a continuing thing?

BLANKET CONSENT OF RECIPIENT

Senator BYRD. As I indicated a little earlier, Mr. Galvin, I am going to get into the subject of blanket consent.

Mr. Steininger, why should the welfare agency be precluded from relying on a blanket consent for outside contracts?

Mr. STEININGER. The blanket consent that we are attempting to eliminate here, Senator, is the one which leaves the applicant and recipient in ignorance, really. I recall—let me say that I know back from my own applications. We had on the bottom of the application that when you sign this, "I permit the agency to contact any source that it so desires in an attempt to"—I forget the phraseology—"establish eligibility." So the applicant signs that, really not appreciating or knowing that all these contacts are going to be made.

What we are saying here is instead of relying upon this one blanket consent, that you can go out and make all these visits unbeknownst to the applicant. You say to the applicant, as I have repeated before, these are the things that we need to know and this is the method we are going to use to go out and find it. If the applicant says, no, I do not want you to do it, you proceed no further and as we say, you explain to him, well, look, you just cannot get any assistance. Now, that is what we mean by eliminating the blanket consent.

Senator BYRD. The recipient is always at liberty to withdraw such blanket consent, is he not?

QUESTION OF RECIPIENT'S UNDERSTANDING

Mr. STEININGER. If they really understood it and as that kind of a blanket consent. I suppose I have my real difficulty, Senator, in this. What is so difficult for any agency or any case worker to discuss intelligently with an applicant what her responsibilities are, and I think this is the thing I am trying to emphasize.

Senator BYRD. What constitutional rights are denied to the recipient if he is first asked for blanket consent, so long as he has the right to deny or withdraw his consent thereto?

Mr. STEININGER. I do not know of any constitutional right being violated in reference to that.

INFERENCES FROM RECIPIENT'S REFUSAL OF CONSENT

Senator BYRD. If the applicant does not agree to the agency's request for permission to contact collateral sources or to the agency's request for blanket consent, might not this be an indication that the recipient or applicant has resources which it does not wish to be revealed?

Mr. STEININGER. Yes.

Senator BYRD. Does it not indicate that the facts may not be as the applicant or recipient has represented them to be?

Mr. STEININGER. Yes.

Senator BYRD. Would this not make it necessary for the agency to seek facts from sources other than the individual, thus eschewing reliance on the individual as a primary source to substantiate eligibility for assistance?

Mr. STEININGER. In cases, yes.

Senator BYRD. Now, with regard to blanket consent, I believe you implied that there was some misunderstanding of just what is meant by the term in this transmittal. Now, can we clarify what is meant? Let us suppose that the recipient is asked in the beginning as to whether or not he has any objection, if his real estate records are checked, this is checked, or that is checked and something else is checked, and he says no. Well, he is put on the case load. And then let us say that 6 months later there is some indication that this person is really no longer eligible.

Does this mean that the agency has to go back to that recipient and get his consent to investigate a real estate record for which the previous consent was already given?

Mr. STEININGER. No. My answer would be no. But I think here again, Senator, it is the—I think in some cases, depending upon the nature of the information that you are suspicious about, you may save yourself a lot of time by going out and discussing it with the recipient and settling it then, but in the specific case you are asking about I would say no. You do not have to go back because you have already discussed this with the applicant.

Senator BYRD. And you have already got his consent to search the real estate records?

Mr. STEININGER. Yes, sir.

OBJECTIONS TO BLANKET CONSENT SATISFIED

Senator BYRD. This in part, Mr. Galvin, clarifies, or in part satisfies the objections that I think could reasonably have been made against the requirements that there are to be no blanket consents given. In part it would satisfy it because if you have to go back every time, again and again to get his consent to search a real estate record, for which permission has already been given, this would be somewhat intolerable, I would say.

Mr. Galvin, do you have any reaction to that?

Mr. GALVIN. I think that I have a different understanding of the term "blanket consent" than I had before. If I understand it correctly, what Handbook Transmittal No. 77 is saying is that you do not have a recipient sign a statement "I permit you to make any investigation you deem necessary." This would be, as I now understand it, the prohibition on blanket consent. But if the social worker or the investigator were to say to the recipient, you are applying for AFDC or you are applying for aid to the blind. Now, it is necessary for us to take these various steps, and enumerate whatever they may be, to secure or to verify the facts on the information that you have given us or to secure additional essential information, not only at the time of your application but also at the time of each eligibility redetermination. We are bringing these contacts to your attention and we list whatever they are. When the applicant or the recipient gives permission to do these checks, and/or make these contacts then this does not fall under the blanket consent prohibition of Handbook Transmittal No. 77 and we do not have to go back each time to get consent to make a similar type of check.

Senator BYRD. Of those sources which were previously enumerated to the recipient or applicant and concerning which permission was previously given. I get that impression.

Mr. GALVIN. Of the types of sources. In other words, if we say we will, in our particular case, have to check with your landlord, we have to check with your neighbors, or we have to check with your relatives or your employers or your former employers, and she has given her consent to do this, then at a later point in redetermination of her eligibility, my understanding is that this Handbook Transmittal 77 does not prohibit the Department from making these checks without going back and again obtaining consent.

Senator BYRD. That is my impression from what Mr. Steininger has said. Now, I want to let Mr. Steininger speak for himself.

Mr. STEININGER. I am saying yes, that is it exactly.

Senator BYRD. That, I think, clarifies the point.

REDETERMINATION OF ELIGIBILITY

How often does the Department require a redetermination of eligibility for, let us say, ADC recipients?

Mr. STEININGER. Every 3 months on service cases, every 6 months on AFDC and once a year on the adult category.

Senator BYRD. Yes, so that indeed one can see, from the requirement that there be a redetermination, the difficulties that might arise if the social workers were required to go back at each point of redetermination and get a new consent as to the sources for which permission had previously been granted.

Mr. STEININGER. May I make this comment in reference to redetermination or visits to homes—I would say in some cases it is indicated you may have to go there once a month or once a week.

Senator BYRD. Yes.

Mr. GALVIN. I would like to clarify one point on the statement that I just made. There are still in my opinion prohibitions, exceptions requiring specific consents, and one of these is visiting the home or inspecting the home. I feel strongly that you must obtain permission each time to enter a person's home and you must obtain permission each time to inspect the person's home.

Senator BYRD. Yes; yes. I think that calls for a reading of the terminology in the report of the Senate Appropriations Subcommittee on the Department of Labor, and Health, Education, and Welfare, and related agencies, appropriation bill, fiscal year 1967:

> In view of the open end authorization for public assistance funds and to insure maximum utilization of Federal funds for the people for whom they were authorized, the committee strongly urges the Department in its guidelines to direct the states that thorough checks, including inspections of the premises with permission of the client, are required in all determinations of eligibility for public assistance cases representing matching funds to uncover unreported sources of income and other factors affecting eligibility and to determine the true living conditions and resources of public assistance clients.

The committee is specific with regard to the permission of the clients being given when it comes to the inspection of the premises, and what you are saying is that this permission should be made in each instance regardless of how often the search of the premises may be.

Mr. GALVIN. I feel that entering a home must be by specific permission each time, inspection of a home must be by specific permission each time and checking on a medical, a hospital, or a doctor's record of a person must be specific. These are areas so sensitive that going in without specific permission or making this type of check without

specific permission would very definitely be a violation of the person's constitutional rights.

Senator BYRD. Yes. At this point, I shall insert the language which appears in the fiscal year 1968 committee report from the same subcommittee.

Do you wish to say anything else, Mr. Steininger?

Mr. STEININGER. No.

OVERLAPPING AREAS CREATE PROBLEM

Senator BYRD. Now, these questions are very brief on a last point, but it is a disturbing point, where two areas of this Transmittal Letter No. 77 overlap and create a problem.

On page 7 of 2230, item 5(c) continues as follows:

> Agency actions contrary to the foregoing practices will be inconsistent with requirement IV, Item 5(c), unless limited to specific situations where there is special need to use other procedures. If other procedures are followed in a specific situation, the case record must specify the reasons why they were needed and the specific procedures followed which must be consistent with IV, 2220, Item 1, and IV, 2230, Item 1.

What the agency is saying here is that actions inconsistent with item 5(c) in IV, 2220, will be countenanced if limited to specific situations when there is special need to use other procedures——

Mr. COHEN. I do not believe so.

Senator BYRD (continuing). But that even in those specific situations where there is special need to use other procedures, the procedures must be consistent with IV, 2220, item 1, and IV, 2230, item 1.

"OTHER PROCEDURES" LACKS DEFINITION

In other words, regardless of how specific a situation may be and notwithstanding how urgent may be the special need to use other procedures, the words "other procedures" are unexplained and undefined and in any event, the procedures apparently must not include the making of home visits "outside of working hours," whatever that means, the "making of such visits during sleeping hours," whatever that means, and "searching in the home to seek clues to possible deception," even with the permission of the recipient.

Now, what I have said was based on my interpretation of the Transmittal No. 77 before the testimony of Mr. Steininger and Mr. Cohen today. I believe that we have gone over these areas one by one, those dealing with working hours, those dealing with sleeping hours, and those dealing with searching the home, closets, rooms in the home with the consent of the client, to the extent that there should be no misunderstanding by the State agencies on these points. But it just seemed to me that, while you were saying one thing in one section there was another section here which in reality prevented the implementation of the earlier section.

Mr. STEININGER. Well, it sure wasn't intended to do that.

Senator BYRD. And you were about to say no.

Mr. COHEN. I am sorry, I was responding too rapidly.

Senator BYRD. Go ahead.

Mr. COHEN. I think all that this was intended to say was that in 5(c) we have gone through the extent to which you have tried to work through the client initially.

Now, there may be situations where that is not feasible in order to determine eligibility. So what this says is that in those specific situations other methods may be used.

Then, the second sentence is intended to say that where you do use these other procedures, you must nevertheless not be in violation of the things which we discussed previously which all agreed are violations of rights. In other words, even though you can use other procedures, you still do not—this is just to make sure that no one will read this as saying, well, under those circumstances the midnight raid is all right. This is just to be sure everybody reads back to the other section.

Senator BYRD. Well, I think with your clarification of the terms "outside of working hours," "during sleeping hours," "searching in the home to seek clues to possible deception," et cetera, that the points which I thought to be irreconcilable and incompatible, one with the other, have at least been clarified to the reader of this record today.

SATISFACTORY CLARIFICATION

Now, Mr. Galvin, may I ask you, if in your judgment, as one who in one jurisdiction has to follow these regulations as his Bible, the points in Transmittal No. 77 have been clarified to your satisfaction?

Mr. GALVIN. Yes, sir. There are two comments that I would like to make. One in relation to the transmittal and the other in relation to something that Mr. Steininger said. First, in relation to the transmittal, it is silent on one point and that is the question of surveillances which we make at various times of the day or night. It does not say that these are permitted or not permitted. Silence usually means tacit consent and therefore they are permitted, but I would appreciate some clarification on that if it is possible.

Second, in relation to a comment made earlier by Mr. Steininger, the Office of Investigations and Collections does not have the feeling that recipients or applicants are trying to defraud. What we are interested in is determining whatever the true facts of the situation may be.

Senator BYRD. Mr. Steininger, with regard to surveillances, is there anything in this transmittal which would prevent surveillances by the department?

Mr. STEININGER. No.

Senator BYRD. Or which would require the consent of the applicant or recipient before a surveillance can be conducted?

Mr. STEININGER. No; there is not.

Senator BYRD. This should clarify your situation, Mr. Galvin.

HANDBOOK RELEASE NO. 86

Now, Mr. Steininger, I have some other questions. I do not want to take your time today in asking these. They deal in the main and they are perhaps few in number, they deal in the main with handbook transmittal No. 86. Why don't we leave it up to you. What is your pleasure? Would you like to——

Mr. STEININGER. Will you remind me what 86 is about? I don't remember all these, Senator.

Senator BYRD. I am not as familiar with 86 as I was with 77, 86, part 4, section 3120, deals with availability of income and resources and——

Mr. STEININGER. Is that the repayment?

Senator BYRD. Yes. I think so, And then——

Mr. STEININGER. Yes. I think that is what that is.

Senator BYRD. And you will recall the story which appeared in the Washington Star involving the State of Virginia. If you are not prepared to talk on 86 today, let us allow it to wait. And I am not as well prepared now as I was on 77 to talk on it. So let us just forego anything on 86 today. We will have another meeting, I think we can do this during a morning, say an hour or hour and a half easily.

Mr. STEININGER. All right. Do you wish to send your questions to me in advance, Senator, in reference to 86?

Senator BYRD. I do not think so. I think if you will just familiarize yourself with the transmittal 86—Mr. Galvin has referred to it a number of times in our previous hearings here and I want to get into 86 and find out what it is about and ask a few questions regarding it. So we will just delay that for another time.

I want to thank you and Mr. Cohen for coming today before the subcommittee and being so cooperative and helpful. I think that this testimony which you have given has been indeed helpful to the committee and more particularly to welfare agencies throughout the country. I would expect them to be looking at this record, and I appreciate your assistance. Thank you.

SUBCOMMITTEE RECESS

The subcommittee will stand in recess, subject to the call of the Chair.

(Whereupon, at 4:30 p.m. Saturday, August 19, 1967, the subcommittee was recessed, to reconvene subject to the call of the Chair.)

DISTRICT OF COLUMBIA APPROPRIATIONS FOR FISCAL YEAR 1968

SATURDAY, AUGUST 26, 1967

U.S. SENATE,
SUBCOMMITTEE OF THE COMMITTEE ON APPROPRIATIONS,
Washington, D.C.

The subcommittee met at 11 a.m., in room S-126, the Capitol, Hon. Robert C. Byrd (chairman) presiding.

Present: Senator Byrd.

DISTRICT OF COLUMBIA

DEPARTMENT OF PUBLIC WELFARE

STATEMENTS OF FRED H. STEININGER, ACTING DEPUTY COMMISSIONER, ASSISTANCE PAYMENTS ADMINISTRATION, SOCIAL AND REHABILITATION SERVICE; JOEL COHEN, ASSISTANT GENERAL COUNSEL, WELFARE AND REHABILITATION DIVISION, DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE; AND WILLIAM R. GALVIN, INVESTIGATIONS AND COLLECTIONS OFFICE, DISTRICT OF COLUMBIA DEPARTMENT OF PUBLIC WELFARE

CONCERN OVER NEW HANDBOOK

Senator BYRD. The subcommittee will be in order.

During the hearings before this subcommittee on the District of Columbia budget for fiscal year 1968, officials of the District of Columbia Welfare Department expressed concern with certain HEW handbook transmittal provisions, particularly Nos. 77, 86, and 120, and with interpretations from HEW officials on policies of the District of Columbia Department of Welfare.

The State of Virginia has refused to accept some of the HEW guidelines according to newspaper articles which I shall insert in the record.

(The articles follow:)

[From the Washington (D.C.) Post, Apr. 14, 1967]

BOARD IN VIRGINIA REFUSES TO ACCEPT WELFARE DIRECTION

(By Helen Dewar)

The Virginia Board of Welfare and Institutions has refused to accept a new Federal requirement in the belief that it would change its "man-in-the-house" rule governing welfare payments.

However, an official with the Department of Health, Education and Welfare said yesterday the new directive would have little, if any, effect on the rule,

which bars aid to dependent children payments to an unmarried mother living with a man.

If the dispute persists, Virginia could lose about $20 million in Federal welfare assistance. Welfare Department Director Otis L. Brown said the State was planning to seek further clarification from Federal officials about the disputed policy.

Virginia's latest "No" to Washington was issued Wednesday when the State Board of Welfare and Institutions voted, 3 to 2, to continue its present "man-in-the-house" rule despite belief that it conflicts with the Federal directive, which takes effect July 1.

The action came three months after Virginia capitulated to HEW following a two-year hassle over Federal requirements for mental hospital desegregation. More than $2 million in existing and planned Federal aid was involved in that squabble.

The new Federal guideline for determining eligibility and payments requires that welfare officials take into account only income and resources actually available to a family, rather than assuming support exists, whether paid or not.

It is designed, an official said, for the case where a mother receives less than officially prescribed in support payments from a former husband—not where a man is filling the role of a "substitute father," as under the "man-in-the-house" rule.

* * * * * * *

[From the Washington (D.C.) Evening Star, Apr. 13, 1967]

VIRGINIA KEEPS WELFARE RULE—HEW DEFIED, 3 TO 2, ON "MAN IN HOUSE"

RICHMOND.—The Virginia Board of Institutions and Welfare has rejected a federal request that it abandon policies which prohibit welfare payments to an unmarried mother living with a man.

In a move that would cost the state some $25 million in federal welfare funds, the board voted 3 to 2 to continue its present "man of the house" policy under which welfare money is withheld from the mother and the children living in such a situation.

Under the new public assistance requirements which go into effect July 1, the federal Department of Health, Education and Welfare "considers the children more important no matter what the mother does," and will require that Virginia drop the "man of the house" doctrine.

Virginia officials, however, said HEW was demanding approval of extramarital relationships.

Associated Press dispatches said the board first had voted to postpone a decision for a month. Members suggested the legal aspects be studied and that Department of Welfare and Institutions officials propose a way to investigate cases to determine whether aid should be provided.

The board then discussed the issue for two hours, rescinded the postponement action and voted not to change the state regulations.

The department will notify HEW and ask it to change its regulation.

In one of the policies the Virginia board declined to rescind yesterday, Aid to Dependent Children grants are not made in those cases where a man or woman lives in the home in an apparent extramarital relationship with the child's parent.

In the second policy, the income of a second person—living in an apparent husband and wife relationship with a person seeking or receiving welfare assistance—is considered in determining whether the person receiving or seeking welfare aid is eligible to receive a welfare grant.

HEW, however, has established a policy, effective July 1, which would not permit cutoffs of welfare money but would take into account whatever a man contributes—if anything—to assist with family expenses.

One member of the Virginia board, former State Sen. H. J. Hubert Wheeler of Lee County, termed the HEW regulation "repugnant."

Wheeler said he was not in favor of the state "subsidizing a deal like this."

HEW's position, as explained by Herbert A. Krueger, director of the state's Division of General Welfare, is that a cutoff of welfare grants to women with children is, in effect, punishing the children for the mother's behavior when they have little or no say in family affairs.

PROOF OF RECEIPT OF COURT ORDER SUPPORT

Senator BYRD. After reading HEW handbook transmittals 86 and 120, it appears to me that HEW is shifting the burden of proof of

receipt of, of availability of, and regularity of, income and resources from the applicant and recipient to the Welfare Department. If a man pays a court order directly to his wife who is receiving public assistance, and the woman denies the receipt of the money, why should the woman receive that additional money from the Welfare Department?

I ask that question, Mr. Steininger.

Mr. STEININGER. Senator Byrd, actually that is not the intent of the policy. The problem that we have had for a long time around support orders is that in a number of places the court order is rendered and then it is assumed by the welfare agency that the woman is actually receiving the money when she is not. What we were getting at in this policy was to meet the needs of the children, which is paramount, and encourage the States to talk to the courts and ask that the court orders be made payable to the welfare agency. In this way they would have a knowledge, on a regular basis, as to whether or not the woman was actually receiving the court order support.

Senator BYRD. Why should she not go to court and let the court judge the issue?

Mr. STEININGER. I don't know that I understand that question. But she does go to the court to get the court order in the fist place.

Senator BYRD. Let us take a case of a son who, by the State's income scale is required to contribute a certain amount of money for his mother's support, who is receiving public assistance. If the woman should deny receiving the money from her son, why should the Welfare Department be compelled to give her the additional money?

Mr. STEININGER. I find the question difficult to answer because that is not the way I would want to operate, Senator. I would not want it to operate that way.

Senator BYRD. That is the purpose of the question. We want to clarify this regulation. Perhaps you can do that.

CLARIFICATION OF REGULATION ON COURT

Mr. STEININGER. Let's start out this way. The court has ordered the support. This son is told to make the payment directly to the recipient of public assistance. The caseworker talks to the receipient and she denies receiving the support money in person. The caseworker then, in order to verify this, must go to the son and he either denies or agrees that he has paid the money. If he maintains that he has paid the money I think the caseworker has no other alternative except to maintain the recipient has actually received the support by him. However, I would like to elaborate a little more on that.

It is because it is possible that conflicts occur and that many times there has been suspicion on the part of the caseworkers across the country that irresponsible fathers and irresponsible children have maintained that they were actually supporting a mother—or their children—and were not doing so, that led us to issue this policy in which we recommend that if at all possible the court would make the court order payable to the welfare agency; or in other places, such as we did in Gary, Ind., we had the court order payable to the clerk of the court. Our judges felt that this was more in keeping with their thinking because the clerk of the court is considered as part of the court, and that this is just as good a way of keeping a record than if the welfare agency received the money directly.

The welfare administrators in some places would argue that this makes one additional step. However, in terms of my own experience, I did not find it as any encumbrance because the clerk was in the same building with us. His recordkeeping was a good system, and he was just as conscientious about this as I was. When the court order was not payable, he informed the court, and we brought the father back immediately before the court to face his responsibilities, in terms of contempt of court or whatever other legal decisions the judge wished to render in those kinds of situations.

Senator BYRD. So you are saying that in the case of a son who is required to contribute to his mother's support, the mother being a public assistance recipient, if the woman denies receiving the money from the son and the son says he paid it to her, the welfare department will take the son's word for it?

Mr. STEININGER. I would say, yes, but I suppose there are those who would differ with me on that.

POSITION OF WELFARE DEPARTMENTS ON PAYMENT

Senator BYRD. What are the welfare departments throughout the country to do? What position are they to take? That is why I want to clarify this. Is the welfare department going to be compelled to give her the additional money when the son states he has already made his contribution?

Mr. STEININGER. Your question definitely leads me to see that this could be interpreted two ways. The way that I am interpreting this particular point is, that the son maintained, and I would assume in most instances he would demonstrate by document, for example, that he had actually paid the money to the mother—or the wife—and that would be through the form of a canceled check or through money-order receipts.

Senator BYRD. What if he just hand her cash?

Mr. STEININGER. That is what makes it a difficult problem, and this, of course, is what I as an Administrator would like to get away from and would hope that my easy answer would be acceptable, Senator.

Senator BYRD. What is the welfare department to do, though? Is it to take the woman's word or the son's word?

Mr. STEININGER. Under this policy of strict interpretation, we would maintain that if the caseworker really could not prove with the father or the son that the money was actually paid, a strict interpretation of the policy would mean that you accept the word of the recipient.

Senator BYRD. How can a welfare department or any other agency ever determine the extent of, the contribution of, the receipt of, the regularity of, money given directly from one person to another?

Mr. STEINGER. I think through the method that I have pointed out, Senator, and that is through the actual establishment of records that money is being paid—I think this is the best system—the one that I would advocate, and this is what we instructed our caseworkers all the time to do. In talking to a responsible relative, talking to a father, the best way to keep your slate clean is to see to it that the money is paid in a form that you can verify it has been paid. And I think one can find it practiced, where the caseworker has actually discussed this very frankly and thoroughly with a father or a son or daughter, that this is exactly the way it is carried out.

QUESTION OF RECIPIENT'S RESORT TO COURT

Senator BYRD. Why should not the welfare recipient have to go to court and let the court decide the issue?

Mr. STEININGER. Well, this follows, naturally, Senator, that that would be done. Taking an actual case situation, I would hope that the caseworker under this policy would not continue for months to struggle with a conflict between the statement of the recipient and the statement of the responsible person.

I think that would be absolutely wrong, if that is what she did.

Senator BYRD. So you feel that the recipient then should have to go to court and let the court decide the issue?

Mr. STEININGER. Without question. And I would emphasize that the caseworker would be derelict in responsibility if she didn't do it immediately after the statement was made by the recipient.

Senator BYRD. After the conflicting statement was made?

Mr. STEININGER. Yes.

INTERPRETATION OF HANDBOOK TRANSMITTAL

Mr. COHEN. May I add a comment on that? I believe that this particular Handbook Transmittal was not directed to the question of proof of facts as to whether the payment was made or not. I think this transmittal, basically, assumes that the facts are known. What it is intended to deal with is the situation, for instance, where there is a court order outstanding, and then the payment is not actually made under the court order, and what this piece attempts to say is that the agency should not assume that the payment was made. If in fact it was not made, the agency should make up the difference so that the recipient doesn't have to do without funds.

Senator BYRD. Yes.

Mr. COHEN. But in no way is it intended to preclude a requirement that the recipient then has to pursue whatever are the appropriate legal remedies.

Senator BYRD. Yes.

Mr. COHEN. So that I think it is directed more toward clearly defining factual situations.

Senator BYRD. Directed to the situation in which the payment in fact was made.

Mr. COHEN. Or was not made, as the case may be.

ACTION FOLLOWING CONFLICT OF INFORMATION

Senator BYRD. But if there is a conflict of information here which leaves the Department in the air, then the recipient should go into the court and let the court decide the issue. That is the way I understand, Mr. Steininger.

In other words, the Department is not to go on making this payment, if there is a conflict of information, and the transition of the support payment may have been in cash. All right, go ahead.

Mr. STEININGER. I will go back again to the strict interpretation.

During the first month of the conflict between the recipient and the responsible person supposed to make the payment, the policy is in favor of the recipient. But then, I want to emphasize after I have said that,

that the caseworker must immediately see that the woman goes to court and resolves the conflict.

DEFINITION OF NEED

Senator BYRD. What is "need," Mr. Steininger? Let us get a definition of "need."

Mr. STEININGER. Need varies from State to State under our Social Security Act. Each State may define what it calls "need," and this is done by establishing what is known as a minimum standard of existence, against which each case is measured as to whether or not this person is in need or not in need.

Senator BYRD. Does "need" include the additional provisions, such as allowances for cost of producing income and other contingency items?

Mr. STEININGER. Yes, the States may consider working expenses, for example. It may consider—under work expenses—say, the person wishes or someone suggested that she obtain a job, and she does obtain a job as a waitress, and in this particular establishment certain types of uniforms are necessary.

This then, could be considered as part of the necessary expenses for producing the income that she receives as a waitress.

Senator BYRD. But this is only with regard to recipients, is it not?

Mr. STEININGER. Yes.

Senator BYRD. Not with regard to applicants?

Mr. STEININGER. I would say applicants, too.

Senator BYRD. Why?

Mr. STEININGER. Well, if you are measuring——

Senator BYRD. Why? You are going to bring new people on here who otherwise would not qualify. You are going to let other people come under the law who otherwise would not qualify. I could see how it would be very proper in the case of the recipient, but why do it for applicants?

FINDING OF "NEED" IN SUPPLEMENTED INCOME

Mr. STEININGER. It depends—a State may, Senator, when it measures the need—let us say a working mother—let us say a widow—or let us say a waitress, using my illustration. She has four children, or three children—whatever the circumstances may be—she applies for AFDC in a particular State. They sit down and they say, you need so much for food, so much for clothing, so much for shelter, so much for utilities, so much for personal incidentals. They add that up.

Say, it comes to $100, using easy figures. She is employed part time. Now, when you measure how much income you are going to use to subtract from her needs, and let me use the arbitrary figure of $50, this $50 is a net income. This is the amount of money she actually has available after all the expenses are added for producing that $50, and it could include her transportation, her uniforms, or any other expense that she has which is a valid expense for producing that income.

CONTINGENCY ITEMS IN BUDGET

Senator BYRD. When a person applies for assistance does HEW require that in computation of his budget or of his needs contingency items be included?

Mr. STEININGER. That depends—if I understand your question correctly, Senator, this is not a mandatory thing from the point of view of the Federal agency. Whatever goes into a budget for measuring needs rests with the individual State and the State could, therefore, place this in their standards.

Senator BYRD. So then you are saying that when a person applies for assistance HEW does not require, that in the computation of his budget or need the contingency items be included?

Mr. STEININGER. No.

Mr. COHEN. If the State provides it for recipients, I think the Federal agency would require the State to provide it for applicants.

EQUAL TREATMENT OF APPLICANTS AND RECIPIENTS

Senator BYRD. Why? What authority gives HEW the right to say that all applicants and recipients should be treated the same in regard to need?

Mr. STEININGER. I think it is a question of equity. And if I understand correctly from our General Counsel in terms of interpretation of the Social Security Act we must do it that way.

Senator BYRD. The Social Security Amendments of 1967 passed by the House treats applicants and recipients differently in determining need. Right?

Mr. COHEN. Yes.

Senator BYRD. Will HEW follow this requirement if it is passed by the Senate and signed by the President?

Mr. STEININGER. Yes, sir.

Senator BYRD. How can you then say that applicants and recipients should necessarily be treated the same? Prior to Trasmittal 86 were they treated the same?

Mr. COHEN. Yes.

Senator BYRD. Are they now treated the same?

Mr. COHEN. Yes.

Senator BYRD. In the regard to which I am addressing my question?

Mr. COHEN. Yes, sir. Just about every regard that I can think of.

Senator BYRD. I am talking about only the one regard.

Mr. COHEN. Yes, sir.

REQUIREMENT FOR INCLUDING CONTINGENCY ITEMS

Senator BYRD. You are saying that HEW requires that in the computation of the budget and the need of the person who is applying for assistance that contingency items be included?

Mr. STEININGER. If you are doing it for a recipient.

Senator BYRD. If you are doing it for a recipient. Let us say his need is $300. Let us say the resources are $300 in the case of an applicant. The resources are $300—would that wash out the need of $300? If the answer is zero, the person does not come on.

Mr. STEININGER. And the other person goes off.

Senator BYRD. Let us say the person who is on assistance has need to go to the hospital and it costs $10 to go. He is a recipient. He is going to get that $10, is he not, if he is a recipient? The Welfare Department will allow that as a contingency item.

Mr. STEININGER. If they have a medical program.

ADDITIONAL RECIPIENTS POSSIBLE BY INCLUDING CONTINGENCY ITEMS

Senator BYRD. Why would it be allowable for the other person—perhaps the example I picked out is not a good one. But what I am groping for here is an instance in which an individual's needs would be eliminated or canceled out by his resources and who otherwise would not come on but for some other reason by cranking in the contingency items—he could come on.

Mr. STEININGER. Your example is a good one. But let's just use your figure of $10—we would argue abut the practicality of going through all the paperwork of putting somebody on for $10—with a $10 medical bill. But let us say that the hospital bill was $500. This person then, this applicant could qualify by showing that he did not have sufficient income to meet his needs because he was paying a $500 hospital bill. He wouldn't last very long on that because after the $500 bill was paid he would then be off again because his resources would meet what his need is spelled out to be.

TREATMENT OF APPLICANTS AND RECIPIENTS BY HOUSE

Senator BYRD. Why do you suppose the House is treating applicants differently from recipients?

Mr. STEININGER. My honest answer is, I have a little difficulty in understanding why the House is treating the applicant differently from the recipient.

Senator BYRD. I do not have any difficulty understanding it. Let us read a paragraph on page 107 of the House Report, No. 544, 90th Congress, first session. This is the report on the Social Security Amendments of 1967. I read the middle paragraph on page 107 thereof:

> The bill contains provisions which will prevent increasing the number of persons receiving assistance as a result of the earnings exemptions. The provisions discussed above are to become available only with respect to persons whose income was not in excess of their needs as determined by the state agency without the application of this provision for the disregarding of income. That is, only if the family's total income falls below the standard of need will the earnings exemption be available.
>
> One possible result of this provision is that one family, who started out below assistance levels, will have some grant payable at certain earnings levels because of the exemption of later earnings while another family which already had the same earnings will receive no grant. Your committee appreciates the objections to this type of situation which can be made; but the alternative would have increased the costs of the proposal by about $160 million a year by placing people on the AFDC rolls who now have earnings in excess of their need for public assistance as determined under their state plan. In short, the various provisions included in your committee's bill are designed to get people off AFDC rolls, not put them on. The provisions would apply only to payments with Federal participation and in no way limit the authority of a state to include other persons at state expense.

REASON FOR HOUSE ACTION

I think it is obvious what the House is driving at. Why is HEW going to require similar treatment of an applicant and a recipient when it is obvious that the House does not want it included for the simple reason that the House is trying to get people off of AFDC and not on AFDC?

Mr. STEININGER. I think the committee recognizes that some of us are objecting to the approach that is being used in terms of excluding

the applicants under certain circumstances. I think the committee and we who are administering the program, however, both have the same goal, and that is to remove people from public assistance.

Now, I would argue, Senator, that in many instances, by meeting their needs early you may be preventing them from being on AFDC for a long period of time later on.

Senator BYRD. There is never any end to that argument, and I am not speaking disrespectfully of you. We hear that argument all the time.

ALLOWANCE OF COST-OF-LIVING INCREASE TO APPLICANTS

The District of Columbia provides for a 13 percent cost-of-living allowance for the recipient. Are you saying HEW wants to allow this to the applicant, also?

Mr. STEININGER. Under our current policy; yes.

Senator BYRD. Do you know that we are not going to allow it to be applied to the need prior to the subtraction of resources—we are not going to let the District of Columbia follow the HEW wishes?

Mr. STEININGER. I was hoping you were going to reconsider it.

Senator BYRD. There is not going to be any reconsideration of it. This is one instance in which HEW is not going to prevail. Because what Congress gives it can take away. If HEW wants to force Congress' hand on this and eliminate the 13-percent increase, HEW has that alternative.

Mr. STEININGER. You put it so harshly; that is not the way I want it said. I would like it to be understood that we are approaching this sincerely from the point of what we consider equity and under our interpretation of the law, which our General Counsel gave to us, to treat both alike and that, therefore, as long as this is so from our point of view then I have to raise the question with the District of Columbia and follow out what my responsibilities are as administrator.

HEW'S POSITION CONTRARY TO CONGRESS

Senator BYRD. Well, we are telling you what our position is.

Mr. STEININGER. Yes.

Senator BYRD. This is contrary to Congress' intent. I happen to be the author of the proposal, and HEW's position is contrary to my intent at the time, and it is contrary now. So I do not know how I can state it any more frankly or any clearer.

Mr. STEININGER. I was hopeful they hadn't given you all the facts and that you wanted the 13 percent also to include the applicants.

Senator BYRD. No; we have all the facts. After they are approved they may receive the 13 percent. But it is not to be counted in determining the original need; otherwise it could effectuate an approval for assistance. Is our position clearly understood?

Mr. STEININGER. I think your position has been made very clear.

Senator BYRD. Does HEW wish to challenge that position?

Mr. STEININGER. How do you mean "challenge"?

Senator BYRD. Does HEW wish to challenge it?

Mr. STEININGER. I can't speak for the Secretary in this instance, Senator.

Senator BYRD. I can speak for what the legislative intent was and is.

Mr. STEININGER. Yes; but you are aware at my level I am not the final authority on what happens.

Senator BYRD. You might carry the word back to the final authority.

Mr. STEININGER. I think the record states it very clearly.

Senator BYRD. I hope there will not be any question or argument about that point.

STATEMENT FROM HANDBOOK TRANSMITTAL NO. 86

Would you please explain what is meant in the Handbook Transmittal No. 86, part IV, section 3120, page 3, by the statement:

In some states, policy has been in effect whereby income and resources, not actually available, have been assumed to be available to applicants and recipients, and have been considered so as to reduce the amount of assistance and thus the total amount actually available for meeting essentials of living.

Mr. STEININGER. Let us use the illustration that we have been using this morning, and that is the matter of a court order of support payment. The court orders that $50 a month be made to this recipient. The father fails to pay it, and in certain States they fail to take into consideration that the $50 was not actually paid and, therefore, did not make up this loss and the family, therefore, was $50 short in terms of meeting their minimum needs as measured by that particular State. I think this was very unfair.

STATE'S PLANS COVER BY STATEMENT ON ASSUMED RESOURCES

Senator BYRD. Would you furnish for the record the portions of the State plans, by States, to which the statement applies?

Mr. STEININGER. Yes, Senator.

(The information follows:)

JURISDICTIONS REQUIRED TO AMEND PLANS IN ACCORDANCE WITH POLICIES TRANSMITTED BY HANDBOOK TRANSMITTALS NOS. 86 AND 120—SUMMARY

In thirty-seven jurisdictions (as listed on enclosed table) it was necessary to amend plans to meet the Federal policies on availability of income in one or more areas as follows:

Two areas—support payments to be regular and assumption of other types of income [1]	18
One area—assumption of other types of income	16
One area—support payments to be regular	3
Total	37

[1] Also included under assumption of other types of income, are States where policy changes were necessary to comply with the Federal policy concerning grant adjustments for overpayments. In some jurisdictions, plans were amended only to clarify policy.

(A total of 21 jurisdictions changed policies in regard to support payments and 34 jurisdictions in regard to assumption of other types of income.)

Ten jurisdictions (see enclosed table) having relatives responsibility policies found it necessary to establish income scales to comply with Federal policy provisions. In eight of these jurisdictions it was also necessary to amend plans to comply with the policy for support payments to be regular and in regard to the assumption of other types of income. Of the two remaining jurisdictions, one amended the plan to comply with the support order policy and one with the policy in regard to the assumption of other types of income.

The seventeen remaining jurisdictions complied fully with Federal policy on availability of income and the use of an income scale for relatives responsibility; therefore, no changes in policy were required.[1] In addition, the four separate agencies for the blind fully complied.[2]

Jurisdictions required to amend plans in accordance with policies transmitted by handbook transmittal Nos. 86 and 120

Jurisdiction	2 areas—Support payments and assumption of other types of income	1 area—Assumption of other types of income	1 area—Support payments to be regular	Income scale for responsible relatives
Alabama	X			
Arizona		X		
Arkansas	X			
California	X			X
Colorado		X		
Connecticut		X		
Delaware DPW			X	
District of Columbia	X			
Florida	X			
Guam	X			
Georgia	X			
Hawaii		X		
Kansas		X		
Louisiana		X		
Massachusetts DPW		X		
Michigan	X			
Minnesota		X		
Mississippi		X		
Nevada	X			X
New Hampshire		X		
New Jersey			X	
New Mexico	X			
New York		X		
North Carolina DPW	X			X
North Dakota			X	X
Ohio		X		
Oregon	X			X
Puerto Rico	X			X
South Carolina	X			
Tennessee		X		
Texas	X			X
Utah	X			X
Vermont		X		
Virginia DPW		X		
Virgin Islands	X			X
Washington		X		X
West Virginia	X			
Total (37 jurisdictions)	18	16	3	10

MEASUREMENT OF ALL RESOURCES DEMANDED

Senator BYRD. What is meant by the statement in Handbook Transmittal No. 86, part IV, section 3120, page 4, "And in contrast, omitting from consideration in determining need and amount of payment any income or resources merely assumed to be possessed by the individual"? Do you have that in front of you?

Mr. STEININGER. Yes, I am reading it. Excuse me for not responding immediately.

Senator BYRD. All right.

Mr. STEININGER. This means that, when you are measuring the amount of resources that are available to a person, that you measure all of them.

[1] Alaska, Idaho, Illinois, Indiana, Iowa, Kentucky, Maine, Maryland, Missouri, Montana, Nebraska, Oklahoma, Pennsylvania, Rhode Island, South Dakota, Wisconsin, Wyoming.
[2] Delaware, Massachusetts, North Carolina, Commission for the Blind, and Virginia, Commission for the Visually Handicapped.

This would be a person receiving OASDI, a person working part time; you would take net income into consideration. If the person is receiving a contribution from a relative—those are three basic examples right there. You must take into consideration all of these resources of income and subtract it from the amount of money which you have established that they need, with the exception of those that have been spelled out clearly by law—income exemptions, for example, which we have. Five dollars of income can be excluded from any source which is currently in the social security law.

The $50 income exemption which we have for the old-age-assistance recipient are two illustrations in which you do not take into consideration certain income. The law says you should not.

STATE PLANS TO WHICH "TOTAL RESOURCES" APPLIES

Senator BYRD. Would you furnish for the record the portion of the State plans, by States, to which the statement applies?

Mr. STEININGER. Yes, sir.

(The information appears in the insert on p. 2269.)

EMPLOYABLE MOTHER WITH CHILD CARE PLAN

Senator BYRD. Now, looking at Handbook Transmittal 86, part IV, section 3120—looking at pages 3 and 4. You understand that the District of Columbia can now close cases when the mother is employable and has a child care plan?

Mr. STEININGER. That is not the way I understand it, Senator.

Senator BYRD. That is the way it is. If she is employable and has a child care plan.

Mr. COHEN. She is then ineligible.

Senator BYRD. Yes, she is ineligible. Is that the way you understand it?

Mr. STEININGER. No. I understood that in your District of Columbia plan—if a person had a child care plan and is employable, she is not eligible to apply—is not eligible in terms of being in need. I want to get that straight. What I am saying is, a person would not become eligible according to the District of Columbia plan if this person was employable and had a child care plan.

Senator BYRD. She would not be eligible; right?

Mr. STEININGER. But it is not my understanding that after a person is on assistance in the District of Columbia, that it is assumed that she is ineligible because she is employable and has a child care plan.

Senator BYRD. I think it is. I think if she is needed in the home and is employable, she is eligible. But if she is employable and has a feasible child care plan, the case can be removed.

Mr. STEININGER. I am afraid I don't know. I would have to look that up. It has not been my understanding.

QUESTION OF LANGUAGE'S PREVENTION REMOVAL

Senator BYRD. It has been my understanding. Because the language in transmittal 86 which I have just read—does that prevent the removal of that individual from the caseload?

Mr. STEININGER. A strict interpretation, Senator, of the middle paragraph, the last sentence—I am reading from the one on page 4, 3120, under interpretations. Do you have that?

Senator BYRD. Yes.

Mr. STEININGER. I am reading now from the middle paragraph—the second paragraph:

> Thus, income must not be considered where it is not, in fact, currently available to the needy individual; for example, support payments ordered by the court but which are not, in fact, made; contributions which relatives have been determined able to make but which are not, in fact, made; and income from employment assumed to be available in the community when, in fact, the individual is not working.

ELIGIBILITY CONDITIONS NOT COVERED UNDER RULE

Mr. COHEN. Could I add, though, that I gather what the District rule amounts to is an eligibility condition, really, and again, we would make no distinction. I don't believe we would make a distinction between applicants and recipients. So that the District rule would be used as an eligibility condition, and this transmittal is not intended to get into the area of eligibility conditions. It just goes into how you count resources and income if they are available.

Senator BYRD. Let me see if I am wrong.

Mr. Galvin, has the District been proceeding under the rule that such cases could be removed from the caseload?

Mr. GALVIN. Yes, sir. For example, a father may be incapacitated and the family receive assistance. After a few months he becomes healthy again and employable and the case would be closed.

Senator BYRD. Yes.

Mr. GALVIN. It applies both to denying the application and closing a case.

Mr. STEININGER. I have no problem with that, because that would follow, logically, what we said earlier that you treat applicants and recipients alike. I am referring here to the assumption—this goes to assumption of income.

Let's say in the District of Columbia Welfare Department you found the case of a person who was working and it is assumed that the recipient was making $50 a month when, in fact, the recipient was only making $10. In other words, you don't assume income until you have actually verified that it is actually available. You say $50 of income is available and one should be able to demonstrate that it actually is available and not just $10.

EMPLOYABLE MOTHERS WITH CHILD CARE PLAN EXCLUDED

Senator BYRD. Mr. Galvin, I do not think you addressed your answer to my question. District of Columbia Welfare, I believe, now closes cases if the mother is employable and has a child care plan. Mr. Steininger says he was not under that impression; am I correct?

Mr. GALVIN. They close cases when the mother is employable and has a child care plan. They also deny assistance if the mother is employable and has a child plan.

Senator BYRD. Do other States do the same?

Mr. GALVIN. Yes, other States do.

Senator BYRD. So the District is not unique in this respect?

Mr. GALVIN. That is right.

Senator BYRD. What are we going to say on the record here now, Mr. Steininger?

Mr. STEININGER. Well, the only thing that I can say at this point—I am not familiar with the District of Columbia plan in this regard and I would like to look at it.

Senator BYRD. Mr. Galvin says other States have similar plans.

Mr. STEININGER. I am sorry, Senator. If I knew every State plan perfectly, I would be very free to answer at this point, but I would like to go back and look this one up.

Mr. GALVIN. I understood Mr. Cohen to say this Handbook 86 does not apply to that situation.

Senator BYRD. Did I understand you to say it does not apply to that situation, Mr. Cohen?

Mr. COHEN. I am with Mr. Steininger in the sense that I would want to be sure of the background facts and information. But, assuming, as appears may be the case, that the District requirement or condition here is an eligibility condition, that the employable mother is just not eligible under this program.

Senator BYRD. If they have a child care plan.

Mr. COHEN. Insofar as that is just an out-and-out eligibility condition, Handbook Transmittal 86 was not intended to deal with eligibility conditions as such.

Senator BYRD. So Handbook Transmittal 86 would not affect that situation?

Mr. COHEN. If there were any question I suspect it would be not under 86, but under some other theory.

HANDBOOK PROVISIONS ON EMPLOYED MALE PARENT

Senator BYRD. Looking again at section 3120, pages 3 and 4, do these provisions require the inclusion of the unemployed male parent?

Mr. STEININGER. No, they do not,

Senator BYRD. As being eligible?

Mr. STEININGER. No, they do not,

Senator BYRD. Do these provisions affect the substitute parent rule as it is presently followed in the District of Columbia?

Mr. STEININGER. No, they do not,

Mr. COHEN. All these, Senator, are viewed as eligibility type conditions, and Handbook Transmittal 86 is not in that area.

POSITION OF VIRGINIA BOARD OF WELFARE

Senator BYRD. The Star article and the Post article to which I referred earlier, I believe, stated in essence that the Virginia Board of Welfare and Institutions had refused to accept the provisions of HEW Handbook Transmittal 86, which was to become effective on July 1, 1967, relating to counting as income only the money and resources actually received rather than assuming support that exists, whether paid or not. I believe that the State of Virginia felt that this HEW requirement would force them to change the so-called man-in-the-house rule.

What about that?

Mr. STEININGER. They misunderstood 86, Senator, and we have written them a letter to that effect, and told them that 86 does not pertain to the eligibility factors surrounding the substitute parent.

CASES WHERE REGULATION IS INAPPLICABLE

Senaor BYRD. The District has a regulation which requires that if the mother in an AFDC family is living in the home with the father of all the children, the case must be closed regardless of whether he is employed or not.

Is this regulation affected by any provisions in Transmittal 86?

Mr. STEININGER. No, it is not.

Senator BYRD. The district has a regulation that requires that any man who is not a close blood relative living in the home with an AFDC mother automatically makes the family ineligible for AFDC, regardless of whether he is employed or not.

How does that Handbook Transmittal 86 affect this? This is, as long as he is employable?

Mr. STEININGER. Handbook Transmittal 86 does not affect that policy.

ASSUMED INCOME NOT BASIS FOR REDUCED ASSISTANCE

Senator BYRD. What is meant by paragraph 7 under 3131, item 7?

Mr. STEININGER. What paragraph is that?

Senator BYRD. Item 7.

Mr. STEINGER. Item 7?

Senator BYRD. 3131, part IV.

Mr. STEININGER. I have it. This only repeats what was said earlier, and that is, income must actually be available—for example, for support payment—that you do not reduce the assistance of the recipient based on an assumption that the support payment is actually there or, saying it another way, the income must actually be available in fact before you reduce the assistance of the recipient, or when you are measuring whether or not an applicant is eligible for assistance.

Senator BYRD. What is meant by "regular basis"?

Mr. STEININGER. On a monthly basis—that the woman is actually receiving it, month after month.

Senator BYRD. So what you are saying is that you are not just going to take the woman's word that she is not receiving the support payment?

Mr. STEININGER. Yes. That is right. I repeat what I said earlier. I think the caseworker definitely is supposed to establish eligibility and continuing eligibility based on facts, and I think support payments is probably one of the examples—it is not too difficult to do this.

Senator BYRD. I shall insert item 7 in the record at this point.

(The document follows:)

HANDBOOK OF PUBLIC ASSISTANCE ADMINISTRATION

7. Effective July 1, 1967, for all new cases, and for all other cases as they come up for redetermination of eligibility thereafter, the State plan must provide that only income and resources that are, in fact, available to an applicant or recipient for current use on a regular basis will be taken into consideration in determining need and the amount of payment.

DISTRICT OF COLUMBIA SUBSTITUTE PARENT RULE UNAFFECTED BY HANDBOOKS

Senator BYRD. I assume then, Mr. Steininger, it was not the intent of any of the requirements, provisions, or interpretations contained in handbook transmittals 76, 86, or any other guidelines issued by HEW to abolish, modify, revise, or otherwise change in any manner or fashion, the substitute parent rule in the District of Columbia, or any State plan having the same or similar regulations as the substitute parent provision.

Mr. STEININGER. That is correct.

INTENT OF REQUIREMENTS ON UNEMPLOYED BUT EMPLOYABLE

Senator BYRD. Are we to assume that the intent of any of those requirements, provisions, or interpretations contained in those same handbook transmittals or any other guidelines issued by HEW was not to abolish, modify, or change in any manner or fashion the unemployed but employable rule in the District of Columbia or in any other State plan having the same or similar regulations as the unemployed by employable provision?

Mr. STEININGER. That is correct.

Senator BYRD. May I say the same with regard to the substitute parent regulation in the District of Columbia or any other State plan having the same or similar regulations as the substitute parent provision?

Mr. STEININGER. That is correct.

Senator BYRD. Are we to assume that the intent of any of the requirements, provisions, or interpretations contained in handbook release 76, 86, or any other guidelines issued by HEW was not to force the District and all the States to accept and apply the AFDC unemployed parent provisions which heretofore were within the power of the States and District of Columbia not to adopt as part of their State plans?

Mr. STEININGER. That is correct.

NO DISREGARD OF INCOME IN ELIGIBILITY DETERMINATIONS

Senator BYRD. Does HEW allow a State to disregard income when it is in excess of the need? For example, a woman's husband is ordered by the court to pay $300. The woman's needs under the State plan are only $200. May the State disregard this court ordered support and put the woman on assistance?

Mr. STEININGER. No; the person would not be eligible as an applicant and the person would have to be removed as a recipient if the income exceeds the determined need.

Senator BYRD. I am looking now at 3131, item 11, page 3. How does one determine how much of the court order the man pays to the woman directly?

Mr. STEININGER. One can't assume how much is being paid. Here again, Senator, the caseworker must ask the mother how much she is actually receiving, check with the father or the record that would be available if it is a court ordered support, and if you have a conflict between the statements of the recipient and the father, one must then assume that the recipient at that moment in time is correct and then immediately seek verification or actions through the court.

INTERPRETATION OF "ASSUME" UNDER COURT ORDERS

Senator BYRD. Just what does this item mean, Mr. Steininger? What is your interpretation of it?

Mr. STEININGER. Number 11?

Senator BYRD. Yes, sir.

Mr. STEININGER. I thought I responded to that. It means that the caseworker is supposed to carry out in terms of the specific case—she must go to the court or the clerk of the court and verify that a court order has been issued, then check to see if the money is actually being made available, and then take this into consideration when measuring the needs of this particular mother, and that you cannot assume that all of this is being done just because a court order had been issued in January 1966.

Senator BYRD. That word "assume" is the one that bothers me.

Mr. STEININGER. Actually, this would——

Senator BYRD. I think you have clarified it very well. Did you want to say something else?

Mr. STEININGER. I wanted to add this. That this business in checking with the court as to whether or not the payments are actually being made, and, if not, to see that some other action is taken—you know court orders are issued and can be increased and it would be well for the caseworker to check. If the court order was $25 6 months ago it may be $50 currently.

Senator BYRD. My questions were merely derived from my feeling that the public should not take over the father's responsibility to support. I just wanted to get some clarification as to what the interpretation of HEW is on this word "assume."

CHANGES IN HANDBOOK TRANSMITTALS

Why have there been so many handbook transmittals issued involving changes in part IV, section 3100–3199, in comparison to revisions of other sections of IV in the last 5 years?

Mr. STEININGER. Well, the observations that were made across the country—basically, that is it—that the handbook material then current was not spelling out clearly enough the ways in which the agencies were to verify both need and income.

Senator BYRD. Apparently some of the later ones have failed on the point of clarity. I think you will agree to that, Mr. Steininger.

Mr. STEININGER. Well, by the questions you have raised, this is definitely indicated.

Senator BYRD. I will insert in the record at this point item 11 to which we were addressing ourselves.

(Item 11 follows:)

HANDBOOK OF PUBLIC ASSISTANCE ADMINISTRATION

11. Effective July 1, 1967, the State plan must assure that, when support payments by absent parents have been ordered by a court, a regular amount of income is available monthly to meet the determined needs of the mother and children whether or not the support payments are received regularly, and that the agency will not delay or reduce public assistance payments on the basis of assumed support which is not actually available.

Senator BYRD. Now, in looking at 3120, page 4, Handbook Transmittal 120, and I read as follows:

Assistance payments must be based on need in the light of currently available income and resources. Current payments cannot be reduced because of prior overpayments, if the recipient no longer has the income available, which occasioned the overpayment. Examples: Unreported income several months ago which is no longer available as well as agency overpayments.

What is the purpose of this change? What is meant by "cannot"?

Mr. STEININGER. This again, to equitably meet the needs of the recipient. The State spells out very clearly what it considers the standard to be used for measuring whether or not a person has sufficient income, which is minimum and compatible with decency and health. And to then say that this person in this particular month needs $100, and then because of an error that has been made on the part of the agency the previous month, say by $10, you say the person's needs in this month are only $90. This is a contradiction and penalizes the recipient in terms of the recipient's current needs for the particular month.

QUESTION OF OVERPAYMENT

Senator BYRD. What about the recipient of social security? Suppose the Social Security Administration makes an overpayment. What happens?

Mr. STEININGER. The answer would be the same, would it not, Senator?

Senator BYRD. Is the recipient allowed to keep this money?

Mr. STEININGER. You are talking about the social security——

Senator BYRD. Say there is an agency error in a social security check.

Mr. STEININGER. Unfortunately I don't know the answer for the social insurance program, Senator.

Senator BYRD. What would be your best guess as to what would happen? Do you think he would be allowed to keep it?

Mr. STEININGER. I cannot answer that.

Senator BYRD. Well, let us say a taxpayer receives an overpayment from Internal Revenue. What do you think will happen there?

Mr. STEININGER. I think they get it back from you, or at least they try.

Senator BYRD. So why should not the same taxpayer's money be given back here?

Mr. STEININGER. I have anticipated that question. The best answer I can give you is, there is a real difference between myself, for example, or the average man on the street who has income, and the public assistance recipient. The public assistance recipient is living at a bare minimum level of existence. There is no stretching of income, so that when you say to him, in a month in which you declared that this is the minimum that you need to really exist, "Now, look, you better take $10 of that money and pay this back." It is a good deal different than if one attempts to do that to me or to the average man on the street, because we have $10 or $20 leeway in meeting our daily or monthly expenses.

PAYMENT TO AVERAGE SOCIAL SECURITY RECIPIENT

Senator BYRD. What about the average social security recipient? You just made reference to the public welfare recipient as receiving a pay-

ment which meets the bare minimum level of existence. What about the social security recipient?

Mr. STEININGER. I don't know how to answer that because I don't know whether the Social Security Administration demands a repayment for any error made on their part.

Senator BYRD. Suppose the social security recipient's check amounts to $65 a month. That would be a bare minimum level of existence, would it not?

Mr. STEININGER. Yes.

Senator BYRD. Suppose a person receives double that amount in a particular month because of an agency error. Do you think the Social Security Administration is going to let that recipient retain that amount of money?

Mr. STEININGER. I don't know.

Senator BYRD. What about the veteran? Do you feel the Veterans' Administration is going to let a veteran retain an overpayment which was made through agency error?

Mr. STEININGER. I would have to check that one, too. I don't know.

Senator BYRD. Mr. Galvin, do you happen to know whether the Veterans' Administration would take steps to recover that overpayment?

Mr. GALVIN. Yes, they would.

ACTION ON OVERPAYMENT BY SOCIAL SECURITY ADMINISTRATION

Senator BYRD. What about the Social Security Administration? Do you happen to know whether or not the Social Security Administration would take steps to recover an overpayment?

Mr. GALVIN. Yes, they would.

Mr. STEININGER. I think we are saying something different. When you say recover, we are talking now about a point in time, I hope. I would never say that an agency, if it so desired, and I believe in instances it should be encouraged to when a person becomes independent of public assistance, cannot collect back all they want to collect back on an overpayment. What we are saying here is, it is not fair to take from a person, a recipient, whom you claim at this point in time needs this minimum sum to stay alive, and then take away from him $5 or $10. If the agency collects later on, when a person—let's say hopefully becomes independent through the fine casework efforts of the agency, can then pay back this money.

Senator BYRD. What about the unreported income several months ago? I am reading from the paragraph—unreported income several months ago which is no longer available as well as agency overpayments? How can you draw the line if it is a $5 overpayment or a $500 overpayment? When you say agency overpayments, you do not define what you mean.

Mr. STEININGER. The unreported income in many instances may be a question of fraud on the part of the recipient and I believe that should be handled under our fraud policies.

PUBLIC LAW 87-807

Senator BYRD. Public Law 87-807, in the District of Columbia Code, states that all overpayments shall be deducted from grants. Your transmittal is in conflict with this public law. What is the District supposed to do?

Mr. STEININGER. I didn't think so, Senator. When I read that—you read it from there—I don't know that that is necessarily in conflict with the policy, because if I recall correctly there are also a few sentences in there which allows the Commissioners of the District of Columbia to waive any required overpayment.

Senator BYRD. Let us read the paragraphs:

> Any person who obtains any payment of public assistance to which he is not entitled, or in excess of that to which he is entitled shall be liable to repay such sum, or if continued on assistance, shall have future grants proportionately reduced until the excess amount received has been paid.
>
> In any case in which, under this section, a person is liable to repay any sum, such sum may be collected without interest by civil action brought in the name of the District. Any repayment required by this subsection may, in the discretion of the Commissioners, be waived in whole or in part, upon the finding by the Commissioners that such a payment would deprive such person, his spouse, parent, or child of shelter or subsistence needed to enable such persons, spouse, parent or child to maintain a minimum standard of health and well-being.

CONFLICT BETWEEN DISTRICT AND HEW

So, it appears to me that the HEW regulation is in conflict.

Mr. STEININGER. I would say that the same philosophy we are expressing here is expressed right in that final paragraph. And that is the reason that, whoever was responsible for writing this particular piece of legislation recognized that it would be unfair to try to take money from a person who would suffer deeply because you are attempting to get the money at this particular time.

Senator BYRD. But note that it says "that any person who obtains any payment of public assistance," et cetera, et cetera, "shall have future grants proportionately reduced until the excess amount received has been repaid."

Then it goes on to say that an exception to this rule of any repayment required by this subsection—it does not say "shall"—it says "may"—and leaves it to the discretion of the Commissioners—be waived in whole or in part. It says, "in whole or in part." It says, "upon the finding"—it requires a finding. It says, "upon the finding by the Commissioners, that such repayment would deprive such person, his spouse, parent, or child of shelter or subsistence needed to enable such person, spouse, parent or child to maintain a minimum standard of health and well-being," et cetera.

That is quite different from saying, as the handbook transmittal says, "that current payments cannot be reduced because of prior overpayments if the recipient no longer has the income available which occasioned the overpayment." It is difficult to reconcile these two.

Mr. STEININGER. Well, Senator, maybe the answer I should give you at this time is that I ought to take this back and take this District of Columbia law and this particular policy, and have another look at it, and discuss it with our General Counsel.

NEED OF CLARIFICATION OF HEW REGULATION

Senator BYRD. I agree that it needs clarification, then—do you agree?

Mr. STEININGER. Yes, definitely; in light of what you just read to me.

Senator BYRD. Because the HEW regulation does not require any finding by anybody.

Mr. STEININGER. I would like to make this point, Senator. I have to get it in. That is, that the philosophy expressed in that District of Columbia law isn't any different from what I was trying to tell you.

LEGISLATIVE INTENT

Senator BYRD. Let us look at the legislative intent. And we are supposed to give words their usual interpretation and connotation when they appear in a statute, and the first place to seek to ascertain the legislative intent is in the plain wording of the statute itself.

It seems to me the statute is not at all ambiguous. It is very clear. It says that any person—not just some person, "any person who obtains any payment," not just some payment, or a particular payment—but "any payment of public assistance to which he is not entitled, or in excess of that to which he is entitled, shall be liable to repay such sum, or if continued on assistance, shall have future grants proportionately reduced until the excess amount received has been repaid."

Then the statute expresses a philosophy that is not devoid of humanitarianism, in that it provides for that exceptional case which can happen and which does occur, and in which, to make such repayment would deprive the person, the spouse, parent, or child of shelter or subsistence.

So it does not demand the pound of flesh. In those cases, the Commissioners simply make a finding that it would deprive the recipients and they then are removed from the thrust of the law. So why should not that be the case? Why should we send out a transmittal which says that current payments cannot be reduced if the recipient no longer has the income available which occasioned the overpayment? No one quarrels with the situation in which there is a finding by responsible persons specified in the law, and the Commissioners are so named in the law.

But if the HEW regulation here is implemented on its face, and according to the words as shown here, it flies directly in the face of the statute.

Would you please let us have something in response to our inquiry within the next 10 days? Could you do that?

Mr. STEININGER. Yes, Senator.

Senator BYRD. So we can get it in the record.

(The information follows:)

APPLICABILITY OF HANDBOOK TRANSMITTAL NO. 86 TO DISTRICT

In determining the applicability of Handbook Transmittal No. 86 to the District of Columbia, the effect of the statute enacted by the Congress, dealing specifically with overpayments of public assistance in the District of Columbia and the circumstances under which such overpayments are to be repaid, must be taken into consideration.

Senator BYRD. Has the District of Columbia, Department of Public Welfare, questioned you on this point?

Mr. STEININGER. Yes, sir; they have.

Senator BYRD. Why has not the matter already been resolved?

Mr. STEININGER. Well, I am very sorry, Senator, but it was just called to my attention before I was told by you that I was going to appear here on transmittal 86, and I recall transmittal 120 had some relationship to it, and I am not in a position to tell you it has been resolved.

NUMBER OF OVERPAYMENTS NATIONALLY

Senator BYRD. All right, your quality control statistics, which have been cited in the fiscal year 1967 budget hearings, show that over 10 percent of the total caseload in the United States receive overpayments. Does HEW in promulgating this regulation suggest that all of these overpayments be forgiven?

Mr. STEININGER. I would not interpret transmittal 120, the part that we have been reading, to mean this. I want to keep interpreting it the way you did in terms of the philosophy which is expressed in the District of Columbia law, and that is, that it is unfair to extract from a person who is already just barely living, to make him pay out of that current income, any overpayment.

Now, this does not exclude a welfare agency, as I mentioned earlier, from collecting this back from the person when the person is in a position to make the repayment.

Senator BYRD. We have already shot the cartridge out of the barrel, and the barrel is empty. We are going around the same thing. Let us have a look-see at this law.

Mr. STEININGER. All right.

HANDBOOK OF PUBLIC ASSISTANCE ADMINISTRATION

3120. *Interpretation*

* * * * * * *

Under this requirement, a State must differentiate between resources that can be counted on because they are available for current use on a regular basis and those found not to be available for the individual's use in meeting subsistence needs as defined in the State's standard. This means taking into consideration, in determining need and amount of payment, all current income from all sources, such as earnings, OASDI monthly benefits, contributions, etc., actually available to meet the individual's needs on a regular basis (except as required or permitted to be disregarded or set aside under the various titles of the Social Security Act or other Federal law) and in contrast, omitting from consideration in determining need and amount of payment any income or resources merely assumed to be possessed by the individual.

Thus, income must not be considered where it is not, in fact, currently available to the needy individual; e.g., support payments ordered by the court but which are not, in fact, made; contributions which relatives have been determined able to make but which are not, in fact, made; and income from employment assumed to be available in the community when, in fact, the individual is not working.

For cases in which income or resources are initially available, but are then discontinued, e.g., cases in which a payment under a court order, or contributions, continue for several months and then cease, assistance payments will need to be adjusted promptly to reflect this change in circumstances.

Assistance payments must be based on need in the light of currently available income and resources. Current payments *cannot* be reduced because of prior overpayments, if the recipient no longer has the income available, which occasioned the overpayment. Examples: Unreported income several months ago which is no longer available as well as agency overpayments.

3121. *Home Produce*

Any home product from garden, livestock and poultry utilized by the recipient and his household for their consumption (as distinguished from such produce sold or exchanged) represents resourcefulness on the part of a recipient in bettering his situation, rather than a resource to be considered in the assistance plan. Reviews have shown serious underpayments to result from inability of workers to evaluate objectively such produce. To remedy this situation, home produce for family consumption is to be considered an incentive to recipients toward self-help and may not be considered a resource in the determination of need and amount of payment.

PUBLIC LAW 87-807, OCTOBER 15, 1962

FRAUD IN OBTAINING PUBLIC ASSISTANCE—REPAYMENT

SEC. 17. * * *

(b) Any person who obtains any payment of public assistance to which he is not entitled, or in excess of that to which he is entitled shall be liable to repay such sum, or if contained on assistance, shall have future grants proportionately reduced until the excess amount received has been repaid. In any case in which, under this section, a person is liable to repay any sum, such sum may be collected without interest by civil action brought in the name of the District. Any repayment required by this subsection may, in the discretion of the Commissioners, be waived in whole or in part, upon a finding by the Commissioners that such repayment would deprive such person, his spouse, parent, or child of shelter or subsistence needed to enable such person, spouse, parent, or child to maintain a minimum standard of health and well-being.

Senator BYRD. The receipient is receiving something to which he is not entitled by legal rights. Nothing in the words of the Constitution would say he has to have this. The taxpayers have a Banquo's ghost at this table, too. As the clerk has just reminded me, 10 percent represents a good bit of money. Let us take a serious look at this. Nobody quarrels with the statute and with the requirement of a finding by the Commissioners. But just to come along with this regulation and say that it cannot be done, period, is to amend the law by executive decree.

INSERTS FROM HANDBOOK TRANSMITTAL

I shall insert in the record at this point a paragraph from the HEW handbook transmittal 120 to which I referred, and shall also insert paragraph (b) of section 17, Public Law 87-807, 76 Stat. 917, District of Columbia.

(The documents follow:)

COLLECTION OF OVERPAYMENTS

Senator BYRD. At the present time, I believe the District is collecting the overpayments to which we have been referring. Is this not the case, Mr. Galvin?

Mr. GALVIN. Yes, sir.

Senator BYRD. How much was collected, Mr. Galvin? I doubt that you will have the figure with you. But if you do not have it, supply it for the record. How much money are we talking about here? Let us take fiscal year 1967, for example. Is there any way you can segregate the figures to bring out for the record just how much money was collected in the form of agency overpayments, which, if this regulation here in the handbook transmittal were to be enforced, could not have been collected?

Mr. GALVIN. Yes, I can supply that for the record.

(The information follows):

The Office of Investigations and Collections, D.C. Department of Public Welfare collected a total of $59,956 in Fiscal Year 1967 thru deductions from the recipient's grants. $17,585 of the money collected was on agency error overpayments. $42,371 was on non-agency error overpayments.

APPEAL OF OVERPAYMENT DEDUCTIONS

Senator BYRD. Have any recipients appealed overpayment deductions in the District of Columbia, Mr. Galvin?

Mr. GALVIN. Several, based on this regulation 120 that are pending.

Senator BYRD. So they are granted an appeal?

Mr. GALVIN. They have requested an appeal and have been granted it; yes, sir.

Senator BYRD. Under the regulation, Mr. Steininger, perhaps I should ask this question: May the District rule that the recipient must refund the overpayment made——

Mr. STEININGER. At some future date? Yes. This does not exclude any agency from collecting back any overpayment when the person is in a position to do so.

Senator BYRD. Now, under the law, unless the Commissioners have made a finding——

Mr. STEININGER. I thought your question was in reference to our policy as it stands, and not looking at the District law. Because I recognize your law is very clear.

Senator BYRD. I asked this question. Perhaps it is a rhetorical one. If it is possible to forgive overpayments and if there is no requirement for anyone being held responsible, what control does anyone have on the free expenditure of public funds?

Mr. STEININGER. Well, I would like to respond to that, Senator, by saying that I think we need to emphasize at all times that the caseworker must be as thorough as possible in establishing eligibility or denying an application or terminating the case. The better the caseworker explains to the recipient what his responsibilities are and emphasizes this, and explains very clearly how and what you are to report, I think you will find that the problem of overpayment is reduced considerably.

That only answers part of your question.

Senator BYRD. Yet, we go back to the Comptroller General's statement to the effect that the statements of ADC mothers are not reliable. Why should some recipients receive overpayments and be forgiven? Would not such forgiveness automatically mean not treating all recipients equally?

Mr. STEININGER. Well, Senator, the policy does not talk in terms of forgiveness. There is nothing in the policy that prevents an agency from collecting this money when the person is in a position to pay it back.

COVERAGE OF LAW IN OVERPAYMENTS

Senator BYRD. I understand that. But the law does not confine itself to those only who are in a position to pay it back. So we are content at the moment and have to be with your statement that you want to go back and take a new look at this and square it with the legislative intent as revealed in the four corners of the paragraph which I read from the law.

What requirement does HEW have making social workers responsible and accountable for agency error overpayments?

Mr. STEININGER. I would say that the administrators hold the caseworker responsible to the degree that if the person does not perform adequately and efficiently, the person ought to be fired.

Senator BYRD. Can you cite any authority for the overpayment provision in this Handbook Transmittal No. 120?

Mr. STEININGER. I cannot at this point. May I put it in the record?

Senator BYRD. All right.

(The information follows:)

HANDBOOK TRANSMITTAL NO. 120—OVERPAYMENTS

(The policy released by Handbook Transmittal No. 120 stated: Assistance payments must be based on need in the light of currently available income and resources. Current payments cannot be reduced because of prior overpayments, if the recipient no longer has the income available which occasioned the overpayment. Examples: Unreported income several months ago which is no longer available as well as agency overpayment.)

This policy is a specific application of the general policy that income or resources must not be considered where they are not, in fact, currently available to the needy individual. The Social Security Act requires, in each public assistance title, that the State plan must provide that the State agency shall, in determining need, take into consideration any other income and resources. This means that the agency shall evaluate income and resources reasonably, that available income and resources shall be assigned their proper value (with a resulting effect on the assistance payment), but also that income and resources which are not currently available shall also be given their proper evaluation, namely zero, and the assistance payment shall not be reduced because of such income and resources. In a program based on need, it would be unfair not to give equal assistance to equally needy persons. Equitable administration of a State plan requires that eligibility and amount of payment be determined by application of State standards to the individual's need at time of application or redetermination of need.

The implementation of this policy for overpayments underscores agency responsibilities for interpretation to recipients that changes in circumstances must be reported; making proper eligibility determination; and seeing that payments are made in the proper amount. Under the best of circumstances, there will still be cases of unreported income, and fraud provisions should be applied where appropriate.

The Handbook of Public Assistance Administration (IV–2631) states:

"Prosecution for fraud and the imposition of a penalty, are prescribed by law and are the responsibility of the law enforcing officials and the courts. All such legal action is subject to due process of law and to the protection of the rights of the individual afforded by this process."

The Social Security Act does not require that States make recoveries of amounts of assistance paid to recipients.

At best public assistance payments for the expenditures required for food, clothing, shelter, and other essentials of living are small. There is no margin for other reductions. To reduce an already inadequate payment on the assumption of income which is not currently available means that the essential consumption items cannot be bought.

Mr. STEININGER. I will discuss it with counsel.

EXEMPTION OF INCOME

Senator BYRD. As I understand it, HEW has granted many provisions for the disregard of income. Have all these provisions been as a result of public law?

Mr. STEININGER. Yes. If I understood your question correctly, all exemption of income that we have allowed—except the two that are specifically mentioned in handbook transmittals 86 and 120—are spelled out in the law.

Senator BYRD. Would you cite the law for the record, please?

Mr. STEININGER. I am referring to the $5 income exemption from any source in all the public assistance titles in the Social Security Act, the $50 income exemption for old age and aid to the permanently and totally disabled, the $85 income exemption in the blind assistance program.

Mr. COHEN. There is also the optional disregard of $50 per month of earned income for dependent children under the age of 18 but not in

excess of $150 per month for children in the same home, and there is also the optional disregard of earned or other income to be set aside for future identifiable needs of a dependent child. But we can insert these in the record.

Senator BYRD. All right.

(The information follows:)

OPTIONAL AND MANDATORY PROVISIONS OF THE SOCIAL SECURITY ACT FOR DISREGARDING INCOME IN FEDERALLY AIDED PUBLIC ASSISTANCE PROGRAMS

OAA and for aged persons under AABD program (titles I and XVI of the Social Security Act)

1. optional: Not more than $5 per month of any income (earned or other) before disregarding any other income. Section 2(a)(10)(A)(i); section 1602(a)(14)(D).

2. optional: Not more than the first $20 per month plus one-half of next $60 per month of earned income. Section 2(a)(10)(A)(ii); section 1602(a)(14)(C).

AFDC (title IV of the Social Security Act)

1. optional: Not more than $5 per recipient per month of any income (earned or other) before disregarding any other income. Section 402(a)(7)(C).

2. optional: Not more than $50 per month of earned income of each child but not in excess of $150 per month for dependent children living in the same home. Section 402(a)(7)(A).

3. optional: Any earned or other income of family set aside for meeting future identifiable needs of dependent children. Section 402(a)(7)(B).

AB and for blind persons under AABD program (titles X and XVI of the Social Security Act)

1. optional: Not more than $5 per month of any income (earned or other) before disregarding any other amounts. Section 1002(a)(8)(C); section 1602(a)(14)(D).

2. mandatory: First $85 per month plus one-half of remainder of earned income. Section 1002(a)(8)(A; section 1602(a)(14)(A)(i).

3. mandatory: For period of up to 12 months, any other income and resources necessary to fulfill an individual's approved plan for achieving self-support. Section 1002(a)(8)(B); section 1602(a)(14)(A)(ii).

4. optional: Continuation for additional 24 months of the disregard of income and resources in connection with approved plan for self-support. Section 1002(a)(8)(B); section 1602(a)(14)(A)(ii).

APTD and for disabled persons under AABD program (titles XIV and XVI of the Social Security Act)

1. optional: Not more than $5 per month of any income (earned or other) before disregarding any other amounts. Section 1402(a)(8)(A); section 1602(a)(14)(D).

2. optional: Not more than the first $20 per month plus one-half of next $60 per month of additional income which is earned. Section 1402(a)(8)(B); section 1602(a)(14)(B)(i).

3. optional: For up to 36 months, additional amounts of other income and resources necessary for fulfillment of an individual's approved plan for achieving self-support, but only when he is actually undergoing vocational rehabilitation during the period. Section 1402(a)(8)(C); section 1602(a)(14)(B)(ii).

OAA, AFDC, APTD, and AABD (titles I, IV, XIV, and XVI of the Social Security Act)

1. mandatory: Amounts disregarded for any individual under any of the public assistance titles of the Social Security Act shall not be taken into consideration in determining the need of any other individual for aid or assistance, including medical assistance. Section 1109.

Medical Assistance (title XIX)

1. mandatory: For individuals who, if needy, would be eligible for money payments under one of the other Federally-aided programs (OAA, AFDC, AB, APTD, and AABD) a State must disregard the amounts that would be disregarded under the other programs. Section 1902(a)(17)(B).

1965 AMENDMENT (Ef. 10/1/65)

ALL PROGRAMS: DISREGARDING SOME AMOUNT, UP TO $5 A MONTH OF ANY INCOME IN PUBLIC ASSISTANCE CASES, AS REPORTED JUNE 30, 1967

Provision in effect [1], *17 Jurisdictions*

Alabama [2]	Hawaii	Nevada [6]
Arkansas [3]	Idaho	Pennsylvania [2]
California [2]	Indiana	South Dakota
Delaware	Iowa	Virgin Islands
Georgia [4]	Massachusetts [2]	Wyoming [7]
Guam	Missouri [5]	

Not in effect; plan material submitted, 0 Jurisdictions

Plan material in preparation, 0 Jurisdiction

Legislation enacted, 3 Jurisdictions

Connecticut	New Hampshire	North Dakota [8]

Legislation in process, 1 Jurisdiction

Wisconsin—bill introduced

Interested or intend to use, 4 Jurisdictions

D. C. [9]	South Carolina
Oklahoma	Tennessee

Will not implement at present, 29 Jurisdictions

Alaska	Michigan	Oregon
Arizona [10]	Minnesota	Puerto Rico [12]
Colorado	Mississippi	Rhode Island
Florida [11]	Montana	Texas
Illinois	Nebraska	Utah [10]
Kansas [10]	New Jersey	Vermont [11]
Kentucky	New Mexico	Virginia
Louisiana	New York	Washington
Maine	North Carolina	West Virginia
Maryland	Ohio	

[1] Plan material approved for all jurisdictions.
[2] AB only. Will not implement at present for other categories; *Massachusetts DPW* needs legislation.
[3] $3 in both categories (AABD and AFDC).
[4] $4 in AABD; in AFDC, $1 per recipient up to $5 per family.
[5] All categories; but in AFDC applies to each case, not each recipient.
[6] OAA, AB, AFDC. State has no APTD program.
[7] Adults only in all categories.
[8] Enabling legislation; intentions of State not yet known.
[9] Recommendation submitted to Commissioners.
[10] Needs legislation. Utah—considered by 1967 legislature; not enacted.
[11] Provision terminated 6/30/66.
[12] Plan withdrawn. Ceiling on Federal financial participation a deterrent.

APTD AND AABD (DISABLED): DISREGARD OF EARNED INCOME (OF THE FIRST $80 PER MONTH, THE FIRST $20 THEREOF, PLUS ONE-HALF OF THE REMAINDER), AS REPORTED JUNE 30, 1967

Provision in effect [1], *13 Jurisdictions*

Arkansas	Kentucky	Oklahoma
California	Louisiana	Virgin Islands
Delaware	Maine	Wisconsin
Georgia	Montana [2]	
Hawaii	Ohio	

Not in effect; plan material submitted, 2 Jurisdictions

Guam (ef. 7/1/67)	Washington

Plan material in preparation, 1 Jurisdiction

North Dakota

[1] Plan material approved for all jurisdictions.
[2] Of the first $60 a month, disregard the first $20 plus ½ of the remainder.

Legislation enacted, 5 Jurisdictions

Connecticut [3]	Nebraska	South Carolina
Minnesota	New Hampshire	

Legislation in process, 1 Jurisdiction

Passed both houses	*Passed one House*	*Bill introduced*
		Massachusetts

Interested or intend to use, 2 Jurisdictions

Vermont [4] West Virginia [4]

Will not implement at present, 28 Jurisdictions

Alabama	Maryland	Puerto Rico [7]
Alaska	Michigan	Rhode Island
Colorado	Mississippi	South Dakota
D.C.	Missouri	Tennessee
Florida	Nevada [6]	Texas
Idaho [5]	New Jersey	Utah [5]
Illinois	New Mexico	Virginia
Indiana	New York	Wyoming [8]
Iowa	North Carolina	
Kansas [8]	Pennsylvania	

Intentions of States not yet known, 2 Jurisdictions

Arizona Oregon

[3] Law not yet submitted as plan material, so details of coverage not known.
[4] No action yet taken.
[5] Needs legislation. *Kansas* and *Utah*—considered by 1967 legislature, not enacted.
[6] Not applicable, State has no program for the disabled.
[7] Ceiling on Federal financial participation a deterrent.
[8] Has legal authority; no funds available.

1965 AMENDMENT (Ef. 7/1/65)

AFDC: Disregarding Earned Income of Children Under Age 18 (Monthly Maximum of $50 Per Child and $150 Per Family), as Reported June 30, 1967

Provision in effect [1], *25 Jurisdictions*

Arkansas [2]	Illinois	Oklahoma
California	Kansas	Oregon
Colorado	Kentucky	South Dakota
Delaware	Louisiana	Vermont
D.C.	Maine	Virgin Islands
Florida	Maryland	Virginia [3]
Georgia	Massachusetts	Wisconsin
Guam	Montana	
Hawaii	Ohio	

Not in effect; plan material submitted, 0 Jurisdictions

Plan material in preparation, 0 Jurisdictions

Legislation enacted, 5 Jurisdiction

Connecticut	New Hampshire	South Carolina
Minnesota	North Dakota [4]	

Legislation in process, 0 Jurisdictions

Interested or intend to use, 2 Jurisdictions

New York [5] West Virginia [5]

Will not implement at present, 22 Jurisdictions

Alabama	Missouri	Rhode Island
Alaska	Nebraska	Tennessee
Arizona	Nevada	Texas
Idaho [6]	New Jersey	Utah [6]
Indiana	New Mexico	Washington
Iowa	North Carolina	Wyoming [8]
Michigan	Pennsylvania	
Mississippi	Puerto Rico [7]	

[1] Plan material approved for all jurisdictions.
[2] $50 per child and $100 per family (formerly $85 per family).
[3] 80% of child's earnings up to $50 a month, $150 per family.
[4] Enabling legislation; intentions of State not yet known.
[5] No action yet taken.
[6] Needs legislation. *Utah*—considered by 1967 legislature; not enacted.
[7] Ceiling on Federal financial participation a deterrent.
[8] Has legal authority.

DISREGARD OF EARNED INCOME IN DETERMINING NEED, AS REPORTED JUNE 30, 1967 FOR PERSONS 65 YEARS OF AGE AND OLDER (OTHER THAN BLIND) (OAA) OR (AABD)

Provision in effect, plan approved, 31 Jurisdictions

A. Of the first $50 a month, the first $10 plus ½ of the remainder, *16 Jurisdictions*

D.C.
Guam [1]
Illinois
Kansas [2]
Maryland
Missouri
Nebraska [3]
Nevada
New Hampshire [3]
North Dakota [1]
Oregon
Pennsylvania
Puerto Rico [4]
Vermont [5]
Virginia [6]
Washington

B. Of the first $80 a month, the first $20 plus ½ of the remainder, *15 Jurisdictions*

Arkansas
California
Delaware
Florida
Georgia
Hawaii
Kentucky
Louisiana
Maine
Massachusetts
Montana [7]
Ohio
Oklahoma
Virgin Islands
Wisconsin

Interested or intend to use, 3 Jurisdictions

Connecticut [2]
South Carolina [3]
West Virginia [5]

Will not implement at present, 20 Jurisdictions

Alabama
Alaska
Arizona
Colorado [8]
Idaho [8]
Indiana
Iowa
Michigan
Minnesota [8]
Mississippi
New Jersey
New Mexico
New York
North Carolina [8]
Rhode Island
South Dakota [9]
Tennessee
Texas
Utah [2]
Wyoming [10]

[1] Will disregard the larger amount ef. 7/1/67. *North Dakota*—preparing plan material to permit disregarding of the larger amount ef. 7/1/67.
[2] Bill to disregard larger amount considered by 1967 legislature; not enacted.
[3] Legislation enacted in 1967 permits State to disregard the larger amount.
[4] Ceiling on Federal financial participation a deterrent to disregarding the larger amount.
[5] Interested in disregarding the larger amount but no action yet taken.
[6] Disregards only the first $10 a month.
[7] Of the first $60, the first $20 plus ½ of the remainder is disregarded.
[8] Needs legislation. *Colorado, Minnesota,* and *North Carolina*—considered by 1963 legislatures, not enacted.
[9] Legislation enacted by 1965 legislature permits disregarding the smaller amount.
[10] Has legal authority; no funds available.

PROGRAM OF AID TO THE BLIND (AB OR AABD—BLIND), AS OF JUNE 30, 1967

All States disregard $85 a month of earned income plus ½ of the remainder.

All States disregard other income and resources of blind individuals engaged in an approved plan for self-support for a period of 12 months.

The following States have extended the period for disregarding other income and resources of blind individuals engaged in an approved plan for self-support up to 36 months (24 months in addition to the 12-month mandatory period), as reported June 30, 1967.

Provisions in effect, plans approved, 14 Jurisdictions

Alabama
California
D.C.
Georgia
Louisiana
Massachusetts (AB)
Michigan
Minnesota
Nevada
New Mexico
Oklahoma
Pennsylvania
Puerto Rico
Virgin Islands [1]

Not in effect; plan material submitted, 2 Jurisdictions

Guam (ef. 7/1/67) [1]
Washington (ef. 7/1/67)

Legislation enacted, 1 Jurisdiction

New Hampshire

Legislation in process, 1 Jurisdiction

Wisconsin—Bill introduced

[1] Up to 24 months only.

Will not implement at present, 36 Jurisdictions

Alaska	Kansas	Ohio
Arizona	Kentucky	Oregon
Arkansas	Maine	Rhode Island
Colorado	Maryland	South Carolina
Connecticut	Mississippi	South Dakota
Delaware (AB)	Missouri	Tennessee
Florida	Montana	Texas
Hawaii	Nebraska	Utah
Idaho	New Jersey	Vermont
Illinois	New York	Virginia (AB)
Indiana	North Carolina (AB)	West Virginia
Iowa	North Dakota	Wyoming

1965 AMENDMENT (Ef. 10/1/65)

APTD AND AABD (DISABLED): DISREGARD OF OTHER INCOME AND RESOURCES OF DISABLED INDIVIDUALS ENGAGED IN AN APPROVED PLAN FOR SELF-SUPPORT FOR A PERIOD UP TO 36 MONTHS, AS REPORTED JUNE 30, 1967

Provisions in effect,[1] *5 Jurisdictions*

Georgia	Ohio	Virgin Islands
Louisiana	Oklahoma	

Not in effect; plan material submitted, 0 Jurisdictions

Plan material in preparation, 0 Jurisdictions

Legislation enacted, 1 Jurisdiction

New Hampshire

Legislation in process, 2 Jurisdictions

California—Bill introduced Massachusetts—Bill introduced

Interested or intend to use, 1 Jurisdiction

Guam

Will not implement at present, 38 Jurisdictions

Alabama	Michigan	Puerto Rico[4]
Alaska	Minnesota	Rhode Island
Arkansas	Mississippi	South Carolina
Colorado	Missouri	South Dakota
Connecticut	Montana	Texas
Delaware	Nebraska	Utah[2]
D.C.	Nevada[3]	Vermont
Florida	New Jersey	Virginia
Idaho[2]	New Mexico	Washington
Indiana	New York	West Virginia
Iowa	North Carolina	Wisconsin
Kansas[2]	North Dakota	Wyoming
Maryland	Pennsylvania	

Intentions of States not yet known, 7 Jurisdictions

Arizona	Kentuncky	Oregon
Hawaii	Maine	Tennessee
Illinois		

[1] Plan material approved for all jurisdictions.
[2] Needs legislation. *Utah*—considered by 1967 legislature, not enacted.
[3] Not applicable. State has no program for the disabled.
[4] Ceiling on Federal financial participation a deterrent to adoption.

Senator BYRD. Mr. Galvin, do you have any further comments anent overpayments?

Mr. GALVIN. In relation to the Handbook Transmittal 120 release?

Senator BYRD. Yes.

REPAYMENT OF FEDERAL PORTION OF AGENCY OVERPAYMENT

Mr. GALVIN. There is a requirement of HEW that states we must repay the Federal matching portion of any agency-error overpayment, so if it were to be interpreted that the District would not collect on this particular overpayment or could not collect, we would still have to pay additional money to return to HEW the portion of the overpayment we received under the Federal matching formula.

Senator BYRD. That is a good point. Would you like to respond to that?

Mr. STEININGER. It sounds a little unfair.

Senator BYRD. Yes, it does.

Mr. GALVIN. Another point that may not have been considered is that persons, when tempted, do things they would not otherwise do if they were not tempted. This law tempts the recipients never to report any income they receive or to spend it because they would realize that any time it was discovered they wouldn't have the money to repay, and, therefore, would not have to repay.

Senator BYRD. And there is no provision for the protection of the governmental agency here, to wit, the necessity of a finding by somebody, a requirement which is written into the law? So the regulation eliminates that protection to the Government. It requires no finding.

DISCRIMINATION BETWEEN RECIPIENTS

Mr. GALVIN. Another point is that it does not take into consideration that the persons who have received overpayments have received money in excess to that to which they were entitled—this is the only way there could be an overpayment.

It is always something in excess to that which they were entitled. Therefore, at the point they receive it, they have more than that to which they are entitled, and therefore, they are in a more advantageous position than anyone else who has not received an overpayment. Therefore, it ends up in a policy of not treating the recipients equally as required by HEW regulations.

Senator BYRD. You mean it treats them with discrimination?

Mr. GALVIN. Yes, we discriminate between them. If the agency does not make the worker or whoever dispenses the funds and causes the agency error overpayments somehow responsible, this gives an almost free rein to treat people differently. There must be some accountability and responsibility in this area. Just to say you cannot collect an agency overpayment isn't enough. It would encourage administrative laxity.

Senator BYRD. That is a good point, Mr. Galvin. I am sure that Mr. Steininger, when he and counsel take a look at this, are going to consider these points which have been raised as he indicated in response to the first point. He stated this would appear to be unfair to the State agency which has to come up with its Federal share.

BURDEN OF PROOF ON WELFARE DEPARTMENT

Mr. GALVIN. The last point is that it hangs on a very nebulous thread. It shifts the burden of proof to the welfare department. The recipient says, I don't have the money—I received $500 last month and I have spent it. Here again, if we have to take the recipient's word, we may be wrong since it may not have been spent.

POINTS NEEDING CLARIFICATION

Senator BYRD. It does do that, whereas in the District of Columbia law there is a finding by the Commissioners. The law foresees this contingency. I think all the points raised are good, and I think it is very appropriate that Mr. Galvin make them, because he is responsible in one jurisdiction for having to collect these overpayments. So these are points that needs clarification. I feel it important that we clarify them. We are dealing with the integrity of the public assistance program, and I know we are all concerned, or should be, with the spiraling costs of this program. It would seem imperative that HEW regulations be clarified so there will be no misunderstanding on the part of those who have to administer the program.

Let us just recapitulate the ground we have covered, Mr. Steininger.

With regard to the determination of need, we started out discussing this point, I believe. States have held that all applicants must be treated the same and all recipients must be treated the same, but not that both applicants and recipients must be treated the same. As I understand it, this concept has been recognized and accepted by HEW until recently. As I get the picture, HEW is trying to push the States into changing their regulations so that both applicants and recipients are treated the same. Of course, many States, or at least some States, readily agree with all HEW administrative guidelines, suggestions, pressures, and so forth, but other States do not agree quite so readily. What happens, then, is that pressure is increased on the States which do not fall in line as more and more of the States do fall in line. Some States will refuse to comply with HEW guidelines.

In the case where the State has a law which actually is contrary to the HEW guideline, I assume States would refuse to comply with the HEW guideline. But even then it appears that HEW expects the States to change their laws to bring them into conformity with the controversial guideline. Many, if not most, State welfare administrators usually have a social worker background. And they are usually in favor of an expanding welfare program. So that the problem of compliance with the removal of any and all restrictions is not too difficult for them to accept and even sponsor. But it is the public, generally, which will suffer as more and more persons go on the relief rolls and become a growing burden to the general public.

Somebody has to try to exercise a little rein on HEW. Somebody has to try to put on the brakes. Congress has this oversight function to perform. Therefore it becomes incumbent upon congressional committees to fulfill their responsibility of overseeing the way the funds are spent and the programs are administered by asking questions about regulations that emanate from Federal agencies such as HEW, which may indeed be going beyond the basic law or the legislative intent.

POSITION REGARDING CONTINGENCY ITEMS

What are we going to do? What is our position for the record regarding contingency items? May they be excluded in determining the need for an applicant if contingency items are the sole basis for granting assistance?

Mr. STEININGER. I would say this is optional with the States as to whether or not they want to consider contingency items as part of

what is considered to be a minimum budget comparable with decency and health.

I was just wondering with Mr. Cohen, Senator, and in the AFDC law, whether it is spelled out that employment expenses must be considered if we consider that a contingency item.

Senator BYRD. Do you have reference to applicants?

Mr. STEININGER. Let him read it from the law.

Mr. COHEN. Section 402(a)(7) of the Social Security Act says that a State plan for aid and services to needy families with children must provide that the State agency shall, in determining need, take into consideration any other income and resources of any child or relative claiming aid to families with dependent children, as well as any expenses reasonably attributable to the earning of any such income. The rest of the clause gives some of the possible exemptions of income.

Senator BYRD. Suppose the contingency items are the sole basis for granting assistance, then what?

Mr. COHEN. I would think here, as Mr. Steininger points out, if you are considering the work expenses as in the nature of a contingency item, I don't think we have any alternative under this statute but to so require that these expenses be considered both for recipients and applicants. So that supposing it is a family which, if it had no income, would be eligible, I guess it wouldn't come up in the District probably anyhow, because of the rule on employable mothers. So maybe it is more theoretical than an actual situation in the District.

OTHER JURISDICTIONS HAVING UNEMPOYABLE MOTHER POLICY

Senator BYRD. Are there not other jurisdictions which have the unemployable mother policy?

Mr. COHEN. Again, I can't speak to all of the State plans, but a policy that is a little different has been questioned in a case that is now in the courts in Georgia, and I have the impression from that case that the only jurisdiction that has an absolute eligibility disqualification for any employable mother with a child care plan is the District of Columbia.

Senator BYRD. I cite for the record paragraph (d) of AP 2.1, release 101, page 3, dated April 1, 1967, of the District of Columbia Public Assistance Handbook, HPA 2, "Initial assistance shall not be authorized if a budget deficit exists solely because of the need for one or more contingent items."

How do you square that with what you just said?

Mr. COHEN. Is this a District policy that you are citing?

Senator BYRD. Yes; the District of Columbia Department of Public Welfare.

Mr. COHEN. I believe this comes within the area where in the earlier discussion we thought there might be some question on the District policies, and we were going to go back and check and find out just how firm those differences were.

SPECIAL ALLOWANCES

Senator BYRD. Reading further from the District Public Assistance Handbook under the heading "Allowable Contingent Items," "Contingent items, in contrast to basic requirements, are special allowances

which may be provided only when justified by the recipient's circumstances."

Some examples are costs related to legal representatives, homemaker, or housekeeper services, special laundry, transportation, child day care services required by parents who are in training or employed, property assessment, life insurance premiums, et cetera. These are for recipients.

When it comes to the applicants, here is where we have our conflicts. Are all these contingent items going to be given consideration insofar as the applicant is concerned?

Mr. STEININGER. They are, in many States.

Senator BYRD. And your regulations are going to require it in all jurisdictions for these contingent items—these special allowances?

Mr. STEININGER. Our requirements do not at the present time, unless you are allowing them for the recipient. This needs to be equal for the applicant.

Senator BYRD. Why should they be not excluded in determining the need for the applicant? Here we get to the same thing, bringing people onto the rolls who otherwise would not qualify, and this is precisely what the House is directing its attention to in the language from the committee report on the bill which is now pending in the Senate.

DETERMINING NEED OF APPLICANTS AND RECIPIENTS

Mr. COHEN. If I might perhaps try to think of an example. If the regular assistance budget were, say, $200, for a woman with children, and she had a social security check for $200, so that she had no unmet need, but then she needed homemaker services for perhaps a temporary period. The idea would be that she would come on the assistance rolls only for those homemaker services and when those were no longer needed the assistance would be discontinued. So that this just helps her over this difficult period.

I think this is consistent with the House action. We have had the basic policy over the years that applicants and recipients are treated alike in determining their need. I don't think Handbook Transmittal 86 changes this one way or the other, and the Ways and Means Committee, I believe—I cannot speak in any way for them—but I believe they were aware, in general, of our policies in determining need, and the exception that they have made, or the House has now made, to treating applicants and recipients alike has to do with an exemption of income, and what they are saying is, we are going to put into the statute a new provision for exempting income and the House intends that this be in general available to people already on the rolls. But we don't want to bring people on the rolls because of an exemption of income. But otherwise, if you are just counting their income and measuring against their need, I don't know that the amendment in any way changes our approach on that.

Senator BYRD. Let us look at HEW Handbook Transmittal No. 67, page 2, 3110, paragraph 2(a). I read therefrom:

> The State agency may, disregard not more than $50 per month of earned income of each dependent child under the age of 18, but not in excess of $150 per month of earned income of such dependent children in the same home.

Why should not this provision be excluded from the determination of an applicant's need?

EXCLUSION OF APPLICANT FROM PROVISION

Mr. STEININGER. Why should it not exclude the applicant?

Senator BYRD. For example why should not this provision which I have just read exclude the applicant? The paragraph I read says the State agency may disregard.

Mr. STEININGER. That is because in the Social Security Act, the income exemption is optional with the State as to whether or not it wishes to have an exemption of income for an AFDC, and we then contend if the State accepts this option as we read the Social Security Act, it pertains to applicants as well as recipients.

So then, it could be excluded from the determination of the applicant's need. As the State accepts the option under the income exemptions spelled under the law, then it accepts the option both for the applicant as well as the recipient.

Senator BYRD. Suppose the State accepts the option with regard to the recipient and excludes the $50 to $150 per month in the determination of the recipient's need. Why could not the State, if it so wished, include this income as a resource in determination of the applicant's need? Suppose it does not exclude the $50 to $150 per month with regard to the recipient. What is there in the law which requires it to file the same procedure with regard to the applicant? It has the option to do either. Why could it not follow one procedure in the case of the recipient, and another procedure in the case of the applicant?

Mr. STEININGER. I can only give you my understanding of the law as given to us by our counsel, and I would like to suggest, Senator, that we, for the record, furnish the legal interpretation which our counsel will give, after I bring this question back to them.

ITEMS POSSIBLE TO DISREGARD

Senator BYRD. Here are various other items which may be disregarded. I shall put them in the record.

(The excerpt from handbook follows:)

HANDBOOK OF PUBLIC ASSISTANCE ADMINISTRATION

PART IV. ELIGIBILITY, ASSISTANCE, AND SERVICES—3000–3199 ELIGIBILITY PROVISIONS, NEED, 9/20/65

3000. Eligibility
3100. Need
3110. Provisions of the Act

A. The first section of each of the five public assistance titles of the Social Security Act authorizes grants to States to enable each State to furnish assistance, "as far as practicable under the conditions in such State," to—

"aged needy individuals" (Sec. 1)

"needy dependent children and the parents or relatives with whom they are living" (Sec. 401)

"needy individuals who are blind" (Sec. 1001)

"needy individuals . . . who are permanently and totally disabled" (Sec. 1401)

"needy individuals who are 65 years of age or over, are blind, or age 18 years of age or over and permanently and totally disabled" (Sec. 1601).

B. The "Definitions" sections similarly make reference to—

"needy individuals who are sixty-five years of age or older" (Sec. 6)

"a needy child under age of eighteen or twenty-one" (Sec. 406)

"blind individuals who are needy" (Sec. 1006)

"needy individuals eighteen years of age or older who are permanently and totally disabled" (Sec. 1405)

"needy individuals who are 65 years of age or older, are blind, or are 18 years of age or over and permanently and totally disabled" (Sec. 1605).

C. In the second section of each of the public assistance titles appears requirements for State plans relating to need and amount of assistance, as follows:

1. *Old Age Assistance* (Section (2a)(10)(A))—

"Provide that the State agency shall, in determining need for such assistance, take into consideration any other income and resources of an individual claiming old-age assistance, as well as any expenses reasonably attributable to the earning of any such income; *except that, in making such determination, (i) the State agency may disregard not more than $5 per month of any income and (ii) of the first $80 per month of additional income which is earned the State agency may disregard not more than the first $20 thereof plus one-half of the remainder;*".[1]

2. *Aid to Families With Dependent Children* (Section 402(a)(7))—

"provide that the State agency shall, in determining need, take into consideration any other income and resources of any child or relative claiming aid to families with dependent children, as well as any expenses reasonably attributable to the earning of any such income; except that, in making such determination,

"*(A) the State agency may disregard not more than $50 per month of earned income of each dependent child under the age of 18 but not in excess of $150 per month of earned income of such dependent children in the same home.*[2]

"(B) the State agency may, subject to limitations prescribed by the Secretary, permit all or any portion of the earned or other income to be set aside for further identifiable needs of a dependent child, *and*

"*(C) the State agency may, before disregarding the amount referred to in clause (A) and (B), disregard not more than $5 of any income;*"[1]

3. *Aid to the Blind* (Section 1002(a)(8))—

"provide that the State agency shall, in determining need, take into consideration any other income and resources of the individual claiming aid to the blind, as well as any expenses reasonably attributable to the earning of any such income, except that, in making such determination, the State agency—

"(A) shall disregard the first $85 per month of earned income, plus one-half of earned income in excess of $85 per month,

"(B) shall, for a period not in excess of twelve months, and may, for a period not in excess of thirtyi-six months, disregard such additional amounts of other income and resources, in the case of an individual who has a plan for achieving self-support approved by the State agency, as may be necessary for the fulfillment of such plan, and

"*(C) may, before disregarding the amounts referred to in clauses (A) and (B), disregard not more than $5 of any income;*"[1]

4. *Aid to the Totally and permanently Disabled* (Section 1402(a)(8))—

"provide that the State agency shall, in determining need, take into consideration any other income and resources of an individual claiming aid to the permanently and totally disabled, as well as any expenses reasonably attributable to the earning of any such income; *except that, in making such determination,*

"*(A) the State agency may disregard not more than $5 of any income,*

"*(B) of the first $80 per month of additional income which is earned the State agency may disrgard not more than the first $20 thereof plus one-half of the remainder, and*

"*(C) the State agency may, for a period not in excess of 36 months, disregard such additional amounts of other income and resources, in the case of an individual who has a plan for achieving self-support approved by the State agency, as may be necessary for the fulfillment of such plan, but only with respect to the part or parts of such period during substantially all of which he is actually undergoing vocational rehabilitation;*".[1]

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[1] Effective 10/1/65.
[2] Effective 7/1/65.

5. *Aid to the Aged, Blind, or Disabled* (Section 1602(a)(14)—

"provide that the State agency shall, in determining need for aid to the aged, blind, disabled, take into consideration any other income and resources of an individual claiming such aid, as well as any expenses reasonably attributable to the earning of any such income; except that, in making such a determination with respect to any individual—

"(*A*) *if such individual is blind*, the State agency—

"(*i*) shall disregard the first $85 per month of earned income plus one-half of earned income in excess of $85 per month, and

"(*ii*) shall, for a period not in excess of 12 months, and may, for a period not in excess of 36 months, disregard such additional amounts of other income and resources, in the case of any such individual who has a plan for achieving self-support approved by the State agency, as may be necessary for the fulfillment of such plan,

"(*B*) *if such individual is not blind but is permanently and totally disabled*,

"(*i*) *of the first $80 per month of earned income, the State agency may disregard not more than the first $20 thereof plus one-half of the remainder, and*

"(*ii*) *the State agency may, for a period not in excess of 36 months, disregard such additional amounts of other income and resources, in the case of any such individual who has a plan for achieving self-support approved by the State agency, as may be necessary for the fulfillment of such plan, but only with respect to the part or parts of such period during substantially all of which he is actually undergoing vocational rehabilitation*,[1]

"(*C*) *If such individual has attained age 65 and is neither blind or permanently and totally disabled, of the first $80 per month of earned income the State agency may disregard not more than the first $20 thereof plus one-half of the remainder, and*

"(*D*) *the State agency may, before disregarding the amounts referred to above in this paragraph (14), disregard not more than $5 of any income;*".[1]

D. *All Public Assistance Programs* (Section 1109)—

"*Any amount which is disregarded (or set aside for future needs) in determining the eligibility of and amount of the aid or assistance for any individual under a State plan approved under title I, IV, XIV, XVI, or XIX shall not be taken into consideration in determining the eligibility of and amount of aid or assistance for any other individual under a State plan approved under any other of such titles.*"[2]

For provisions relating to need in Community Work and Training Programs, see IV–3461, sec. 409(a)(1)(D), applicable 10/1/62–6/30/67.

"GREEN SHEETS"

(SUPPLEMENTAL PAGES FOR THE HANDBOOK)

PART IV. ELIGIBILITY, ASSISTANCE, AND SERVICES—3100–3199 NEED, 10/22/65

G–3160. Aid to the Blind—Disregard of Income and Resources

Public Law 89–97 amended title X, effective October 1, 1965, to permit States to disregard not more than $5 per month of any income of individuals claiming aid to the blind, prior to disregarding any other amounts under the State plan.

G–3161. Provisions of the Act

See IV–3110.

G–3162. Requirements for State Plans

For a State agency choosing to exercise this option, effective on or after October 1, 1965, the State plan must—

1. Specify the amount, but not more than $5 per month, of any income to be disregarded;

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[1] Effective 10/1/65.
[2] Effective 7/30/65.

2. Provide policies and procedures that assure that the disregarded income shall not be taken into consideration in determining the need of any other individual for aid or assistance (including medical assistance for the aged and medical assistance) under a plan of the State approved under title I, IV, X, XIV, XVI or XIX.

G–3163. Interpretation

This amendment is optional with the States, effective October 1, 1965. States which wish to take advantage of the option to disregard, prior to disregarding all other amounts, not more than $5 per month of any income, must include all income, such as social security or other benefits, earnings, contributions from relatives, or other income that the blind individual has.

Whether or not States choose this option to disregard $5 per month of any income, the disregard of specified amounts of earned income is still mandatory (see IV–3160).

Amounts which have been disregarded may not be taken into consideration in determining the need of any other individual for aid or assistance under any of the State's approved plans.

G–3170. Old-Age Assistance—Disregard of Income

Public Law 89–97 amended title I, effective October 1, 1965, (1) to permit States to disregard not more than $5 per month of any income of individuals claiming OAA, prior to disregarding any other amounts under the State plan, and (2) to increase the amount of the aged individual's earned income that may be disregarded to not more than the first $20 plus one-half of the next $60 per month.

G–3171. Provisions of the Act

See IV–3110.

G–3172. Requirements for State Plans

For a State choosing, effective October 1, 1965 or later, to disregard income in determining need of any individual claiming OAA, the State plan must—

1. Specify the amount, but not more than $5 per month of any income to be disregarded;

2. Specify the amount of the first $80 per month of any additional income which is earned, but not more than the first $20 per month plus one-half of the next $60 of such earned income that is to be disregarded;

3. Provide a definition of earned income that meets the criteria set forth in IV–162, item 1;

4. Provide, in relation to earned income, for the use of the method set forth under IV–3171;

5. Provide policies and procedures that assure that the disregarded income of the aged individual shall not be taken into consideration in determining the need of any other individual for aid or assistance (including medical assistance for the aged and medical assistance) under a plan of the State approved under title I, IV, X, XIV, XVI, or XIX.

G–3173. Interpretation

Both of these amendments are optional. The effect of these two amendments is to increase the amount of income that a State may disregard in determining need in OAA. Not more than $5 per month of any income may be disregarded and in addition, the amount of earned income that may be disregarded is increased from not more than the first $10 plus one-half the remainder of the first $50 per month, to not more than the first $20 plus one-half the remainder of the first $80 per month.

States which wish to take advantage of the option to disregard, prior to disregarding all other amounts not more than $5 per month of any income, must include all income, such as social security or other benefits, earnings, contributions from relatives, or other income the aged individual may have.

Additional income which is earned may also be disregarded up to the increased amounts specified. The method required in relation to earned income is prescribed to achieve uniform results, if one-half of any remainder is included in the disregarded amount. If the earned income to be disregarded is a single prescribed amount not in excess of the first $20, both non-personal and personal work expenses may be lumped together and deducted from gross earnings to arrive at the amount to be disregarded.

Amounts which have been disregarded may not be taken into consideration in determining the need of any other individual for aid or assistance under any of the State's approved plans.

The State agency may disregard not more than $5 per month of any income in making such determination. The State agency may, before disregarding the amounts referred to in clauses A and B—I read (A) a little earlier, disregard not more than $5 of any income.

I am talking about aid to families of dependent children. Under aid to the blind, now for example, the State agency shall disregard the first $85 per month of earned income, plus one-half of earned income in excess of $85 per month and shall, for a period not in excess of 12 months, and may, for a period not in excess of 36 months, disregard such additional amounts of other income and resources, in the case of an individual who has a plan for achieving self-support approved by the State agency, as may be necessary for the fulfillment of such plan and may, before disregarding the amounts referred to in clauses A and B, disregard not more than $5 of any income.

On aid to the totally and permanently disabled, the State may disregard not more than $5 of any income; of the first $80 per month of additional income which is earned, the State agency may disregard not more than the first $20 thereof, plus one-half of the remainder and the State agency may for a period not in excess of 36 months, disregard such additional amounts of other income and resources, et cetera.

Are we going to say these have to be disregarded in the case of applicants if the State so chooses in the case of recipients, and vice versa?

Mr. STEININGER. Yes.

CONFLICT IN FEDERAL AND STATE LAWS

Senator BYRD. Do the HEW rules overrule State laws?

Mr. STEININGER. No, they do not. The practice that has followed is that if a policy is issued and, at the same time the policy is issued the State law conflicts with it, time is provided for the policy for the State to change its law.

Senator BYRD. In other words, State legislatures have to knuckle under the Federal bureaucrats?

Mr. STEININGER. I don't want to say it that way, Senator. The entire intent of the Social Security Act is optional with the States, and I don't know that Congress meant to say, "Look, all you States, you better knuckle under if you want to accept the Social Security Act."

Senator BYRD. Congress did not mean this. We have been talking about some regulations here. Suppose those regulations conflict with State laws? Then, what?

Mr. STEININGER. I understand that the social security law provides that HEW may promulgate rules and regulations which have the effect of law.

Senator BYRD. If the State laws are contrary, some States will apply HEW guidelines and others will not until the State law is changed. So, does this not mean that HEW administrative rulings apply unequally to all States?

Mr. STEININGER. For a brief period of time you would be correct. But the time allowed for change never exceeds that which allows the State to change the law in terms of the first legislature which meets after the rule or regulation has been promulgated.

Senator BYRD. If an applicant or recipient has income in excess of needs, should the assistance be granted, or continued?

Mr. STEININGER. No.

BURDEN OF PROOF REGARDING AMOUNT OF INCOME

Senator BYRD. I believe we earlier concluded that the burden of proof with regard to the availability of the amount contributed as income or resources rests on the recipient or applicant and not on the Welfare Department.

Mr. STEININGER. I said the burden of proof rests on the agency, as well as on the applicant and recipient.

Senator BYRD. Did you not say the recipient had to go into court?

Mr. STEININGER. I would like to say it from the universal point of view, that in establishing eligibility, I believe that the applicant and recipient have major responsibilities, but I think the agency also has a responsibility.

Senator BYRD. From the universal point of view, that is true. I am recapitulating. I am going back to those instances which we covered earlier.

Mr. STEININGER. Yes, it is incumbent upon the recipient to go to court and see that the support order is enforced.

Senator BYRD. Well, I do not seem to have too much trouble with the clarifications except with regard to the matter of overpayments, and you indicated that you would let the committee have your conclusions on this matter and the matter of the application of contingency items to both the applicants and recipients. That is a regulation which I read earlier.

I would like to hear from you, Mr. Galvin, on this latter point.

DISTRICT'S POLICY REGARDING CONTINGENCY ITEMS

Mr. GALVIN. On the contingency items?

Senator BYRD. Yes.

Mr. GAVIN. The District at the present time does not authorize initial assistance solely because of the need for one or more contingent items.

For example, the head of the household is earning $250 on a part-time job and the cost of producing this income is $50, which would reduce the net amount of resources to $200. If the need or the budget deficit is $200, we would not approve the application for assistance even though he may need a contingent item such as transportation costing $20 per month. I am not clear now whether this is permitted under the HEW requirements.

Senator BYRD. What about this hypothetical case?

Mr. STEININGER. As mentioned earlier, with regard to the District of Columbia plan, I think it would be fair to me if I had a chance to look at the District of Columbia plan and analyze this and then respond to it.

Senator BYRD. Very good. Could you supply Mr. Steininger with the plan and then discuss it with him, and then Mr. Steininger can respond. I think that is the only fair way to clarify it. It would be fair to Mr. Steininger to do it that way.

(The information follows:)

DETERMINATION OF INITIAL ELIGIBILITY, 4-1-67, AP 2.1

Factors of eligibility by category are listed in Part III of this Section.

D. In the initial determination of need, it is important to verify the applicant's actual living arrangement and to give consideration to all requirements. However, initial assistance shall not be authorized if a budget deficit exists solely because of the need for one or more contingent items.

1. Basic requirements:

Allowances for basic personal requirements are established by the Agency's Standard for Requirements;

Allowances for shelter, room and board, nursing and foster home care are in the amount charged, not to exceed the Agency maximum.

2. The need for contingent items, which are required by some but not all applicants, may be overlooked and an allowance for the requirement omitted from the payment. The Social Worker is responsible for reviewing with the applicant his needs and those of his family to determine whether they can be provided by the Agency or from any other resource in the community.

E. Each type of resource, in cash or in kind, must be explored with each applicant. The Social Worker cannot assume that any one resource may not be applicable to an individual either as actual or potential source of income or as real or personal property. Methods of determining certain resources are contained in the Resource Section of this Handbook.

APPLICATION OF 13-PERCENT INCREASE

Mr. Steininger, do you have anything else?

Mr. STEININGER. Yes, before we finish, I want to come back to that 13 percent where you and I have a difference of opinion, so the record will be clear. I am not in a position to say dogmatically, you know, that you are right or wrong—or at least the District of Columbia, in terms of its State plans. I can state in terms of my position that it appears to me that the District of Columbia plan with reference to the 13 percent, where it relates itself only to the recipient and not to the applicant, appears to be in nonconformity with the Social Security Act, and to make it clear that the decision as to whether or not there is a question of nonconformity is arrived at only after all of the processes which are spelled out in the Federal law are carried out. That is, that you have a hearing and a ruling which is finally made at the level of the Secretary.

Senator BYRD. Mr. Galvin, would you care to respond to that to show how the caseload would be enlarged if that applied to the applicant?

Mr. GALVIN. Well, the District of Columbia requirement is that the 13 percent is added to the budget deficit. The budget deficit is need minus resources. The HEW requirement is that the 13 percent would be added to the need before any resources or any other items are considered.

Senator BYRD. Would you give us an example, Mr. Galvin?

Mr. GALVIN. Yes. If you were eligible for assistance and shelter and your basic personal requirements were $200 and your resources were $50, you would have a budget deficit of $150 to which the District would add 13 percent, making your assistance check $170.

Under the HEW position the need would be $200 plus 13 percent, which would make it $226. Deducting the $50 of resources, you would get $176 in the assistance payment.

Senator BYRD. So you have an assistance payment there $6 over what it would have been otherwise.

Mr. GALVIN. In this particular case.

Senator BYRD. Suppose the need were $200 and resources were $200. Under the rule which was intended to be applied by the author of the

proposal and by the Congress, and we are going to write that in the committee report, this individual would not come on welfare. He has $200 need, he has $200 resources, and the 13 percent does not apply. But, under the HEW proposal, if he has $200 need, you apply the 13 percent to that, which makes it $226, and he has $200 resources, so he comes on welfare and draws $26.

Mr. STEININGER. Yes, sir.

Senator BYRD. That increases the caseload. Not only does it increase the caseload, in that it brings onto the caseload individuals who would not otherwise be in the caseload, but it also increases the payment above 13 percent for those who would not otherwise have their payments so increased. That was not the intent of the Congress. The intent of the Congress was to give to these individuals who have been on welfare for 10 years an offset to the cost-of-living increase. It was not the intent to open the door to additional cases and thus increase the caseload. I want to make it unmistakably clear that that was not the intent, it is not now the intent. The District of Columbia so understands that it is not the intent. The committee appropriates *x* amount of moneys to carry out the original intent and we do not intend to appropriate any additional moneys to carry out an intent which was not in the original proposal.

FURTHER CLARIFICATION OF DISTRICT OF COLUMBIA POLICY REQUESTED

Mr. STEININGER. May I ask for further clarification, and looking at my notes, maybe I don't have the District of Columbia policy in reference to 13 percent. But in looking at my notes, it appears that this is also being inequitable also to the recipient. I use this illustration which I have here.

A current recipient with no income who is receiving $100 a month in public assistance is increased to $113, correct? Now, a current recipient with a $50 income has his grant increased to $56.50. He comes out with $106.50 because you are alining your 13 percent to the net.

Mr. COHEN. This is what bothers us a great deal, that you have a different result for two individuals in comparable situations.

Senator BYRD. You are always going to have two individuals in comparable situations who do not come out the same under any program that you have. Under any regulations that you may promulgate, you are always going to find two individuals who do not come out exactly alike.

Mr. COHEN. They have both been subject, presumably, to the same rise in cost of living, and one of them has the difference made up to the extent of 13 percent but the other has it made up only really to the extent of 6½ percent. So the rule doesn't apply to them equally.

Senator BYRD. Certainly it does. The 13 percent is applied to all persons in the same manner. There is no discrimination in the method of application. The practical results may differ because of circumstances but the rule applies to all equally.

Mr. STEININGER. We are referring to the recipient, Senator. We are not referring to the policy now as it relates to the applicant. The person without any income who currently is on assistance would get $113 or a 13-percent increase. But the same current recipient who has $50 income only gets an increase of $6.50 rather than a 13-percent increase as the current policy is in operation.

Mr. GALVIN. You add it to the budget deficit which is the need after resources have been deducted.

Mr. STEININGER. Therefore, the person with the $50 income only gets a 6½-percent increase while the person without any income gets a 13-percent increase under the District of Columbia policy.

Senator BYRD. What is wrong with that? The person who has an income, his need is not as great. Is his need as great?

Mr. STEININGER. Why isn't his need as great?

Senator BYRD. Part of his needs are being met already by resources. We are trying to apply the increase to that need after the resources have been subtracted.

Mr. COHEN. I guess that our theory—which we thought the District was operating under—is that you start with the budget, which in this case was $100, which represented what the District, under its own standard, computed individually that the individual needed for food, shelter, clothing, and whatever incidentals are included. Now, the District, the Congress says this $100 really isn't enough because of the cost of living and it should be $113.

RESTATEMENT OF CONGRESSIONAL INTENT

Senator BYRD. Congress intended to increase the welfare payment of individuals on welfare by 13 percent. But it did not intend to increase by 13 percent the original need before the resources were deducted. That is our position.

Mr. STEININGER. You did say increase by 13 percent those who are currently on the rolls, right?

Senator BYRD. You may not be stating my intent perfectly here. But looking to the person who is in this category—whose need is $200 and who has a $200 resource, that evens out. He does not come on. The Congress did not intend, in giving this 13-percent increase, to bring new people on the welfare rolls. It did not intend that at all. It intended to raise by 13 percent the balance after the resources had been subtracted from the need. That is its intent, pure and simple, and we appropriated x amount of dollars to carry out that intent. And it will not be my intention to go further.

Mr. STEININGER. I am very clear on the illustration you gave with reference to the applicant. That is very, very clear. But I am having a little difficulty now in the differentiation which is made about those who are actually on the rolls, still using your same illustration. The person who today is receiving $200 in public assistance from the District of Columbia, as of tomorrow, if I may use the illustration, gets $213, right?

Senator BYRD. $226.

Mr. STEININGER. But the person who now has $100 of income and $100 of public assistance doesn't get the 13-percent increase. You see?

Senator BYRD. Part of that income may be social security.

QUESTION OF DIFFERENTIATION OF PERSONS ON ROLLS

Mr. STEININGER. Why the differentiation of those who are actually on the rolls?

Senator BYRD. I am not sure I understand your question. Let us take the two examples now with the persons on the rolls. You lay them down.

Mr. STEININGER. Let's take the current recipient on the rolls right now. He gets $100 public assistance. He is currently receiving $100 in public assistance.

Senator BYRD. He is receiving $100 as a result of having had the resources subtracted from the need.

Mr. STEININGER. Yes. He has no resources, therefore he is completely in need. He has no resources. So he has $100.

Senator BYRD. He has $100 need, zero resources, so he has been getting $100.

Mr. STEININGER. Right.

Senator BYRD. All right.

Mr. STEININGER. Therefore, you apply the 13 percent and he gets $113. The person next door to him has $100 of need established the same way that you did the first case, but he has $50 worth of income, say, social security.

Senator BYRD. He is luckier. He has some income.

Mr. STEININGER. That is good, but he still has $100 worth of need.

Senator BYRD. He has $50 income, does he not?

Mr. STEININGER. Yes.

Senator BYRD. That is social security, and he got these built-in increases over the years provided by the Congress as it has increased social security benefits.

That is to keep pace with the cost of living. So he has gotten his share, has he not? Also in every situation you have cited, the actual assistance check was increased 13 percent. What is the gripe?

DEDUCTION OF SOCIAL SECURITY INCREASE

Mr. STEININGER. I don't know that I quite understand you.

Senator BYRD. That is easy to understand. He gets increases as social security amendments were enacted and his new assistance check is increased by 13 percent.

Mr. COHEN. But when his social security goes up, the greater amount is subtracted from his assistance payments, so he has ended up, still, with the same $100 total income.

Senator BYRD. You want to split hairs now. What about the Government employees who are retired? They have had cost of living increases cranked in over the years.

Do you remember the parable of the laborers in the vineyard?

Mr. STEININGER. Yes.

Senator BYRD. Tell us about it.

Mr. STEININGER. That is the one where the laborer came in at the end of the day, and received the same amount of pay as the men who came in early in the morning. The men who came to work in the morning griped about it. The master said, "Look, what are you griping about, when I offered you this job you took it."

Senator BYRD. Right.

Mr. STEININGER. That is not quite the Biblical language.

Senator BYRD. He discriminated against the two, didn't he?

Mr. STEININGER. Yes; he did.

Senator BYRD. What are you griping about here? We are trying to weight the balance in favor of those people who over the years have been discriminated against. They have had no cost-of-living increase. HEW did not recommend the cost-of-living increase for them. That originated right here in this committee.

Mr. STEININGER. I appreciate that.

POSSIBLE INCREASE IN CASELOAD

Senator BYRD. We are trying to even up things for those people. Now, HEW wants to bring more people on the caseload because of that regulation.

Mr. STEININGER. I wasn't arguing about the applicants at this time.

Senator BYRD. The practical results, if HEW wishes are followed, the caseload would be increased. So we are going to reward people. We are putting them on the caseloads.

Mr. STEININGER. I don't think—you talk about rewarding people by putting them on public assistance, Senator.

Senator BYRD. Perhaps I used the wrong word. But the practical result is that the caseload is going to be increased.

Mr. COHEN. I think that is true; no question about it.

Mr. STEININGER. The social security law spells out that if a person is in need, if he meets these eligibility requirements then it is the responsibility of those who administer the program to see to it that he receives the assistance according to law.

Senator BYRD. Do not the States have some authority in here whereby they can lay down certain conditions?

Mr. STEININGER. Providing the conditions fit within the requirements of the Social Security Act.

HEW INTERPRETS CONDITION CONTRARY TO ACT

Senator BYRD. Are you saying that this condition is contrary to the act?

Mr. STEININGER. As I understand it from our General Counsel. This is what I am saying.

Senator BYRD. What are you going to do about it? I do not mean to say this personally? What is HEW going to do about it?

Mr. STEININGER. The only thing I can do is to call his attention, as I said earlier——

Senator BYRD. Are you going to raise the Federal grant? This costs more Federal money, too. Does it not? Would not this have the effect of costing more Federal money in some cases?

Mr. STEININGER. Sure, it would; yes.

Senator BYRD. Are you going to raise that?

Mr. STEININGER. I am not.

Senator BYRD. I do not mean you. What is HEW going to do?

Mr. STEININGER. I think HEW will want to follow the law, as it thinks the law is supposed to be carried out.

Senator BYRD. Suppose HEW provides the money, then? Suppose we just let HEW provide the money?

Mr. STEININGER. You mean, give 100-percent Federal money?

CONTROL OF PURSE STRINGS

Senator BYRD. Suppose this committee does not add 1 mill, and that is the intent—we will just draw that sword here, or on any other battlefield at any time. Let us see what HEW wishes to do. This committee is not going to appropriate any more money than that. This committee is providing the money to implement the increase as it was intended from the beginning.

Mr. STEININGER. Then I think you can appreciate my point of view; Senator. As the administrator of this program at this level, it is my responsibility to carry out the law as I understand it, and as I am told it is supposed to be understood by General Counsel. This is the best answer I can give you.

STATEMENT OF CONGRESS ATTITUDE

Senator BYRD. Are you going to force the Congress to take this 13 percent back?

Mr. STEININGER. I don't know how to answer your question, Senator.

Senator BYRD. These are questions one may want to ponder.

Mr. STEININGER. I am pretty sure you know I will ponder it.

Senator BYRD. You may do so.

I can assure you that I do not intend to back down 1 centimeter. If the Congress wants to appropriate the money over my objections, it can do so. We are appropriating x amount of dollars to carry out that 13-percent increase under the original intent. That is all I have any intention of recommending. We have made that clear to the District of Columbia Department of Public Welfare. If you want us to carry this fight to the Finance Committee, we will do that. I was not forced to propose the 13-percent increase, and right here is one Hill country boy who will not hesitate to propose taking it back on the ground that the welfare caseload would otherwise be made larger.

Mr. STEININGER. We appreciate the point of view. You appreciate the point of view I am expressing.

Senator BYRD. I appreciate it. It takes dollars to do this. We will just see who, as between HEW or the Appropriations Committees of Congress, controls the purse strings.

We have a $28 billion deficit facing us this year. If you want to go to the White House and have it out, I will be there with you. I just want HEW to know we mean business as to the intent of Congress in applying this increase. If HEW chooses to see this 13 percent removed, Congress can take it away.

Mr. STEININGER. I would hope you wouldn't remove the 13 percent.

Senator BYRD. I do not want to remove it. I want it to stay, and I think it has worked very well. I think the results of this have been very good. The District government has been very good. The District government has been proceeding in line with the intent of the Congress. Who is going to be the god—who will prevail—in this situation, HEW or Congress? Congress appropriates the money, and the District puts up their share. HEW will have real trouble if it insists that the Congress appropriate money beyond the limitations of its original intent.

Off the record.

(Whereupon, there was a short discussion off the record.)

Senator BYRD. Back on the record.

DIFFERENCES IN APPLICATION OF PERCENTAGE

Mr. Galvin, do you have anything to add on this point?

Mr. GALVIN. They speak of differences in the way the 13 percent would be applied to the recipient because of resources. It would also, if we were to use the philosophy discussed by HEW, result in increasing the amount of assistance that would be paid on items that already have the full cost of living included in their cost. Such contingency items as homemaker services, say, now cost $100. If we were to use the HEW method, we would have to give the recipient $113 for this $100 item. Homemaker services already includes the cost of living in its $100 charge. Using the HEW method, we would have to add an additional $13 to the assistance check, regardless.

Senator BYRD. I take it that counsel does not agree.

Mr. COHEN. I don't think, even under the views that have been expressed here today, that we would have felt the increase had to carry through to other items, such as contingency items.

THE DISTRICT PRICES EACH ITEM

Senator BYRD. Why not? You said, they are considered part of the need.

Mr. COHEN. The District determines its own standards. If it is decided that food, shelter, and clothing have gone up 13 percent, but the District hasn't recognized a 13-percent increase in homemaker services, for instance, the Federal Government would not in any way try to tell the District how to price its items.

Senator BYRD. Mr. Galvin, would you respond to that?

NO ALLOWANCE TO APPLICANTS FOR CONTINGENCIES

Mr. GALVIN. If I understand Mr. Cohen correctly, he is saying we do not have to allow consideration of contingency items for applicants of assistance, since they are special allowances.

Senator BYRD. Sounds as though he is getting caught in his own web.

Mr. COHEN. Our position is not based on the fact that they are contingency items. You could have recognized a 13-percent cost-of-living allowance in food, but not in shelter, or not in clothing. In other words, the District decides item by item how it would price them, and this has nothing to do with whether they are regular items or contingency items, or applied to applicants or recipients. It is a case of the District pricing its budget.

Senator BYRD. Mr. Galvin, you live with this. What is your response?

Mr. GALVIN. Again, if I understand what Mr. Cohen is saying, we defined 13 percent correctly. Congress has determined that we shall apply it to the budget deficit. This is where we are applying it.

Mr. COHEN. I am referring to the budget of the standard items before you look to the income that is applied against the need. I think we are still just where we were. I think we have enough of a problem on that.

Senator BYRD. Now you are talking about standard items. Now you want to back away from that.

Mr. COHEN. No, sir. As I understand it, the 13-percent increase was applied by the District as the result of the congressional action to standard items and we are saying that is perfectly all right.

Senator BYRD. Why is it not all right if the District takes the position in line with the intent of Congress on the matter, to wit, 13 percent applied, with regard both to applicants and recipients, against need after the resources are deducted?

Mr. COHEN. This is the same point that we discussed two or three times, and the HEW position which we believe is the case—but as to which we are going to go back and carry your question——

Senator BYRD. What is my question?

Mr. COHEN. Well, HEW points——

INTENT OF COMMITTEE

Senator BYRD. I do not have any question. I stated what the intent of the committee was, what the intent of Congress was, what my intent was, what my intent as expressed to the House conferees was, and what it is today. And the District has been proceeding on that basis.

Mr. COHEN. I think that is just where we are.

Senator BYRD. I have no question. The question is settled as far as I am concerned. If HEW wants to question it, then it may do so. I do not know to what length it wishes to carry it.

I am only one of 535 Members here. Perhaps HEW can get the money over my objections. Or maybe HEW would prefer just to cut off all Federal funds to the District of Columbia. If so, it will be on HEW's hands. It may be good to let well enough alone.

Mr. COHEN. Yes, sir.

ADDITIONAL COST-OF-LIVING INCREASE

Senator BYRD. I had thought of suggesting an additional cost-of-living increase in this bill to bring the recipients in line with further cost-of-living increases which have occurred since last year. But I am not going to recommend that now. If we have to have an argument with HEW over how the increase is to be applied, I am not going to recommend any additional increase.

Why should I recommend an additional 3- or 4-percent increase? I do not know precisely what the increase amounts to, but last year it was up 13 percent above the 1957–59 level, and it seems to me I recall some time ago in the hearings it was indicated the cost of living was up now to about 16 or 17 percent. It was my intent to recommend that additional increase.

I do not intend to do that now. I simply close on this point by saying HEW is a lot more powerful than I am, and maybe it can carry the day. I can be overridden by overwhelming strength, but I do not know the meaning of the word "retreat," when I think I am right, as I do now. It is not in my lexicon.

Lest the record leave the impression that the chairman of the subcommittee has been critical of either Mr. Steininger or Mr. Cohen personally, I want to debunk any such thought. Mr. Steininger, you have both been most cooperative and most courteous and most helpful, and I say that advisedly.

You have been very helpful in our previous hearing on handbook transmittal No. 77, and you have been of great assistance today. I think your answers have clarified a lot of questions and have refined a lot of ambiguities, and your testimony will be most helpful to the State agencies in implementing the program.

For this, this subcommittee thanks you, and I want you to know that in my statements here today I have not intended in the slightest to direct them to you personally, or to any individual in HEW personally. It has not been my intent to be critical of HEW, except I feel that its regulations which go out to the States too often have the practical effect of expanding the programs. When regulations are not clear, they leave the State agencies in a situation in which they do not know how to proceed. So I felt it was necessary that the regulations we have discussed be clarified.

Necessary Thoroughness of Subcommittee Questions

This subcommittee feels it is necessary to its oversight function, which is implied in article I of the U.S. Constitution, that it go into these matters thoroughly; that it interrogate the represenative of any department; and that it question any regulations wherein it feels that any department is going afield; and that it maintain its responsibilities when it comes to the expenditure of public funds.

I have been proceeding in line with these things that I mentioned.

Cost of Additional Audit Positions

Senator Byrd. Mr. Galvin, have you priced out the cost of adding the 28 positions necessary to conduct a continuing audit review of the GPA caseload?

Mr. Galvin. Yes, sir. The cost would be $101,878 in local funds on a 8-month basis. I have an itemized cost estimate if you want more details.

Senator Byrd. Please furnish it for the record.

(The information follows:)

Investigations and collections—Estimated cost for GPA audit review (8-month funding)

Position (grade and title) or item	Number requested	Personnel compensation	Personnel benefits	Other	Total	Deduct funding (4 months)	Federal funding (12 months)	Net request
GS–12 section chief	1	$10,927	$848	$596	$12,371	$2,317	$5,072	$4,982
GS–11 unit supervisors	2	18,442	1,466	2,466	22,374	3,917	9,173	9,284
GS–9 investigators	14	107,744	8,792	15,160	131,696	22,923	53,996	54,777
GS–9 evaluators	4	30,784	2,512	3,164	36,460	6,549	14,949	14,962
GS–5 secretary-stenographers	1	5,331	468	830	6,629	1,141	2,728	2,770
GS–4 clerks	3	14,328	1,104	2,490	17,922	3,036	7,348	7,538
GS–3 clerk-DMT	3	12,807	1,005	3,615	17,427	2,717	7,145	7,565
Total	28	200,363	16,195	28,321	244,879	42,600	[1] 100,401	101,878

[1] Program matching is on a 41–59 basis. Since only 8-month funding is requested, anticipated Federal reimbursement is $70,799 for the 8 months.

Percentage of Ineligible Cases

Senator Byrd. I asked you before to submit for the record the percentage of ineligible cases found in your field investigations of APTD cases. Would you tell me what your records show?

Mr. Galvin. In fiscal year 1966 the final decisions received from PAD on OIC complaint review investigations of APTD cases referred

showed 39.7 percent ineligible. In the first three quarters of fiscal year 1967 the percentage of ineligibility was 39.3 percent.

Senator BYRD. The percentage is slightly higher than the random sample investigation of the APTD caseload show. At that time, the percent of ineligibility was 39.3.

Mr. GALVIN. Yes, sir.

Senator BYRD. Is the APTD caseload still increasing?

Mr. GALVIN. Yes. As of July 31, 1967, there were 3,984 cases receiving APTD.

Senator BYRD. How much staff would it take to make a dent in this increasing APTD caseload?

Mr. GALVIN. I feel certain we could do that with a total of 28 additional positions for the continuing APTD audit review of which 14 would be investigators.

PERCENTAGE OF AFDC CASES DUE TO DESERTION

Senator BYRD. Please furnish for the record the percentage of AFDC case openings due to the parent deserting the family for each fiscal year from 1956 to date. Exclude death and incarceration in the percentages, if you have that data available. See pages 927 of the 1966 Senate subcommittee hearings for the table furnished previously.

(The information follows:)

DEPARTMENT OF PUBLIC WELFARE, DISTRICT OF COLUMBIA

Number of AFDC case openings based on the absence of a parent

Fiscal year	Percent of openings		
	Absence of parent due to leaving home and stopping or reducing support (excludes incarceration and death)	Absence of parent due to leaving home and stopping or reducing support and as a result of incarceration (excludes death)	Absence of parent due to leaving home and stopping or reducing support and as a result of death or incarceration
1956	[1]	50.1	52.6
1957	[1]	50.3	52.5
1958	[1]	46.2	47.9
1959	[1]	44.0	46.1
1960	[1]	38.1	39.6
1961	[1]	33.7	34.9
1962	[1]	29.8	31.4
1963	[1]	29.0	30.3
1964	[1]	30.0	31.7
1965	[1]	29.1	30.5
1966	22.9	26.1	27.9
1967	18.9	24.3	25.6

[1] Not available.

Source: DPW research and statistics; DPW annual reports.

ADDITIONAL POSITION DUE TO NEIGHBORHOOD LEGAL SERVICE

Senator BYRD. I asked the Department to send me an estimate of the number of positions needed to cope with the additional administrative load caused by the Neighborhood Legal Service. Do you have this cost estimate with you?

Mr. GALVIN. Yes. OIC would need three positions at a cost in direct appropriations of $13,615 on a 9-month basis. Overall, the Department needs seven positions including the three OIC positions at a cost in direct appropriations of $32,776 on a 9-month basis.

Senator BYRD. Please furnish the document you are reading from for the record.

(The information follows:)

DEPARTMENT OF PUBLIC WELFARE, DISTRICT OF COLUMBIA

Required for neighborhood legal service

	Number requested	Personnel compensation	Personnel benefits	Other	Total	Deduct 1969 funding	Federal funding	Net 1968 District of Columbia request
12-MONTH FUNDING								
Office of the Director: GS-13 attorney—Fair hearing officer	1	12,873	981	700	14,554	.....	7,277	7,277
Public Assistance Division:								
GS-13 case specialist	2	25,746	1,962	1,400	29,108	.....	14,554	14,554
GS-5 secretary	1	5,331	468	700	6,499	.....	3,250	3,249
Office of Investigations and Collections:								
GS-13 case specialist	2	25,746	1,962	1,400	29,108	.....	14,554	14,554
GS-5 secretary	1	5,331	468	700	6,499	.....	3,250	3,249
Total	7	75,027	5,841	4,900	85,768	.....	[1]42,885	42,883
9-MONTH FUNDING								
Office of the Director: GS-13 attorney—Fair hearing officer	1	12,873	981	700	14,554	1,731	7,277	5,546
Public Assistance Division:								
GS-13 case specialist	2	25,746	1,962	1,400	29,108	3,463	14,554	11,091
GS-5 secretary	1	5,331	468	700	6,499	725	3,250	2,524
Office of Investigations and Collections:								
GS-13 case specialist	2	25,746	1,962	1,400	29,108	3,463	14,554	11,091
GS-5 secretary	1	5,331	468	700	6,499	725	3,250	2,524
Total	7	75,027	5,841	4,900	85,768	10,107	[1]42,885	32,776

[1] 50-50 reimbursement.

OVERPAYMENT REFERRAL REPORT

Senator BYRD. Would you bring up to date your overpayment referral report and your investigation report for fiscal year 1967.

Mr. GALVIN. Yes, sir.

(The information follows:)

PAD overpayment referrals, fiscal year 1967, July 1, 1966, to June 30, 1967

	Total	1st quarter	2d quarter	3d quarter	4th quarter
Active AEOP:					
OA	51	11	10	11	19
AB	5	1	3	0	1
AFDC	254	38	44	78	94
APTD	63	15	13	18	17
GPA	39	9	12	11	7
Total	412	74	82	118	138
Active nonAEOP:					
OA	102	13	3	29	29
AB	8	0	2	3	3
AFDC	70	119	150	215	217
APTD	193	42	44	47	60
GPA	87	13	17	31	26
Total	1,091	187	244	325	335
Total active	1,503	261	326	443	473
Closed AEOP:					
OA	8	1	2	2	3
AB	3	1	1	0	1
AFDC	11	27	25	29	30
APTD	28	6	4	4	14
GPA	17	4	4	5	4
Total	167	39	36	40	52
Closed nonAEOP:					
OA	64	10	13	16	25
AB	4	1	1	1	1
AFDC	438	87	102	116	133
APTD	197	40	36	45	76
GPA	134	30	27	32	45
Total	837	168	179	210	280
Total closed	1,004	207	215	250	332
Total AEOP	579	113	118	158	190
Total nonAEOP	1,928	355	423	535	615
Total, all	2,507	468	541	693	805

Investigations completed by Office of Investigations and Collections, fiscal year 1963 through fiscal year 1967

	Complaint review	PR's	CR's	CRO's	Total, CR and CRO	Locations	Audit				Intake			Total, all	Persons located		
							AFDC	APTD	GPA	Total audit	AFDC	GPA	Total intake		In the District of Columbia	Outside the District of Columbia	Total located
Fiscal year 1963:																	
Field investigation	277	369	.....	.....	.....	733	[1] 1	.....	446	447	221	183	404	[1] 2,230	464	190	654
Desk review	.....	.....	.....	.....	.....	.....	.....	.....	29	29	2	1	3	32	.....	.....	.....
Total, fiscal year 1963	277	369	.....	.....	.....	733	1	.....	475	476	223	184	407	2,262	464	190	654
Fiscal year 1964:																	
Field investigation	.....	.....	150	313	[2] 463	1,555	551	432	57	1,040	928	356	1,284	4,342	1,056	398	1,454
Desk review	.....	.....	.....	.....	.....	.....	14	2	20	36	12	10	22	58	.....	.....	.....
Total, fiscal year 1964	.....	.....	150	313	[2] 463	1,555	565	434	77	1,076	940	366	1,306	4,400	1,056	398	1,454
Fiscal year 1965:																	
Field investigation	.....	.....	251	122	[2] 373	1,903	245	8	0	253	1,531	557	2,088	4,617	1,297	597	1,894
Desk review	.....	.....	.....	.....	.....	.....	1	0	0	1	11	14	25	26	.....	.....	.....
Total, fiscal year 1965	.....	.....	251	122	[2] 373	1,903	246	8	0	254	1,542	571	2,113	4,643	1,297	597	1,894
Fiscal year 1966:																	
Field investigation	.....	.....	328	186	[2] 514	1,950	197	.....	.....	197	1,019	327	1,346	4,007	1,035	588	1,623
Desk review	.....	.....	.....	.....	.....	.....	4	.....	.....	4	3	4	7	11	.....	.....	.....
Total, fiscal year 1966	.....	.....	328	186	[2] 514	1,950	201	.....	.....	201	1,022	331	1,353	4,018	1,035	588	1,623
Fiscal year 1967:																	
Field investigation	.....	.....	302	228	530	2,297	529	.....	.....	529	580	214	794	4,150	1,456	714	2,170
Desk review	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	[3] 1	[3] 2	[3] 3	[3] 3	.....	.....	.....
Total, fiscal year 1967	.....	.....	302	228	530	2,297	529	.....	.....	529	581	216	797	4,153	1,456	714	2,170

[1] One of the 2 previously reported as complete but unclassified was in error. Case actually assigned, not investigated, "Recipient in PWTC." Other 1963 figures corrected to reflect desk reviews.

[2] In July 1965 (fiscal year 1966) designation "CR" and "CRO" reversed. Fiscal year 1964, 1965 reversed from previous reports to reflect change.

[3] Fiscal year 1967 desk reviews, intake to Dec. 31, 1966. AFDC and APTD audit to Feb. 28, 1967.

HANDBOOK TRANSMITTAL NUMBER 86

Senator BYRD. I will insert in the record HEW Handbook Transmittal 86 and several newspaper clippings.

(The information follows:)

DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE,
WELFARE ADMINISTRATION,
Washington, D.C., July 6, 1966.

HANDBOOK TRANSMITTAL NO. 86

To: State agencies administering approved public assistance plans.
From: Fred H. Steininger, Director.
Subject: Simplified methods—Consideration of income and resources—Need—Handbook IV—3100

MATERIAL TRANSMITTED

IV–3120–3125.
IV–3131–3132.
IV–3140–p. 9 & p. 10.

MATERIAL SUPERSEDED

IV–3120, dated 2/23/66.
IV–3120–p. 3, dated 4/22/64.
IV–3122, dated 7/19/65
IV–3131–p. 1–p. 3, dated 2/23/66
IV–3132, dated 4/22/64
IV–3140–p. 9, dated 4/22/64

BACKGROUND AND EXPLANATION

This Handbook section has been revised to incorporate into the Handbook the policies contained in the advance release, transmitted by unnumbered Handbook Transmittal, dated 12/30/65. This material does not include any new policies. It simply incorporates the existing policy into the Handbook. A complete revision of this chapter under the Bureau's Handbook Simplification Project will be issued at a later date.

EFFECTIVE DATE

Effective as specified in the Handbook material, or sooner at State's option.

INSTRUCTIONS FOR HANDBOOK MAINTENANCE

1. In Part IV, remove pages 3120 and 3120–p. 2, dated 2/23/66; page 3120–p. 3, dated 4/22/64; page 3122, dated 7/19/65; pages 3131 through 3131–p. 3; dated 2/23/66; pages 3132 and 3140–p. 9, dated 4/22/64. Substitute the enclosed pages.
2. Make the appropriate notation on the Form, Record of Receipt of Handbook Transmittals.

HANDBOOK OF PUBLIC ASSISTANCE ADMINISTRATION

PART IV, ELIGIBILITY, ASSISTANCE, AND SERVICES

3120. INTERPRETATION

The purpose of assistance payments under the Social Security Act is to supplement the income and resources of an individual when these are inadequate to provide him an opportunity to secure for himself the State's defined standard of economic security for people in need. Under the act, State agencies have the responsibility for seeing that assistance payments are made in such amounts and in such a way as to make it possible for eligible individuals to function as responsible members of the community.

Need is the eligibility factor common to the assistance titles. A needy individual, under titles I, IV, X, XIV, and XVI, is one who does not have income and resources sufficient to assure economic security, the standard of which must be defined by each State. The act recognizes that the standard so defined depends upon the conditions existing in each State.

Under titles I, IV, X, XIV, and XVI, the condition of need must be found to exist with respect to each individual. The public assistance provisions are in-

terpreted to permit consideration of the fact that the presence in the home of needy members of the applicant's family and other needy persons with whom he lives may be essential to his well-being and may affect his need.

A State assistance program must have a standard which is used to identify needy individuals and to establish the amount of assistance to which an individual is entitled. Since the measure of assistance is in money terms, it follows that the facts must be established as to the money amounts necessary to secure the State's defined standard. "Money amount" means an amount for each consumption item or for a group of items included in the standard. The money amount may vary with difference in cost objectivity determined to exist within the State.

The act requires that all income and resources of an individual applying for assistance to be taken into consideration.[1] This necessitates a survey with the individual of the kinds and amounts of income and resources he has or believes he can secure for himself. Provision must be made that in arriving at the amount of assistance needed, the State will compare all income and resources found to be available to the individual for his use in meeting his current needs with the money amount arrived at through the application of the State-wide standard. The State has the responsibility for establishing policies with reference to potential sources of income that can be developed to a state of availability.

The income and resources clause of the respective titles is so interpreted as to support the objective of economic security for needy individuals. Such individuals are not required to be completely destitute in order to be eligible for assistance. "Consideration" of income and resources is interpreted, therefore, as permitting State-wide policies that provide for the following:

1. Definitions of the amounts of real and personal property that can be retained to meet current and future identifiable needs while assistance is received on a continuing basis; provided, that such definitions will assure that only needy individuals are eligible. The acceptable outer limits on real and personal property provisions are:

The Home: No monetary limit required; no recovery provision required.

Personal and Household Effects and Automobile: No monetary limit required.

Income-Producing Property: No monetary limit required, but required that all net income be accounted for under State's policies governing income and resources or the disregard thereof. The policies may allow reasonable proportions of income from businesses or farms to be used to increase capital assets, so that income may be increased.

Reserves: Two thousand dollars limit for individual recipient in addition to property described above.

2. Allocation of the individual's income as necessary for the support of his dependents not to exceed the total amount of their needs as determined by a State-wide standard;

3. Complementary program relationships that assure that no duplication exists in assistance granted by other agencies and organizations and that of the public assistance agency. Within this interpretation, State public assistance agencies may establish policy under which aid from other agencies and organizations will not be deducted in determining the amount of assistance needed from the public assistance agency. When a State adopts such policy, the fact that no duplication occurs in such cases must be assured by provision that such aid will be considered in relation to:

(*a*) The different purpose for which the other agency grants aid, such as vocational rehabilitation;

(*b*) The provision of goods and services that are not included in the State-wide standard of the public assistance agency, e.g., a private agency might provide money for special training for a child or for medical care when the public assistance agency does not carry this responsibility; or

(*c*) The fact that public assistance funds are insufficient to meet the total amount of money determined to be needed in accordance with the State-wide standard. In such instances, grants by other agencies in an amount sufficient to make it possible for the individual to have the amount of money determined to be needed, in accordance with the public assistance agency standard, will not constitute duplication.

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[1] Except as required or permitted to be disregarded or set aside under the various titles of the Social Security Act or other Federal law.

AVAILABILITY OF INCOME AND RESOURCES

In some States, policy has been in effect whereby income and resources, not actually available, have been assumed to be available to applicants and recipients, and have been considered so as to reduce the amount of assistance and thus the total amount actually available for meeting the essentials of living. To meet this inequity, a requirement is being added, to become effective July 1, 1967, for all new cases, and for all other cases as they come up for redetermination of eligibility thereafter.

Under this requirement, a State must differentiate between resources that can be counted on because they are available for current use on a regular basis and those found not to be available for the individual's use in meeting subsistence needs as defined in the State's standard. This means taking into consideration, in determining need and amount of payment, all current income from all sources, such as earnings, OASDI monthly benefits, contributions, etc., actually available to meet the individual's needs on a regular basis (except as required or permitted to be disregarded or set aside under the various titles of the Social Security Act or other Federal law) and in contrast, omitting from consideration in determining need and amount of payment any income or resources merely assumed to be possessed by the individual.

Thus, income must not be considered where it is not, in fact, currently available to the needy individual; e.g., support payments ordered by the court but which are not, in fact, made; contributions which relatives have been determined able to make but which are not, in fact, made; and income from employment assumed to be available in the community when, in fact, the individual is not working.

For cases in which income or resources are initially available, but are then discontinued, e.g., cases in which a payment under a court order, or contributions, continue for several months and then cease, assistance payments will need to be adjusted promptly to reflect this change in circumstances.

3121. HOME PRODUCE

Any home produce from garden, livestock and poultry utilized by the recipient and his household for their consumption (as distinguished from such produce sold or exchanged) represents resourcefulness on the part of a recipient in bettering his situation, rather than a resource to be considered in the assistance plan. Reviews have shown serious underpayments to result from inability of workers to evaluate objectively such produce. To remedy this situation, home produce for family consumption is to be considered an incentive to recipients toward self-help and may not be considered a resource in the determination of need and amount of payment.

3122. LOANS

With regard to loans made to applicants or recipients, where the nature of the loan is such that the principal is not available for current maintenance, it does not represent income or a "resource" to be taken into account against current living costs as computed for purposes of determining the public assistance payment. When the loan constitutes a debt and the property purchased with the proceeds cannot be converted for current maintenance, it does not represent a "resource" to be included in determining property "reserves."

Typical of such loans would be those which are under conditions specified by the creditors as to purchases that may be made, purposes to be fulfilled, or other controls which preclude the recipient from using the funds to meet his current living costs. Loans made by the Farmers Home Administration, U.S. Department of Agriculture, under title III of the Economic Opportunity Act come within the above classification. (See IV–3131, item 9, for requirement for State plan.)

3123. CONTRIBUTIONS FROM RELATIVES

The Federal Act does not require States to hold relatives responsible for the support of applicants for or recipients of assistance. Regular and substantial contributions to the support of an applicant or recipient by relatives must be taken into account when they are actually available. Gifts from relatives and contributions of small value and occurring infrequently and unpredictably as expressions of affection are not related to the support of the recipient and should not be considered as income.

A State which holds relatives responsible for the support of applicants or recipients of assistance must provide an income scale as a method to determine

whether responsible relatives have sufficient income to warrant expectation that they can contribute to the support of applicants or recipients. Such income scales must exceed a minimum subsistence level of living and must at least represent a minimum level of adequacy which takes account of the needs and other obligations of the relative.

No request will be made by a State agency for contributions to applicants for or recipients of assistance from relatives whose net cash income is below the State's income scale, unless such applicant or recipient is such relative's spouse or minor child who is living in the home with the relative. It shall not be assumed that any relative whose income is below the scale is contributing to the support (or medical care) of applicants or recipients.

Many States have already established an income scale as a method to determine whether responsible relatives have sufficient income to warrant expectation that they can contribute to the support of applicants or recipients. The use of such a scale simplifies administration and makes for more equitable treatment of applicants and recipients. It also reduces tensions between relatives arising from unreasonable demands for support.

The actual net income of a relative will need to be determined to apply the scale, unless the source of income is such that it is obvious that his net return will fall below the scale. Once the relative's income has been assessed, the use of an income scale will eliminate fruitless and routine visits and correspondence with individuals who are obviously in no position to assist the applicants or recipients; therefore, for administrative simplicity, a requirement is being added (see IV–3131, item 10). States are urged to effectuate the policy prior to the effective date of July 1, 1967.

3124. COURT-ORDERED SUPPORT PAYMENTS

Court-ordered support payments by absent parents must be taken into account when they are in fact available to the family, but with provisions that insure that income is available to meet the needs of the mother and children on a regular monthly basis. In reviewing actual practice, it has been found that most support payments in AFDC are irregular. For families whose incomes are limited, an interruption or fluctuation in support payments can result in severe hardship to the family.

Reduced assistance payments based on assumed receipt of support payments or any other income that is not, in fact, available, are inconsistent with the welfare agency's responsibility for meeting need and strengthening family life. They result in inequity in meeting the continuing needs of the families affected.

It is incumbent on public welfare agencies to do all they can to help and encourage parents to make regular contributions to the care of their children, and to cooperate with the courts in the method designated.

The method of handling court-ordered support payments is, of course, at the discretion of each court and may vary widely within a State. For example, some payments may be ordered payable directly to the mother, some to the mother through the court, and some to the mother through the welfare agency.

The most economical method from the standpoint of the family and the welfare department is usually to have the payments made to the welfare agency, either directly by the absent parent or by the court. It is desirable that this method of payment be adopted Statewide so far as it meets approval of the courts. Where this method is used and need is met according to the agency's standard the agency must make regular payments to the family in an amount that is not reduced by the amount due or received from the parent. The support payments from the absent parent will be treated as a refund of assistance paid.

Some States, because of maximums, percentage reductions, or other similar limitations, make payments that do not need in full according to agency standards, but under the plan allow income of the recipient to be applied to make up the difference between the amount of assistance determined to be needed and the payment. Where this method (i.e., payment to the agency) is used, the support payment received by the agency must be made available to the family to the extent of the difference between determined need and payment. The part of the support payment that exceeds such difference must be treated as a refund. See V–3341 for procedures for handling a refund.

Theoretically, it would be preferable to use another method, namely, for the family to receive payments directly from the court or the other parent and to deal with the court if the support payments are not made regularly. Many of

the AFDC mothers, however, do not have the "know-how" to follow through and most courts cannot assure prompt action when payments are delinquent. When this method is used, the agency must assure that public assistance payments are adjusted promptly and regularly when there is any interruption of support payments. This method is difficult to administer as well as time-consuming for the agency. Therefore, its use is recommended only when there is reasonable certainty that the support payments are being made and will continue to be made regularly. (See IV–3131, item 11.) States are urged to effectuate the policy prior to the effective date of July 1, 1967.

3125. EARNINGS OF A CHILD UNDER 14 YEARS OF AGE

All earnings of a child under 14 years of age are almost certain to be casual and inconsequential and not realistically available to meet his needs or family needs. Data show that the average income from earnings of AFDC children under 14 years is so small that the time and cost involved in verification of such income, and in determining the amount of net income, does not justify the value obtained. Therefore, for administrative simplicity, a requirement is being added that no inquiry will be made of the amount of income from earnings of a child under 14 years of age.

When a child under 14 years of age in fact makes a regular and substantial contribution to his family, such a contribution must be taken into account.

Of course, if on the basis of available information there is reason to believe that a child has regular, substantial income from earnings, the matter would be explored. (See IV–3131, item 12.) States are urged to effectuate the policy prior to the effective date of July 1, 1967.

3131. REQUIREMENTS FOR STATE PLANS

1. The State plan must include the State-wide standard and the policies to be applied uniformly throughout the State in the determination of need and the amount of assistance. In order that the standard and the policies may be uniformly applied, and thus provide a basis for objective and equitable determinations throughout the State, it is essential that the instructions be clear and definite. Effective July 1, 1966, the State plan must provide one of the three methods described in the Bureau publication entitled. *Simplified Methods for Determining Needs* (see State Letter No. 712), or a comparable method approved by the Bureau. Such a method must be applicable to each of the State's plans under titles I, IV, X, XIV, and XVI.

2. The comparable method used must provide a combined standard for the cost of all basic consumption items with the permissible exception of shelter costs as a separate item, or of special needs as limited by item 3, below, by family size as described in the publication. Since a method without breaks by age groups is preferable, any standard including one or more age breaks cannot be approved unless the State submits special justification.

3. If provision is made for special needs in State's plans under titles I, IV, X, XIV, and XVI, the circumstances so recognized must be such as to necessitate expenditures not necessary for all individuals. The State plan must contain a description of the specified circumstances affecting the need of individuals which the State agency will recognize by including additional consumption items for all individuals in those circumstances. A differentiation can be made for different living arrangements, such as costs for room and board, restaurant meals, or nursing home care.

4. If a State chooses to establish the need of the individual on a basis that recognizes as essential to him the presence in the home of other needy persons, the plan must include the State's policy as to the persons whose need will be comprehended in the individual's need. The State's instructions must set forth clearly that the decision as to whether any persons within the State's definition are essential to his well-being shall rest with the recipient.

5. The plan must include the policies which will assure that all income and resources of an individual claiming assistance will be considered in determining that he is needy.[1] The plan must provide that all income and all resources regularly available for his use will be evaluated and taken into account by comparing them with the State's standard of assistance to determine the amount

[1] Except as required or permitted to be disregarded or set aside under the various titles of the Social Security Act or other Federal law.

of assistance needed; except that, if a State chooses to provide for the conservation of all or any portion of an AFDC family's earned or other income for future identifiable needs of a child, in accordance with the last paragraph of item 2 of IV–3140, effective July 1, 1963, a State plan for AFDC must provide that the amount of income which may be conserved shall be reasonable in amount as related to the purpose for which it is being held. Such provisions must be consistent with each other and with the framework established for the program by the State law. (See IV–4260 and IV–4300, item B, plan for each child.)

6. Effective January 1, 1965, for all new cases, and for all other cases as they come up for redetermination of eligibility thereafter, the State plan must provide that any home produce of an applicant or recipient, utilized by him and his household for their own consumption, shall not be considered in determining need and the amount of payment.

7. Effective July 1, 1967, for all new cases, and for all other cases as they come up for redetermination of eligibility thereafter, the State plan must provide that only income and resources that are, in fact, available to an applicant or recipient for current use on a regular basis will be taken into consideration in determining need and the amount of payment.

8. The plan must provide that the payment is based on the determination of the amount of assistance needed. If assistance funds are not sufficient or if maximums preclude the agency from making payments in accordance with the amount of assistance determined to be needed, the plan must include a method, Statewide in applicability, of adjusting individual payments that will be in effect uniformly in all localities.

9. Effective November 1, 1965, the State plan must provide that loans made under conditions that preclude their use for meeting current living costs and that are held and used in accordance with such conditions shall not be considered available for such needs and that the sums so held and used shall not be taken into account in determining the assistance payment.

10. Effective July 1, 1967, in a State which holds relatives responsible for the support of applicants for or recipients of assistance, the State plan must provide an income scale as a method to determine whether responsible relatives have sufficient income to warrant expectation that they can contribute to the support of applicants or recipients. Such income scale must exceed a minimum subsistence level of living, and must at least represent a minimum level of adequacy which takes account of the needs and other obligations of the relative.

Effective July 1, 1967, the State plan must also provide that no request will be made for contributions to applicants for or recipients of assistance from relatives whose net cash income is below such scale, unless such applicant for or recipient of assistance is such relative's spouse or minor child who is living in the home with the relative.

11. Effective July 1, 1967, the State plan must assure that, when support payments by absent parents have been ordered by a court, a regular amount of income is available monthly to meet the determined needs of the mother and children whether or not the support payments are received regularly, and that the agency will not delay or reduce public assistance payments on the basis of assumed support which is not actually available.

12. Effective July 1, 1967, the State plan must provide that no inquiry will be made of the amount of income from earnings of a child under 14 years of age for the purposes of determining eligibility.

3132. FEDERAL FINANCIAL PARTICIPATION

Federal participation will be available in assistance payments made on the basis that all income and resources of the needy individual, together with the assistance payment, do not exceed the State's defined standard of assistance.

Federal participation is available within the maximums specified in the Federal law, when the payments do not exceed the amount determined to be needed under the State-wide standard, and are made in accordance with the State standard for determining the amount of the payment.

Federal participation is available in assistance payments made on the basis of the need of the individual. This basis may include consideration of needy persons living in the same home with the recipient when such other persons are within the State's policy as essential to his well-being. The State's definition of persons living in the home who are "essential to the well-being of the recipient," contained in its approved State plan, will govern as the basis for Federal participation, and a State's claim for Federal participation must be made in accordance

with its definition. When the State's definition includes persons living outside the home or persons not in need, Federal participation is not available for that portion of assistance payments attributable to such persons, and the State's claims must therefore identify the amounts of any such nonmatchable payments.

Where a State allows income from support payments to be applied to make up the difference between the amount of assistance determined to be needed and the assistance payment, the additional payment made by the State to return all or part of the support payment to a recipient (see IV–3124, paragraph 6) is not subject to Federal financial participation.

For assistance in the form of payments to vendors for medical or remedial care, see IV–5600 ff., esp. IV–5640.

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3140. SPECIFIC APPLICATIONS—INCOME AND RESOURCES (CONTINUED)

7. *Surplus Commodities (Continued)*

* * * responsible for the distribution of donated commodities, will have to agree that the amount furnished to the family by means of the assistance payment would not be reduced by reason of the donated commodities, either by reducing the food standard, or by applying the value of the commodities as a resource against the budget. Whether the State can enter into such an agreement and also meet the income and resources clauses of the public assistance titles will depend upon what it knows of the availability and nature of the commodities. If they are not basic food stuffs or are irregular and sporadic in amount, etc., it may be that they cannot be valued in a way to bring them into consideration as resources. So long as this is established, no question would be raised here if the State accepts the terms of the agreement. At such time as the system becomes predictable and its products can be valued as income in kind, then the source makes no difference under our present law.

8. *Over-all Maximums for Non-liquid and Liquid Assets*

States have the option to establish (1) an over-all maximum on total value of assets other than liquid assets, including real property (other than the real property occupied as the home or defined as the homestead or income-producing property, such as rental property; and (2) an over-all maximum on all liquid assets (such as life insurance, bank deposits or securities). Only the excess of either of these totals will represent a resource which can be considered available to meet current living costs or which may result in ineligibility.

Reasonable over-all maximums—one for non-liquid assets and one for liquid assets—are more equitable than a different maximum for each item of property within each maximum. It is also simpler and more flexible to administer an eligibility test against two inclusive amounts than to consider each item separately, since one item may increase or decrease in value and thus affects eligibility whereas a minor increase in only one item within a total over-all maximum may not affect eligibility. This method eliminates the necessty of frequent closings and openings of cases.

[From the Washington Daily News, July 14, 1967]

WORK—MAYBE IT'S AN ALLERGY

Wednesday of this week may go down in history as one of those little-noticed landmark days. On Wednesday the head of a major city's public welfare department admitted (and it was the first such public admission we've heard) that the proliferation of the public dole may just possibly beget a sickness in our society.

Miss Winifred G. Thompson, who runs the welfare program here, in answering West Virginia Sen. Robert C. Byrd's query as to why she hadn't urged women on her welfare rolls to take domestic jobs—if no others presented themselves—said that (1) the pay wouldn't really improve their lot in life and (2) besides, that type of work was considered demeaning by her clients.

Now Sen. Byrd is obviously a simple man, perhaps unsuited for our present way of life, because he asked Miss Thompson a quaint question:

Wouldn't it be better, he asked, to be employed—even as a servant—than to be unemployed?

Senator, you should know better!

Haven't you heard that the Interior Department runs afoul of the welfare Lobby every time it throws up its hands and imports men and women to pick the apple crop because its recruiters cannot persuade our own unemployed to stoop so low as to engage themselves in such a "demeaning" occupation?

Don't you know, sir, that even now a group of welfare militants are hard at it, organizing the poor into a union whose announced goal is, simply, More!?

But what you don't seem to realize, Senator, is that work itself has become "demeaning" to many Americans, in every walk of life, who seem to have forgotten that their own parents considered a job a badge of honor.

There has grown up among us, Senator, a multimillion person cult—encouraged by well-meaning ultra-humanitarian bureaucrats who have seen the very real sufferings and deprivations of our poor and have leaped to the conclusion that restitution for our sins can only be gained by a torrential flood of dollars that will magically solve all problems.

The sad thing that Miss Thompson left unsaid is that even such a "demeaning" occupation as sweeping the floor and making the beds might possibly give people the ultimate dignity and self respect that still comes—to some—from the knowledge that they have done an honest day's work and have received an honest day's pay for it.

[From the Washington Evening Star, June 16, 1967]

WELFARE RECIPIENTS FORM TO PRESS DEMANDS

(By Fred Barnes)

A group of District welfare recipients yesterday announced formation of a union to press their demands for "more money now" from the Welfare Department and to end "the rule" of Sen. Robert C. Byrd, D-W. Va.

The new union consists of members of the City-Wide Welfare Alliance, an organziation of welfare recipients. The union will us the name of the alliance.

Leaders said it already has 175 members who have paid a $1 initiation fee. They come from seven welfare recipient committees in the District, Mrs. Annie McLean, chairman of the group said.

She said the union "will represent us against the Welfare Department in our efforts to get more money now." On June 30, she said, the union will present its demands to the department and ask for recognition as the "legitimate bargaining tool" for the city's welfare recipients.

A WHITE HOUSE CALL

The hopes of the union were buoyed by a phone call from the White House "asking what can be done to meet our demands so that our demonstration will not end in riots," as in Boston, Mrs. McLean said. But she would not disclose who called from the White House or who received the call.

Contacted at the White House, Stephen Pollack, special assistant to the President on District affairs, said he had "had no conversation on the subject" with the group. "I don't know who might have called," he added.

Mrs. McLean said, "We are sending them (the White House) a list of demands which we feel must be met." But the only demand she would disclose was that of the need for recognition of the new union.

"We're here to say to the Welfare Department and Sen. Byrd that we're not going to stand by and let them take over," Mrs. Etta Horn, vice chairman of the union, said. Several times she repeated the slogan, "More investigators? Hell no!"

Byrd, chairman of the Senate District appropriations subcommittee, called last Saturday for more investigators. He has been a long time foe of suspected welfare cheaters, and has opposed direct welfare aid for children with unemployed parents.

While not saying how much more money will be demanded, she said welfare grants should rise "at least to the poverty level," a figure she pegged at $3,600 annually.

Mrs. McLean said the union is allied with the National Welfare Rights Movement, whose headquarters are at 1713 R St. NW. This group is trying to organize welfare recipients throughout the nation.

In addition to the 25 members in each of the seven committees, she said the union is "in the process" of getting members in seven other welfare-recipient committees. She said the committees already in the union are from Barry Farms,

Knox Hill, Friendship House, Near Northeast, Southwest, Congress Heights and Defrees Street.

[From the Washington Post, June 16, 1967]

RELIEF RECIPIENTS PLAN UNION TO FIGHT BYRD "DOMINATION"

(By Peter Milius)

Plans were announced yesterday to form a citywide union of dues-paying welfare recipients to force changes in the welfare rules here and "end the domination" of Sen. Robert C. Byrd (D-W.Va.).

The announcement was made by leaders of the Citywide Welfare Alliance, a small group of welfare mothers organized last year by antipoverty workers, mainly in Southeast Washington.

The Alliance has since become associated with the National Welfare Rights Movement, an organization that is trying to mobilize welfare recipients nationwide.

At a press conference in the national organization's cramped headquarters at 1713 R st. nw., Annie McLean, the Alliance's chairman, said that seven neighborhood welfare committees have already been established here, with 25 members each.

Another seven are being organized now, she said. Dues are $1 to join, then $1 a month.

"One of our demands," Mr. McLean said, "is the recognition of our union by the Welfare Department as a legitimate bargaining tool."

The new union wants welfare payments raised, welfare investigations without warrants, ended welfare mothers allowed to work to supplement their monthly checks and the present one-year residency requirement on public assistance lifted.

Mrs. McLean said the Alliance "is going to end the domination of Sen. Byrd over our lives and the lives of our children. His plantation approach to the poor people of this city is over. Sen. Byrd's private police, the welfare investigators, are no longer going to treat us without dignity.

"The Welfare Department has said that it is meeting the basic needs of the people eligible for public assistance. The Alliance will demonstrate publicly in the coming weeks that this is not true."

[From the Bowie, Md., Post Times, July 6, 1967]

POCKETFUL OF NOTES

(By Robert C. Reid)

We think it's absolutely marvelous about those people downtown on welfare picketing the Welfare offices for more dough. It opens up a whole new vista for folks who've always wanted to demonstrate, but are afraid that perhaps their cause isn't just.

But now those folks on the public dole have created a major breakthrough. After all, when the rest of the citizens are paying people on welfare hard cash for doing nothing, and those folks can demonstrate, demanding a raise for still doing nothing, the world becomes a finer place.

Pretty soon, as we see it, they can muster up a bona fide union, and start demanding a definite percentage of each of our salaries. The way we'd advise them to go about it is for each of them to assume an occupation. For instance, one would say, "I'm a lawyer," another would become a doctor, and so on. Of course, they really wouldn't have to be any of the things they claim to be. Just pretend, so to speak. Then their union could negotiate with the government to assign each of them a real life counterpart. Then, if you were, say, a working aeronautical engineer, you'd have your very own unemployed engineer to support.

You wouldn't see much of him. He'd just drop around each Friday evening to collect 25 percent or so of your paycheck. Of course, his union would have already arranged for him not to have to thank you, or even give you a receipt for that matter, so we'd advise you to pay by check so that you could prove it later.

The only problem in the entire arrangement as we visualize it, would be the infighting among the welfare seekers. After all, they'd all want to be in the professions and higher paid jobs, and there just wouldn't be enough to go around. After

all, some of them would have to be mechanics, and gas station attendants, and so on. Could create quite a hassle among their ranks. But that shouldn't disturb us. All we'd have to do is wait around for them to decide who our counterpart will be.

Thinking about all this, we might just join them. And become an unemployed chairman of the board. Of General Motors, of course.

[From the Washington Post, Aug. 20, 1967]

DEFICIT FOUND IN CITY HUMAN RELATIONS UNIT

(By Robert G. Kaiser)

A special audit of the Commissioners' Council on Human Relations has revealed that the agency has spent $3331.24 it did not have. The audit also showed a wide variety of administrative confusion.

The audit was ordered by Commissioner Walter N. Tobriner after reports circulated in the District Building that the Human Relations Council was in a state of administrative chaos.

Most investigations conducted by the city's internal audit office run three to five pages, but the audit of the Council covers 12.

The Council staff enforces Washington's fair housing and fair employment ordinance, and undertakes other community relations tasks. Congress has held it to a small budget and foundation grants have been used to expand its activities.

The $3331.24 deficit, discovered as of June 31, 1967, represented overspending of a $61,284, allotment from the city budget.

Other irregularities discovered by the auditors:

The Executive Director of the Council staff, Ruth Bates Harris, failed to keep any records on the property of her office, despite longstanding instructions to do so.

Money from several foundation grants was spent on unauthorized items. More than $3000 was misspent in this way, auditors said.

On one occasion an employe of the Council got credit for an hour of compensatory time, though the employe was "out of town on personal business" on the day recorded.

Employes have taken leave without written permission and have sometimes had brief leaves that were never recorded.

Payment of consultant and part-time workers was confused and records of these payments were incomplete.

Numerous expenses were charged against the wrong appropriations or grants.

Mrs. Harris wrote a memorandum to the internal audit office explaining many of the irregularities. She said that because of a chronic shortage of money, "the council is forever seeking funds elsewhere and juggling figures in an effort to pay for the administration of the activities assigned to it . . ."

The audit was approved by the Commissioners.

STATEMENT BY FRED H. STEININGER, DEPUTY COMMISSIONER—PUBLIC WELFARE

APPLICANTS AND RECIPIENTS MUST BE TREATED EQUITABLY

The primary objective of the Social Security Act, in providing for money assistance to specified categories of individuals, is to aid the needy. In implementing the Act, States are bound by the Constitutional mandate of affording equal protection to all persons within their jurisdiction. If a State program, in determining need and the amount of assistance to be paid to meet that need, differentiates between equally needy persons, the clarification may amount to an unconstitutional discrimination.

The principle of equitable treatment in the administration of the public assistance titles of the Social Security Act is grounded not only in the Constitution and in the basic purpose of the Act but also in several specific provisions of the statute.

The plan must be in effect Statewide on a mandatory basis.

There must be a single State agency to administer or supervise the plan.

An opportunity for a fair hearing must be granted to any individual whose claim for assistance under the plan is denied or is not acted upon with reasonable promptness.

There must be methods of administration for the proper and efficient operation of the plan.

All individuals wishing to make application for assistance under the plan must have opportunity to do so, and such assistance must be furnished with reasonable promptness to all eligible individuals.

In determining need, the State agency must take into consideration any other income and resources of an individual claiming assistance.

These provisions—indeed, the very idea of a State plan—are antithetical to arbitrary exclusions and unreasonable differentiations in treatment of individuals. Open application process for example or the consideration of income and resources of the individual "'claiming" assistance becomes meaningless if the claim is denied on the ground that the applicant is not needy enough, when in fact he is as needy as some of the individuals who are receiving payments. Similarly a hearing, satisfying all the requirements of procedural due process, would have little meaning, if the result on appeal were governed by an agency rule which provided for meeting need less adequately for the appellant than for other equally needy individuals. In short, there is an inherent concept of fairness and reasonableness in the light of the purposes of the statute, which can properly be carried out only if there is equitable and uniform treatment for all similarly situated individuals.

To translate these principles into day-to-day program operations, the Handbook of Public Assistance Administration has long required that the State plan must include the State-wide standard and the policies to be applied uniformly throughout the State in the determination of need and the amount of assistance. Such standard must include the consumption items which are considered as basic for all individuals, and any additional consumption items which are to be considered for all individuals in specified circumstances. Clear and definite State instructions are stated to be essential, in order that the standard and the policies may be uniformly applied, and thus provide a basis for objective and equitable determinations through the State. The plan must include the policies which will assure that all the income and resources of an individual claiming assistance will be considered in determing that he is needy (except as required or permitted to be disregarded or set aside under the Social Security Act or other Federal law). Income and resources which are regularly available must be evaluated and taken into account by comparing them with the State's standard of assistance to determine the amount of assistance needed. The plan must provide that the payment is based on the determination of the amount of assistance needed. All of these requirements have been included in Handbook IV–3131, as in effect both before and after the issuance of Handbook Transmittal No. 86.

Thus, it has long been clear, in principle and in practice, that the States must use the same rules for determining need for all individuals under the program—for applicants and recipients alike. Need is to be determined for all in relation to the State's standard for both basic items and contingency items. The same rules apply to all for the consideration (or disregard) of income and resources. Payment is to be based on determination of need under the standard, minus regularly available income. It is apparent that an increase in assistance by applying a flat percentage to prior assistance payments is inconsistent with determintion of need through a State-wide standard. Such an increase distorts the relationship of payments to the needs of the recipient and is unacceptable under the Handbook provisions.

The purpose of the Handbook provisions is to assure that in the furnishing of assistance all individuals encompassed by the plan are assured equitable and uniform treatment. Equity and uniformity of treatment can be found only where assistance is furnished in amounts which, together with other income actually available to individuals, assure all individuals in comparable circumstances of need the same level of subsistence, in absence of a rational basis for distinction. Thus, a percentage increase must be applied to a standard which is constant, that is the standard of recognized need, and not to the assistance payments which vary as individuals have incomes of varying amounts. The latter method of increasing assistance has the incongruous result of imposing varying penalties on the individuals depending on the size of their outside income.

Senator BYRD. I shall insert in the record at this point a copy of the Comptroller General's report to Representative Natcher and me dated July 26, 1962, with reference to the investigation of the ADC program.

(The document follows:)

REPORT ON INVESTIGATION OF SELECTED CASES UNDER THE AID TO DEPENDENT CHILDREN PROGRAM, DEPARTMENT OF PUBLIC WELFARE, DISTRICT OF COLUMBIA GOVERNMENT, JUNE 1962

(By the Comptroller General of the United States July 1962)

COMPTROLLER GENERAL OF THE UNITED STATES,
Washington, July 26, 1962.

To the Chairmen, Subcommittees on District of Columbia, Senate and House Committees on Appropriations:

Herewith is our report on the investigation of selected cases under the aid to dependent children (ADC) program, administered by the Public Assistance Division (PAD), Department of Public Welfare, District of Columbia government, June 1962. We participated in the investigation pursuant to your request of March 6, 1962.

The investigation of 236 ADC cases disclosed that the recipients in 133, or 57 percent, of the cases were ineligible for financial assistance under the eligibility requirements and need standards as prescribed by the Board of Commissioners. The ineligibility of the recipients in 69 of the cases was directly related to the so-called man-in-the-house rule, although in 32 of the cases other ineligibility findings also existed.

The high incidence of ineligibility of the recipients in the 236 cases investigated leads to the conclusion (1) that the PAD, in its determinations and redeterminations of the recipients' eligibility, either had not completely verified facts represented by the recipients as entitling them to financial assistance or had not maintained sufficiently close contact with the recipients to be aware of changes in their conditions or circumstances affecting their continued entitlement to financial assistance, (2) that reliance cannot be placed on the caretaker-relatives (parents or other relatives of specified relationship) to inform the PAD of the actual conditions or circumstances which have a bearing on the recipients' eligibility for financial assistance, and (3) that the ADC cases not covered in the current investigation should be investigated to determine whether or not the recipients are eligible for the financial assistance they are receiving.

We believe that a continuing field investigation should be instituted with the objective of investigating ADC cases for the purposes of determining the eligibility of the recipients for financial assistance and the effectiveness of the PAD's prior verification of representations by the recipients. We believe also that such a continuing field investigation program should be conducted by an investigative unit organizationally placed outside the Public Assistance Division with a reporting responsibility not only to the PAD, but also to the Director, Department of Public Welfare. We believe further that procedures should be adopted to insure that the investigative findings are given adequate and proper consideration by the PAD in making its eligibility determinations.

JOSEPH CAMPBELL,
Comptroller General of the United States.

The General Accounting Office has participated with the Department of Public Welfare (DPW), District of Columbia government, in an investigation of selected cases administered by its Public Assistance Division (PAD) under the aid to dependent children (ADC) program. The purpose of the investigation was to determine the facts having a bearing on the eligibility of the recipients for finan-

cial assistance under the eligibility factors and need standards, as prescribed by the Board of Commissioners, and to establish whether, on the basis of the facts, the recipients are eligible for such assistance.

The Department of Public Welfare started its investigation of the ADC cases on November 13, 1961. The General Accounting Office participated in the fact-finding phase of the investigation beginning on March 14, 1962, pursuant to a request on March 6, 1962, of the chairmen of the Subcommittees on District of Columbia, Senate and House Committees on Appropriations.

Summary of Investigation Findings and Actions Taken

The Public Assistance Division, Office of Research and Statistics, selected 280 aid to dependent children cases—about 5 percent of the caseload—for investigation. Subsequently, it was determined that 42 cases had been closed by the PAD prior to review by the investigative unit established to ascertain the factual information, that the caretaker-mother in 1 case was not investigated because she was in residence at the Residential Training Center, and that the proper record had not been furnished to the investigative unit in another case. Therefore, the investigation actually pertained to only 236 cases. The investigation of these cases resulted in eligibility determinations by the PAD, as follows:

	Number of cases	Percent of total cases
Recipients ineligible for financial assistance	141	59.8
Recipients eligible for continued financial assistance	95	40.2
Total	236	100.0

Upon the PAD's notifying the recipients in the 141 cases of their ineligibility for financial assistance, a number of the recipients gave notice of their intention to appeal the discontinuance of the assistance. By June 25, 1962, the PAD had informed us that the status of the 236 cases was as follows:

	Number of cases	Percent of total cases
Action based on investigative findings:		
Financial payments discontinued	127	
Financial payments continued based on appeal findings	3	
Appeals pending	3	
Total	133	56.3
Financial payments continued:		
No infractions of eligibility requirements or need standards	23	
Adjustments in payments based on existing need	20	
Miscellaneous administrative adjustments	52	
Total	95	40.3
Action based on events occurring subsequent to investigation:		
Financial payments discontinued	7	
Appeals pending	1	
Total	8	3.4
Total	236	100.0

Purpose of the Aid to Dependent Children Program

The purpose of the aid to dependent children program, as stated in the PAD Manual, is "to encourage the care of dependent children in their own homes or in the homes of relatives through financial assistance and other social services to the needy dependent children, and to the parents or relatives with whom they are living, to help maintain and strengthen family life and to help parents or relatives to attain the maximum self-support and personal independence consistent with the maintenance of continuing parental care and protection." In aid to dependent children cases, the child is the recipient and payment is made to the parent or relative in his behalf.

The District of Columbia Aid to Dependent Children Act defines "dependent child" as a child who has been deprived of parental support or care by reason of death, continued absence from the home, or physical or mental incapacity of a parent. However, the PAD Manual requires that both "need" and "deprevation of parental support or care" exist in each case without regard to whether one condition results from the other.

The PAD Manual provides that a needy child to be eligible for financial assistance (1) must be under the age of 16 or, if between the ages of 16 and 18, must be in regular attendance at school or be prevented therefrom by physical or mental disability, (2) must be living with a caretaker-relative—father, mother, or other relative of a specified degree of relationship—in a place of residence maintained by the relative as his own home and in which the relative exercises the primary responsibility for the care of the child, and (3) must meet the District of Columbia residence requirements.

The manual sets forth definitions of what constitutes deprivation of parental support by reason of death of a parent, incapacity of a parent to work, a mother's unavailability to work, and a parent's continued absence from the home.

The PAD Manual defines "need" as that part of the subsistence requirements of an assistance unit (caretaker-relative and children) which cannot be met by available income and other resources. The manual provides that the requirements of an assistance unit shall be based on budget standards prescribed by the Board of Commissioners. The budget standards are stated to have been developed on the basis of the cost, obtained from studies made by the Department of agriculture, of the subsistence requirements recognized as constituting the essentials of living. These requirements include basic personal requirements—food, clothing, and housekeeping necessities—and shelter requirements. The budget allowances prescribed for the items constituting the subsistence requirements vary according to the number of persons making up the "assistance unit" and their living and eating arrangements. The budget allowances for shelter requirements are the actual costs incurred but not in excess of prescribed maximum amounts which vary according to the number of persons in the assistance unit.

The manual contains detailed procedures, criteria, and instructions for (1) determining the eligibility of a child for financial assistance under many varying conditions, (2) applying the budget standards in determining the amount of an assistance unit's subsistence requirements under varying situations, and (3) determining the income and resources of any and all members of the assistance unit.

Reason for Conducting the Investigation

The Department of Public Welfare's investigation of the ADC cases was undertaken pursuant to a request of the Senate Committee on Appropriations in its report on House bill 8072,[1] a bill to provide appropriations for the District of Columbia for 1962. The committee stated, in part:

"Public assistance in the District of Columbia has been continually increasing over the past several years, particularly in the aid to dependent children and general public assistance categories. The committee is concerned over this upsurge in grants and recommends that the Department establish, within available funds, a pilot project composed of at least five investigators to ferret out any so-called freeloaders who may be benefiting under the public assistance program. * * *"

Planning and Direction of the Investigation

The Board of Commissioners, on October 5, 1961, approved the establishment of an investigative committee to plan and direct the investigation. The committee was made up of seven representatives of the District of Columbia government—four from the Department of Public Welfare, two from the Internal Audit Office, and one from the Office of the Corporation Counsel—and a representative of the Public Welfare Advisory Council. The committee, in a meeting on November 6, 1961, decided that—

1. The investigation of the public welfare cases would be conducted by an independent investigative unit to be established in an office apart from the Public Assistance Division, which has the responsibility for the administration of the various public welfare programs.

2. The investigative unit would be headed by the Chief, Resources and Investigation Division,[2] Department of Public Welfare, who would conduct

[1] S. Rept. 993, 87th Cong.
[2] Subsequently redesignated as the Office of Investigations and Collections.

the investigation under the supervision of the committee and the operational direction of the Deputy Director, Department of Public Welfare.

3. The investigation would be conducted in a manner that would avoid all possible implications that it was not entirely and completely objective both in its approach and in its findings.

The Investigative Committee adopted procedures for the conduct of the investigation. Generally they provided for—

1. The Office of Research and Statistics to make a scientific selection of ADC cases for investigation.

2. The Investigative unit to:

(*a*) Analyze each case and record on a case schedule the essential information and eligibility factors involved in the case.

(*b*) Make a field investigation of each case to determine the validity of the information and the eligibility factors.

(*c*) Submit a comprehensive report on the field investigation to the PAD for determining the eligibility of the recipient on the basis of the reported investigative findings.

3. The PAD to (a) review the field investigative report on each case and determine the eligibility or ineligibility of the recipient on the basis of the facts disclosed in the report and (b) notify the chief of the investigative unit of the determination and the action taken, if any.

4. The chief of the investigative unit to refer each case in which he does not concur in the PAD's determination of eligibility to the Chairman of the Investigative Committee for consideration.

5. The Investigative Committee to review, summarize, and analyze investigative findings and to make recommendations for further avenues of investigation depending on the nature of the findings.

Conduct of the Investigation

On November 13, 1961, the DPW established an investigative unit in the Bell School Building, Second Street and Virginia Avenue S.W., with a staff of five investigators under the direct supervision of the Chief, Resources and Investigation Division, to undertake the investigation of the ADC cases that has been selected. Five more investigators were added to the staff in the early part of January 1962.

The General Accounting Office, on March 12, 1962, assigned 10 representatives to work with the DPW investigators, pursuant to the request of the chairmen, Senate and House Subcommittees on District of Columbia, in a joint letter dated March 6, 1962, that we participate in the investigation in order to accelerate its completion and to insure its independence.

At March 14, 1962, the investigative unit had completed its investigation of 115 of the 236 ADC cases. Also, the PAD had determined the eligibility status of the recipients for financial assistance in 82 of the 115 cases. Therefore, our direct participation in all phases of the field investigation was limited to 121 of the ADC cases.

The following comments pertain to the conduct of the investigation of the cases in which we participated. However, our review of the reports on the investigation of the cases that had been completed prior to our participation indicates that the same approach had been followed in respect to those cases.

The investigation generally was conducted in accordance with the adpoted procedures as previously described. A minimum of four home visits were made in all cases except in those cases where ineligibility findings were disclosed by fewer visits. The initial visit was usually made at night or early Saturday or Sunday morning, at which time all members of the families would most likely be at home and available for interview. The initial home visit was made by two investigative teams, one to conduct the interview and the other to assure that no person left the home to avoid the disclosure of his presence. Each investigative team conducting a home visit comprised a DPW investigator and a GAO representative.

The initial home visit was made for the purpose of (1) verifying the facts related to the assistance unit, (2) determining the identity and relationship to the household of any person present who was not a part of the assistance unit, (3) inspecting the living areas to ascertain whether they indicated that a male other than one included in the assistance unit actually was part of the household, and (4) inspecting the household facilities to ascertain whether they were indicative of unreported resources. Additional home visits and home surveil-

lances were made at night and early Saturday and Sunday mornings to verify all information obtained during the initial home visit and to determine whether, any unreported male actually resided in the home or had access thereto.

Collateral inquiries were also made which included (1) the checking of (*a*) vital statistics records to determine the identity and age of the children of the household and (*b*) school records to determine children's attendance; and (2) various other checks to determine (*a*) in the case of a person constituting part of the assistance unit, whether facts had been correctly reported relating to his relationship to the household, resources, and employability or whether he had been involved in any transaction or circumstances inconsistent with the case record information; (*b*) in the case of any other person residing in the home, his relation to the household and the extent of his contribution to the maintenance of the household; and (*c*) in the case of a male found in the home, but not a resident thereof, his relationship to the household, his regular place of abode, and his employment status. These latter checks involved contacting employers, utility companies, real estate companies, the police department, and the Department of Motor Vehicles, as well as other persons and organizations.

Investigative Findings

A summary of PAD's determinations of eligibility of the recipients for financial assistance in the 236 cases investigated and the actions taken or pending are presented beginning on page 2 of this report. Comments relating to the cases in which the recipients were considered to be either eligible or ineligible for financial assistance are contained in the following sections.

Recipients eligible for financial assistance

The investigation disclosed information indicating that the recipients in 95, or 40 percent, of the 236 cases investigated were eligible for continued financial assistance (see p. 2) but that an adjustment was necessary in the amount of the assistance payments in 20 cases and that some administrative action was necessary in 52 cases to bring them into conformity with manual requirements (see p. 3).

Recipients ineligible for financial assistance

As shown on page 3, the recipients in 141, or 60 percent, of the ADC cases investigated were determined by the PAD to be ineligible for financial assistance—in 133 cases, on the basis of ineligibility findings disclosed by the field investigation and, in 8 cases, on the basis of events that occurred subsequent to the completion of the field investigation.

In the following table the 133 cases are classified according to the investigative finding which, in our opinion, had the most significant bearing on the recipients' eligibility status. Only 1 ineligibility finding was disclosed in each of 72 cases, and an average of 2.2 ineligibility findings was disclosed in 61 cases. In appendix II, a further classification of the cases is presented to show the nature of the additional ineligibility findings that existed in the 61 cases.

Ineligibility finding	Number of cases			Number of ineligibility findings
	Considered to be ineligible	Having a single ineligibility finding	Having additional ineligibility findings	
Man-in-the-house rule:				
Mother living in continuing relationship with a man who is her husband and/or father of her ADC children	31	21	10	44
Mother living in home with man other than her husband or father of her ADC children, in relationship similar to that of husband and wife	20	9	11	33
Man constituting an undeterminable resource	10	7	3	13
Total	61	37	24	90
Other ineligibility findings:				
Resources undeterminable for other reasons	11	9	[1] 2	13
Living arrangements not clarified	11	4	[2] 7	22
Parent employed	3	1	2	5
Parent employable	29	13	[3] 16	49
No eligible child in home	4	3	1	5
Refusal to cooperate	8	2	[1] 6	16
Miscellaneous	6	3	3	9
Total	133	72	61	209

[1] Includes 2 cases involving "man constituting an undeterminable resource."
[2] Includes 1 case involving "man constituting an undeterminable resource."
[3] Includes 3 cases involving "man constituting an undeterminable resource."

Man-in-the-house rule

The foregoing table shows that the recipients in 61 of the 133 ADC cases were considered to be ineligible because of the involvement of a man in a situation related to the so-called man-in-the-house rule. We ascertained that in eight additional cases a man was involved but the cases were classified according to other investigative findings deemed to be more significant. Thus, the man-in-the-house rule was a factor in 69, or 51.9 percent, of the 133 cases, or 29.2 percent of the 236 cases investigated. However, in 32 of the 69 cases, other investigative findings were disclosed, any one of which in our opinion constituted sufficient reasons for considering the recipients to be ineligible. It is important to point out that, in the 37 cases where the sole finding related to the man-in-the-house rule, there is the possibility that other ineligiblity factors also may have existed since the cases were not investigated beyond the point where it was definitely established that they were ineligible because of that rule.

Mother living in a continuing relationship with a man who is her husband and/or father of her ADC children

The investigation disclosed 31 ADC cases where the caretaker-mother was associating with her husband and/or the father of one or more of her children in a manner which negated the claim that the children were deprived of parental support by reason of the continued absence of the parent from the home. The PAD manual, in section 243.132, states that:

"A parent is considered to be continually absent from the home * * * if he is known to be residing away from the home under conditions which imply a definite dissociation from the normal marital relationship and from the normal exercise of parental custody and control of the children; this dissociation may exist whether or not the absent parent's whereabouts are known and whether or not he is making a financial contribution. * * * Continued absence does not exist solely because the parent rents or has living quarters available at another address or is supporting by court order. If the parents are engaging in a marital relationship and the man has free access to the home, then that man is not to be considered as 'absent from the home.'

* * * * * * *

"Only in situations where strong, convincing evidence is submitted that a parent is no longer in the home and has discontinued his relationship, shall the factor of continued absence be established."

The manual, in section 223.134g, states:

"Children are ineligible whose mother associates with a man in a relationship similar to that of husband and wife and the man continues a relationship with the children similar to that of father and children regardless of whether such man lives in the home."

In each of the 31 cases there was no clear dissociation of relationship between the mother and her husband and/or the father of her children. In 8 cases the relationship was between the mother and her husband, and in 23 cases the relationship was between the mother and the father of 1 or more of her children.

Mother living in home with a man other than her husband or father of her ADC children in relationship similar to that of husband and wife

The investigation disclosed 20 ADC cases where the caretaker-mother was living with a man other than her husband or the father of any of her children in a relationship similar to that of husband and wife.

The PAD Manual, in section 243.134, states that:

"Children are ineligible whose mother associates with a man in a relationship similar to that of husband and wife and the mother, her children, and such a man live in a family setting regardless of whether such man is the father of the children."

The recipients were considered to be ineligible in 9 cases solely on the basis of the finding related to the foregoing regulation and in 11 cases on the basis of that finding and various other investigative findings.

Man constituting an undeterminable resource

The investigation disclosed 10 ADC cases where the recipients were deemed to be ineligible for financial assistance because of the presence in the home of a man or men whose relationship to the mother and/or the children and the extent of their contribution to the support of the mother and the children could not be determined. A similar situation existed in eight other cases where the recipients were considered to be ineligible because of other more significant investigative findings.

The PAD Manual, in section 243.134, h, provides, in respect to the situations disclosed in the 18 cases, that a mother and her children may receive financial assistance even if the mother maintains a conjugal relationship with a man, provided the mother and her children are otherwise eligible and all resources available to the mother and the children are determined or clarified in establishing need.

The investigation disclosed that, in each of these cases, a man or men were present in the home but the nature of their relationship with the mother could not be established. Consequently, in none of these cases could the existence of need be established because the extent of the resources available to the mother and children that resulted from the presence of the man or men in the home could not be determined or clarified.

Other ineligibility findings

Resources undeterminable

The investigation disclosed that in 11 ADC cases there was evidence of resources available to the recipients but the extent of such resources could not be determined. The finding of undeterminable resources also was present in 39 additional cases which were classified as ineligible on the basis of more significant findings.

The existence of undisclosed resources was determined by admissions of the caretaker-relatives (parents or other relatives of a specified relationship) or by evidence that the family was living on a scale beyond that possible under the financial assistance being provided. In each case, the cartetaker-relative was either unwilling or unable to satisfactorily explain the existing situation. Therefore, it was impossible to definitely establish that a need for financial assistance existed.

Living arrangements not clarified

The investigation disclosed that in 11 ADC cases the relationships between the parents of the children and various other persons living together in the same dwelling could not be determined. The same situation existed in 13 additional cases where the recipients were considered to be ineligible because of other investigative findings deemed to be more significant.

The questionable relationships which the parents of the children were unwilling to clarify were with landlords, relatives, and purported visitors. This failure to clarify the living arrangements made it impossible to determine either the extent of the available resources or that need for financial assistance existed.

Parents employed

The investigation disclosed three ADC cases in which the parents of the ADC children were employed full time. In two of these cases other findings were also present, and in two additional cases the parent was found to be employed but the cases were considered ineligible because of the existence of more significant findings.

The PAD Manual, in section 235.100, provides that assistance shall be denied in those cases where a parent is employed full time.

Parents employable

The investigation disclosed 29 ADC cases where the recipients were considered to be ineligible because the ADC parents were employable. Also, in eight additional cases the parents were employable, although the recipients were considered to be ineligible because of other more significant findings.

The PAD Manual, in section 243.121, states that it is generally expected that a mother without a husband will work to help support her children if she is not incapacitated and if there are relatives or other reliable persons available to care for her children. It also sets forth criteria for guidance in determining whether a mother is employable.

In 16 of the 29 cases, other investigative findings bearing on eligibility were also present.

No eligible child in home

The investigation disclosed four ADC cases where financial assistance payments were being made although no eligible children were in the homes. In two cases, the only child in the home was over 16 years of age but he did not meet the eligibility requirements for a child over that age because he was not attending school regularly. In one case, the child, in respect to which financial assistance had been granted, had not been living in the home since August 1961. In the remaining case, the only child in the home was not related to the caretaker within the required specific degree of relationship.

Refusal to cooperate

In eight ADC cases the recipients were considered to be ineligible because the caretaker-relatives refused to cooperate with the investigators in their attempt to determine facts substantiating that the children had been deprived of parental support or care, or to determine the extent of any existing need. In six of these cases other ineligibility findings were present. In five additional cases there also was a refusal to cooperate although the recipients were considered to be ineligible because of other reasons.

With respect to determining need, the PAD Manual, in section 350.000 states:

"The agency, therefore, needs factual and authentic information concerning an applicant's and recipient's income and resources in cash and in kind, in order to evaluate and measure them against the budget standard for the determination of the amount of the person's need.

"(*a*) The worker must clearly explain to the client why the information is needed, and must help him to understand that he has three choices:

"(1) Having his need determined by providing the required information, or authorizing the worker to obtain it;

"(2) Withdrawing his application;

"(3) Being denied assistance since his need cannot be determined.

* * * * * * *

"An applicant or recipient who refuses to supply, obtain, or to authorize the worker to obtain information regarding his income and other resources, thereby makes himself ineligible for assistance because his need cannot be established."

The caretaker-relatives' refusal to cooperate with the investigators generally consisted of a refusal to admit the investigators into the home, a refusal to allow the investigators to inspect the interior of the home in order to determine living arrangements, or a refusal to supply information needed to establish the eligibility of a child or children for financial assistance or the extent of the need.

Miscellaneous

In six ADC cases the recipients were determined to be ineligible for financial assistance for the following reasons:

1. Failure of returned husband to register with U.S. Employment Service (USES)—two cases.
2. Husband's absence only a separation of convenience.
3. Presence of coin-operated machines in home.
4. Absent husband willing but not permitted to return to home (absence not established).
5. Parent's purported incapacity to work not established.

With respect to reason 1, the PAD Manual, in section 243.120, states, in effect, that the provisions set forth in sections 244.00 and 245.00, which relate to the general public assistance program, are applicable to the ADC program. Section 245.310 states that active registration with the USES, as a part of the recipient's effort to find work, is an eligibility requirement. In the two cases where the recipients were deemed ineligible for the reason of failure to register with USES, originally the children had been determined to be eligible on the basis of continued absence of the fathers who were committed to the Occoquan Workhouse. In both cases they had been released and were not employed but had not registered with USES.

With respect to the case under reason 2, the investigation disclosed that although the absent parent had dissociated himself from the normal family relationship the absence was primarily for the purpose of enabling the mother and children to obtain ADC aid. In this connection the PAD Manual, section 243.132, states:

"Continued absence is not established when, in the judgment of the agency, a man or woman who have lived together make separate living arrangements for the purpose of establishing eligibility for assistance."

In regard to the case under reason 3, the investigation disclosed the presence in the home of several coin-operated machines constituting business activities. These machines consist of a telephone with a lock on it, two television sets, and a washing machine. In addition, there was evidence that the parent in this case may have been engaged in the illegal distillation of whiskey and in other business activities. The PAD Manual, in sections 352.470 and 352.500, states, in effect, that under such circumstances financial assistance cannot be granted in the absence of a clarification of resources in order to determine whether any need exists.

In the case under reason 4, the investigation disclosed that the absent husband was willing to return to his family but was prevented from doing so by his wife. The PAD Manual, in section 234.138, provides that:

"* * * if the woman bases her need for assistance on the reason of her unwillingness to live with her husband, or to permit him to live in the home, and he is willing to live with and support his family, there are not considered to be in need."

In the final case, an examination of the case record disclosed evidence that the recipients were ineligible because the father, who had been considered unemployable, had not complied with the regulation requiring periodic medical reports to be furnished in support of his claim of unemployability.

VOLUNTARY WITHDRAWALS FROM PROGRAM

During the investigation, 13 caretaker-mothers voluntarily signed statements expressing their desire to withdraw from the ADC programs. In two cases, the ADC mothers refused to cooperate with the investigators by denying them permission to examine or inspect the living arrangements and chose to withdraw from the program instead. In each of the other cases the withdrawal request was made after the investigation had disclosed findings which adversely affected the eligibility of the recipients.

EFFECT OF DISCONTINUANCE OF FINANCIAL ASSISTANCE

As shown on page 3, the PAD discontinued financial assistance payments in 134 cases of the 236 cases investigated. The discontinued monthly payments, aggregating $20,881, had been made on behalf of 511 children.

We have not attempted to estimate the savings that may accrue to the District as a result of the discontinuance of financial assistance in the 134 cases because of the probability that, in some instances, the caretaker-mother may effect changes in her living arrangements that would result in her children's becoming eligible

for assistance and, in other instances, actions may be taken to clarify resources or living arrangements or to otherwise comply with the prescribed eligibility requirements and need standards.

Proposal To Liberalize the Aid to Dependant Children Program

The Director, Department of Public Welfare, in hearings held on May 24, 1962, before the subcommittee of the Committee on Appropriations, House of Representatives, presented for consideration a program for aid to dependent children of unemployed parents (see p. 1257 of the hearings) predicated on congressional passage of House bill 10606, an act providing for an extension through June 30, 1967, of Federal financial participation in aid to dependent children of unemployed parents. The Director, in response to a question by the chairman of the subcommittee as to what percentage of the ADC cases investigated would have been determined to be ineligible if there had been a change in eligibility requirements, stated:

"Assuming the policy on the man in the home were to be changed and if the District were to extend aid to the unemployed, I don't believe there would be a very large percentage, much beyond 17—maybe it would go to 25 percent. But the statistics that have been reported have indicated that most of the reasons given for the closing of the cases, or finding them ineligible has been related to the man-in-the-home policy * * *."

The investigation was not directed toward ascertaining the employment status of the men involved in the 69 cases where the recipients were considered to be ineligible because of the man-in-the-house rule—in 37 cases solely because of that rule and in 32 cases because of that rule and other ineligibility findings. (See p. 14.) However, the fact that the men involved in 24 of the 37 cases and in 21 of the 32 cases were employed was disclosed through statements made by the mothers of the ADC children or by the men themselves, either to the investigators or to public utility or other companies when seeking service or credit, and certified by the investigators through interviews with the indicated employers. Therefore, since the ineligibility of the recipients was based solely on the man-in-the-house rule in only 37 cases and since the men involved in 24 of the cases were employed, it would appear that in only 13 of the cases would the recipients have been eligible for financial assistance if the proposed program and the man-in-the-house policy, as outlined on page 1254 of the hearings, had been in effect. Thus, instead of 133 ineligible cases, as shown on page 3 of the report, there, would have been only 120, or 50.8 percent of the 236 cases investigated, unless the extent of the men's employment in the 24 cases did not meet the criteria set forth in the proposed program.

Conclusions

The high incidence of ineligibility of the recipients for financial assistance in the 236 ADC cases, as disclosed by the investigation and confirmed by the PAD, leads to the conclusion (1) that the PAD, in its determinations and redeterminations of the recipients' eligibility, either had not completely verified facts represented by the recipients as entitling them to financial assistance or had not maintained sufficiently close contact with the recipients to be aware of changes in their conditions or circumstances affecting their continued entitlement to financial assistance, (2) that reliance cannot be placed on the caretaker-relatives (parents or other relatives of specified relationship) to inform the PAD of the actual conditions or circumstances which have a bearing on the recipients' eligibility for financial assistance, and (3) that the ADC cases not covered in the current investigation should be investigated to determine whether or not the recipients are eligible for the financial assistance they are receiving.

We believe that a continuing field investigation program should be instituted with the objective of investigating ADC cases for the purpose of determining the eligibility of the recipients for financial assistance and the effectiveness of the PAD's prior verification of representations by the recipients. We believe also that such a continuing field investigation program should be conducted by an investigative unit organizationally placed outside the PAD with a reporting responsibility not only to the PAD, but also to the Director, Department of Public Welfare. We believe further that procedures should be adopted to insure that the investigative findings are given adequate and proper consideration by the PAD in making its eligibility determinations.

APPENDIXES

APPENDIX I

U.S. SENATE,
COMMITTEE ON APPROPRIATIONS,
March 6, 1962.

HON. JOSEPH CAMPBELL,
Comptroller General of the United States,
Washington, D.C.

DEAR MR. CAMPBELL: This will confirm our verbal request for your office to furnish the investigative personnel that may be required to accelerate completion of the special public assistance investigation now being made by the Welfare Department of the District of Columbia government. As you know, this investigation was urged by our committees during the last session of Congress with a view to ferreting out any cases of violators on the welfare rolls. Since a sizable number of ineligibles have already been disclosed in the 280 selected cases, it is deemed important that all such cases be subjected to an independent review and report by your office.

It is requested that your report include such additional pertinent information on the District welfare program as may be determined of interest to the committees.

Copies of communications with Commissioner Tobriner giving further details on the subject matter are enclosed.

With warm personal regards, we remain,

Sincerely yours,

ROBERT C. BYRD,
Chairman of Subcommittee on District of Columbia Appropriations, Committee on Appropriations, U.S. Senate.

WILLIAM H. NATCHER,
Chairman of Subcommittee on District of Columbia Appropriations, Committee on Appropriations, House of Representatives.

APPENDIX II

Aid to dependent children public assistance cases classified by ineligibility findings as disclosed by the investigation

	Total number of cases	Number of cases			Ineligibility findings										
		Having a single ineligibility finding	Having additional ineligibility findings		Total	Mother living in continuing relationship with a man who is her husband and/or father of her ADC children	Mother living with man other than her husband or father of her ADC children in relationship of husband and wife	Man constituting an undeterminable resource	Resources undeterminable for other reasons	Living arrangements not clarified	Parent employed	Parent employable	No eligible child in home	Refusal to cooperate	Other
			Number of cases	Number of additional findings											
Ineligibility finding:															
Man-in-house rule:															
Mother living in continuing relationship with a man who is her husband and/or father of her ADC children	31	21	10	13					5	3	1	3		1	
Mother living in home with man other than her husband or father of her ADC children in relationship similar to that of husband and wife	20	9	11	13					6	3	1	3			
Man constituting an underterminable resource	10	7	3	3					3						
Other ineligibility findings:															
Resources undeterminable for other reasons	11	9	2	2				2							
Living arrangements not clarified	11	4	7	11				1	6			2		1	1
Parent employed	3	1	2	2					1					1	
Parent employable	29	13	16	20				3	12	3				2	
No eligible child in home	4	3	1	1						1					

Refusal to cooperate	8	2	6	8				2	4	2					
Other	6	3	3	3					2	1					
Total	133	72	61	76											
Additional ineligibility findings in cases having more than one finding					76			8	39	13	2	8		5	1
Basic ineligibility findings in cases having a single finding					133	31	20	10	11	11	3	29	4	8	6
Total ineligibility findings					209	31	20	18	50	24	5	37	4	13	[1] 7

[1] 2 cases of failure to report to U.S. Employment Service; 1 case of separation of convenience; 1 case of incapacity for employment not established; 1 case of absence from home not established; 1 case of coin-operated machines in home; 1 case of forgery of qualifying documents.

Senator BYRD. I shall insert in the record at this point a copy of the Comptroller General's special report, dated July 30, 1962, on the Special Investigation of the ADC caseload in the District of Columbia. This special report was addressed to me.

(The document follows:)

SPECIAL REPORT TO THE SUBCOMMITTEE ON DISTRICT OF COLUMBIA COMMITTEE ON APPROPRIATIONS, U.S. SENATE—INVESTIGATION OF SELECTED CASES UNDER THE AID TO DEPENDENT CHILDREN PROGRAM, DEPARTMENT OF PUBLIC WELFARE, DISTRICT OF COLUMBIA GOVERNMENT, JUNE 1962

(By the Comptroller General of the United States, July 1962)

COMPTROLLER GENERAL OF THE UNITED STATES,
Washington, July 30, 1962.

B-25435.

Hon. ROBERT C. BYRD,
Chairman, Subcommittee on District of Columbia,
Committee on Appropriations,
U.S. Senate.

DEAR MR. CHAIRMAN: Herewith is our special report on the investigation of selected cases under the aid to dependent children program administered by the Public Assistance Division of the Department of Public Welfare, District of Columbia government, June 1962.

This report, which is being submitted pursuant to your request of June 18, 1962, contains certain information in respect to the investigated cases in addition to that contained in the report submitted to you on July 26, 1962.

Because of the nature of the investigation, many of the statements contained in the report are necessarily based on conclusions arrived at after a reasonable evaluation of facts disclosed through observations, interviews, and admissions and through examination of public and business records.

Sincerely yours,

JOSEPH CAMPBELL,
Comptroller General of the United States.

SPECIAL REPORT ON INVESTIGATION OF SELECTED CASES UNDER AID TO DEPENDENT CHILDREN PROGRAM, DEPARTMENT OF PUBLIC WELFARE, DISTRICT OF COLUMBIA GOVERNMENT, JUNE 1962

The General Accounting Office submitted a report to the chairman, Subcommittees on the District of Columbia, Senate and House Committees on Appropriations, on the investigation of selected cases under the aid to dependent children (ADC) program, Department of Public Welfare (DPW), District of Columbia government, on July 26, 1962. This report contains certain additional information in respect to the cases investigated, as requested by letter dated June 18, 1962 (see appendix IX.)

CASES INVESTIGATED AND ACTIONS TAKEN

The aforementioned report pointed out that of 280 cases selected by the Public Assistance Division (PAD), Department of Public Welfare, for investigation, 42 cases had been closed prior to review by the investigative unit established by the DPW and that two cases were not investigated. The report showed that for the 236 ADC cases investigated, the PAD had informed us by June 25, 1962, that the status of the cases was as follows:

	Number of cases	Percent of total cases
Action based on investigative findings:		
Financial payments discontinued	127	
Financial payments continued based on appeal findings	3	
Appeal pending	3	
Subtotal	133	56.3
Financial payments continued:		
No infractions of eligibility requirements or need standards	23	
Adjustments in payments based on existing need	20	
Miscellaneous administrative adjustments	52	
Subtotal	95	40.3
Action based on events occurring subsequent to investigation:		
Financial payments discontinued	7	
Appeal pending	1	
Subtotal	8	3.4
Total	236	100.0

In appendixes I through VIII of this report the 280 cases selected by the PAD for investigation are listed to show (1) the 42 cases that had been closed prior to review by the investigative unit, (2) the 2 cases not investigated, and (3) the 236 cases that were investigated. Those in the latter group have been classified according to their eligibility or ineligibility status. Comments pertaining to the cases in each of the foregoing categories are contained in the following sections of this report.

CASES CLOSED PRIOR TO INVESTIGATION

Shown as appendix I are the 42 cases in this category. We reviewed 28 of these cases for the purpose of evaluating the propriety of the actions taken. We believe that the actions were proper in view of the circumstances involved in each case.

CASES NOT INVESTIGATED

Listed as appendix II are the two active cases which were not investigated. In one of these cases the mother of the ADC children was a resident of the DPW's Residential Training Center, and an investigation of the case was deemed to be inexpedient. In the other case, the PAD inadvertently furnished the investigators a case record pertaining to a previous award which had been discontinued, and the fact that the assistance payments had been reinstated did not become known until after the field investigation work had been completed.

RECIPIENTS ELIGIBLE FOR CONTINUED ASSISTANCE

No infractions

Listed as appendix II are the two active cases which were not investigated. Further requirements were disclosed by the investigation. Of the 23 cases, 10 had been investigated prior to our participation in the investigation. However, our review of the investigation reports on these cases indicated no reason for disagreeing with the PAD's conclusions.

The amount of the assistance payments in the 23 cases ranged from $62 to $292 a month, the number of children receiving aid ranged from 1 to 7, and the commencing date of the payments ranged from January 1953 to September 1961. The cases in which assistance had been granted more recently involved the greatest number of children and the largest monthly payments.

The monthly assistance payment in one case was reduced $33 because of the death of a child which occurred during the period of the investigation.

The fact that the investigation disclosed no irregularities in only 23 cases, or in only 9.7 percent of the cases investigated, is most significant and indicates a very serious weakness in the administration of the ADC program.

Adjustment of assistance payments

Listed as appendix IV are the 20 cases in which the recipients were considered eligible for continued assistance but circumstances existed which required the monthly assistance payments to be adjusted.

In 15 cases, the monthly payments were reduced by amounts ranging from $12 to $72. In four of these cases, the monthly payments for 1, 2, or 3 months were further reduced in varying amounts to compensate for income which had been received in prior months but not reported. In three cases, similar deductions were made although the rate of the regular monthly payment was not changed.

In one case the monthly payment was increased by $6 because the recipients were required to move to more suitable quarters.

We participated in the field of investigation of 5 of the 20 cases. While the investigation of the other 15 cases had been completed prior to our participation in the investigation, our review of 2 of these cases indicated no basis for disagreeing either with the adequacy of the investigation conducted or with the propriety of the actions taken.

Administrative adjustments needed

Appendix V lists the 52 cases in which the recipients were determined to be eligible for continued assistance but which required some administrative action. In some cases, the administrative action to be taken was dependent on actions required to be taken by the caretaker-relatives (parents or other relatives of specified relationship).

Examples of the types of actions required follow:

1. Refer to Office of Investigations and Collections (OIC) for recovery of overpayments.
2. Require unemployable parent to obtain an overdue medical examination report.
3. Require mother to take certain required action to locate missing husband.
4. Correct records to show change of address and recompute rental needs.
5. Consider the feasibility of referring children to the Child Welfare Division (CWD).
6. Correct records relating to birth dates of children.
7. Revise rental needs because of change in number of persons occupying a dwelling with members of an assistance unit (caretaker-relative and children).

We participated in the investigation of 24 of the 52 cases. Also, we received 3 of the 28 cases which had been investigated prior to our participation in the investigation and found no reason for disagreeing either with the investigative findings or with the actions necessary to comply with normal requirements.

In 1 of the 24 cases which we investigated jointly with the PAD, the recipients appeared to be ineligible on the basis of findings indicating that both the ADC mother and father were employable. The PAD subsequently obtained medical information which indicated that the father was capable of part-time work only and made arrangements for him to receive medical treatment. Also, the PAD directed the mother to register with the U.S. Employment Service (USES) and to report weekly on her efforts to find employment.

Although the recipients in each of the 52 cases were determined by the PAD to be eligible for continued assistance, the fact that, in some cases, they were required to take certain actions to completely meet the eligibility requirements and that the failure to do so could result in their becoming ineligible for continued financial assistance is a further illustration of a weakness in the PAD's administration of the program.

RECIPIENTS INELIGIBLE FOR CONTINUED ASSISTANCE

The PAD determined that 141 of the 236 cases investigated were ineligible for financial assistance—133 cases on the basis of the investigative findings and 8 cases on the basis of events occurring subsequent to the investigation. Assistance payments were later reinstated in 3 of the 133 cases on the basis of appeal findings. Appeals are pending in 1 of the 133 cases and in 1 of the 8 cases.

The 133 cases are classified in the following table according to the investigative finding which, in our opinion, had the most significant bearing on the recipients' eligibility status. Only 1 ineligibility finding was disclosed in each of 72 cases, and an average of 2.1 ineligibility findings was disclosed in 61 cases.

We participated in the investigation of 79 of the 141 cases. We reviewed the investigation reports in the remaining 62 cases to determine the adequacy of the investigation conducted and the propriety of the PAD's determination of ineligibility in each case. Our review disclosed no reason to disagree with the action taken by the PAD except in one case (see p. 31).

Ineligibility finding	Number of cases—			Number of ineligibility findings
	Considered to be ineligible	Having a single ineligibility finding	Having additional ineligibility findings	
Man-in-the-house-rule:				
Mother living in continuing relationship with a man who is her husband and/or father of her ADC children	31	21	10	44
Mother living in home with man other than her husband or father of her ADC children in relationship similar to that of husband and wife	20	9	11	33
Man constituting an undeterminable resource	10	7	3	13
Subtotal	61	37	24	90
Other ineligibility findings:				
Resources undeterminable for other reasons	11	9	2	13
Living arrangements not clarified	11	4	7	22
Parent employed	3	1	2	5
Parent employable	29	13	16	49
No eligible child in home	4	3	1	5
Refusal to cooperate	8	2	6	16
Miscellaneous	6	3	3	9
Total	133	72	61	209

A listing of the cases in each of the foregoing classifications is presented as appendixes VI and VII of this report. Comments concerning the cases in each of the classifications follow.

Man-in-the-house rule

Mother living in continuing relationship with a man who is her husband and/or the father of her ADC children

As shown in appendix VI the investigation disclosed 31 cases where the ADC mother was associating with her husband and/or the father of her ADC children in a manner which negated the claim that the children were deprived of parental support or care by reason of the continued absence of the parent from the home. No distinction is made as to whether the relationship was carried on inside or outside the home.

In 21 of the cases the "lack of clear dissociation" was the only finding of ineligibility disclosed, but in 10 cases other ineligibility findings existed, any one of which, in our opinion, was a sufficient reason for considering the recipients to be ineligible.

In 8 of the cases the relationship of the mother was with her husband and in 23 cases the relationship was with a man not her husband although he was the father of one or more of her ADC children. In one of the latter cases the recipient appealed the PAD's determination of ineligibility, and the case remains open pending the outcome of the appeal.

In 18 of the 31 cases the man involved was employed; in 12 cases he was not employed but was apparently employable since there was no evidence of incapacity, either in the form of obvious physical disability or in the form of medical evidence; and in 1 case he was retired and receiving a pension.

Some of the more flagrant cases of abuses of the right to receive assistance under the ADC program are presented below.

1. A mother of four children, who had been receiving ADC assistance payments for over 4 years was determined to have been living during the entire period, since September 1957, with a man whom she had represented to the PAD as being her brother but who actually was her paramour and the father of two of her children. The mother admitted to the investigator that the man was employed and earning $85 a week. She was receiving $154 a month in assistance payments at the time the assistance was discontinued.

2. A 36-year-old mother, who was receiving assistance payments on behalf of herself and four of her six children had received such assistance during most of the period since April 1953. The father of three of the four children, although not their mother's husband, was found by the investigators to be in the mother's home at 6:30 a.m. on a Sunday morning, barefoot and naked to the waist, and hiding under a bed. When asked if he was employed he said that he was a "gambler." The mother had been receiving assistance payments continuously since November

1959, and at the time the payments were discontinued they amounted to $143 a month.

3. A married 27-year old mother of six children told investigators that the man they found in her home was her brother-in-law. The investigation disclosed that he was actually her husband and the father of her children, five of whom were included in the assistance unit, and that he was employed and earning about $65 a week. The mother had been receiving assistance payments since December 1960, and at the time they were discontinued they amounted to $191 a month. She subsequently admitted to the investigators that the man was her husband and stated that she wished to withdraw from the ADC program rather than have the investigation continued.

4. A married 35-year-old mother and her four children had been determined to be eligible for assistance on the basis of her claim that her husband had deserted her and that his whereabouts was unknown. The investigators located the husband and obtained his signed statement asserting that his wife had forced him to leave the home by threats and abuse so that she could obtain public assistance, that his wife had always known his whereabouts, that he had given his wife at least $50 a month since January 1962, that he is presently employed, and that he wants to return to the home and support his family. The mother had received assistance payments since September 1961, the latest payments being $169 a month.

5. A 41-year-old mother of six children, all of whom are included in the assistance unit, represented to the PAD that she was living rent-free in the attic of her sister's home. She requested the PAD not to probe into the manner in which her sister had obtained her home. She also represented that another woman living in the home, who was a recipient of aid under the aid to the permanently and totally disabled (APTD) program, was only a roomer. The investigation disclosed that the APTD recipient, who was receiving $83 a month and who had been represented as a widow without relatives, was actually the mother of the ADC mother and was the lessee of the dwelling along with a man who was listed in the lease agreement as her husband. This man, who was found in the home, was determined to be employed full time and earning $1.25 an hour. The ADC mother, instead of living in this home as she had represented, was found to be living at another address with her children and her husband who was the father of her children. The father had been continuously employed with one firm since 1954 except for one period of 120 days in the early part of 1961 when he was in jail. He had claimed seven dependents on his tax withholding exemption certificate, which is the same as the number of persons in the assistance unit. The ADC mother had been receiving assistance payments since September 1959, with the latest payments amounting to $149 a month.

6. A 24-year-old mother of four children, fathered by three different men, none of whom were her husband, successfully withheld from the social workers the knowledge of the birth of her youngest child on March 11, 1961. The father of this child and of one of the other children was found hiding in the bathroom of the ADC mother's home at 6:10 a.m. on a Sunday morning. He admitted spending the night with the ADC mother. He admitted also that he was employed. The ADC mother said that this man had been living with her since the birth of her youngest child. The mother had been receiving assistance payments since February 1959, the latest payments amounting to $109 a month.

We believe that some of the facts with respect to these and other cases in this category could have been disclosed with only a reasonable amount of effort on the part of the social workers. In some of these cases it appears that the recipients were never eligible for financial assistance and that such a finding would have become apparent if the eligibility standards had been diligently applied at the time the applications were first received.

Mother living in home with man who is not her husband or the father of her ADC children in a relationship similar to that of husband and wife

This ineligibility finding was disclosed in 20 cases listed in appendix VI. In 11 of the cases, additional ineligibility findings existed.

The men involved in 15 of the cases were employed and in the other 5 cases were unemployed but appeared to be employable. In 1 of the 15 cases where the man involved was employed, the ADC mother was also employed to the extent that this fact alone would cause the recipients to be ineligible. In three cases, the ADC mother was employable under the prescribed standards for determining employability.

The ADC mothers in 3 of the 20 cases voluntarily withdrew from the program.

Cases illustrating this type of investigative finding follow.

1. A man found in the home of ADC mother of four children who had received assistance payments since February 1956—the latest payments amounting to $153 a month—was represented to the investigators as being merely a visitor. The address given by this man as his residence proved to be false, and later both he and the ADC mother admitted that they had been living together but neither would state how long the relationship had existed. The man was employed. The ADC mother admitted that she was also employed, but she would not furnish information as to her employer, length of employment, or earnings. She signed a voluntary statement requesting withdrawal from the program.

2. A 22-year-old mother, who had received assistance payments since September 1961 for herself and three children admitted during investigation that she had been supported by a man by whom she was again pregnant. It was determined that this man was employed. The mother signed a voluntary statement requesting withdrawal from the program. When contacted by a social worker subsequent to the investigation, she stated that she had signed the statement because she felt "the jig was up." At the time the assistance payments were discontinued they amounted to $148 a month.

3. A 26-year-old mother of six illegitimate children, fathered by three different men, was again pregnant by a man whom she did not identify. Her condition was known to the PAD in November 1961. She had been receiving assistance payments since April 1960, and as of March 1962 these payments were at the rate of $79 a month. The April 1962 assistance payment was suspended pending further inquiry into the matters disclosed by the investigation including (*a*) birth of a child in February 1962, (*b*) relationship with a man who, she admitted, spent nights with her "too often to mention" and who provided her with money in excess of $100 a month, (*c*) presence of another man, his wife, and three children in an apartment in the dwelling, (*d*) an unidentified sick child in the home, and (*e*) squalid, overcrowded, and rat-infested premises.

4. A man found in the home of a 27-year-old ADC mother was addressed as "Daddy" by one of the mother's three illegitimate children. The children had been represented to the PAD as having been fathered by two different men, neither of whom was the ADC mother's husband or the man found in the home by the investigators. An informant told the investigators that this man was the ADC mother's current paramour and that a former paramour still frequents the home and creates disturbances. Both of these men are reported to have threatened to kill the other. The man found in the home refused to provide any information concerning his employment status or his relationship to the family. During a visit by a social worker subsequent to the investigation, the ADC mother denied that any serious or intimate relationship existed between her and the man found in the home and said that she would rather be "self-supporting" than to continue to receive public assistance. The monthly assistance payment of $154 was thereupon discontinued. She had been receiving assistance payments since April 1958.

Man constituting a resource the extent of which is undeterminable

Appendix VI lists 10 cases where the recipients were considered ineligible because a man was involved in the family unit but the extent of his contributions to the support of the assistance unit could not be determined. In each case, the man's relationship with the mother was not determined to be similar to that of husband and wife, nor was his relationship with the children determined to be that of a father. While the investigation disclosed that the man in each of these cases provided some assistance to the family unit, neither the mother nor the man would divulge information as to the extent of the contribution. Therefore, the need for assistance could not be established and the recipients were considered to be ineligible for assistance. In 3 of the 10 cases, additional ineligibility findings were found to exist. The involvement of a man in the family unit was disclosed also in eight other cases which have been classified by other ineligibility findings deemed to be more significant.

The men involved in 12 of the 18 cases were employed, in 4 of the cases the men unemployed but no evidence was disclosed to indicate that they were not employable, and in 2 of the cases no determinations were made of the men's employment status because of the number of men involved and the undeterminable status of their relationship to the family unit. In one of these latter two cases the recipients appealed PAD's determination of ineligibility and were reinstated for continued assistance after the appeal hearing.

The following examples illustrate the situations found to exist in the cases included in this category.

1. The ADC mother who had three illegitimate children and expected another child in 2 or 3 months, which fact was unknown to the PAD, had been receiving assistance payments since June 1961, the latest payments being $154 a month Information provided by the mother concerning the father of her last-born child and that of the expected child was unverifiable because of her conflicting statements. This ADC mother formerly lived with her mother in a house leased in the name of a man who was not a member of the assistance unit. She moved from that house upon being informed that assistance payments were to be discontinued since her mother could care for her children and she was considered to be employable. Both this man and the ADC mother separately admitted a conjugal relationship over the past 2 years and that the man contributed to the family support. The man is married and living with his wife who stated that she had no respect for him because of his promiscuity and that he is the alleged father of "many" illegitimate children.

2. A 34-year-old mother of seven children fathered by three different men had concealed the birth of the seventh child from the PAD for 3 years through fear of being removed from the ADC program. The father of the seventh child had been living with the ADC mother until the time of the investigtaors' first visit to the home, although the ADC mother had professed to have terminated the relationship in September 1961 when he got into trouble with the police. The ADC mother stated to the investigators that she realized that she had violated agency regulations. She stated further that the man involved presumably had returned to his wife's home after the investigation of this case had commenced. This ADC mother had been receiving assistance payments since May 1957 for herself and five of her seven children. These payments amounted to $221 a month at the time they were discontinued. One of these five children, who was 16 years old, was not in regular school attendance, having been absent 29 days between January 29 and April 11, 1962.

3. A 28-year-old mother of five children told the investigators that she wished to withdraw from the ADC program, upon being found with a man in her bedroom. The investigators did not accept her offer of withdrawal, since it was made during distress occasioned by being found in an embarrassing situation. The investigators, during the next few days after the first home visit, observed different men entering the home. The mother, during a subsequent visit by the investigators, repeated her request to withdraw from the program. Her request was accepted, and the investigation was terminated. She had been receiving assistance payments since January 1960, and at the time of their discontinuance the payments were at the rate of $197 a month.

Cases ineligible for other reasons

Resources undeterminable

Appendix VII to this report lists 11 cases where the recipients were considered to be ineligible because the caretaker-relative either was unable or unwilling to divulge information relating to income and other resources that apparently were available to the assistance unit. In two of the cases, an additional ineligibility finding was disclosed: namely, the presence of a man in the home whose relationship to the family could not be definitely established but who constituted an available resource. Final determination of eligibility has been withheld in two cases pending the outcome of appeal hearings.

In each of 39 additional cases, the resources available to the assistance unit also could not be determined. These cases have been classified by other ineligibility findings considered to be more significant reasons for considering the recipients to be ineligible for assistance. Thus, the finding of undeterminable resources was disclosed in 50 cases.

Details of illustrative cases in which this finding was disclosed follow:

1. A 44-year-old ADC mother of four children, two of whom were fathered by men other than her husband, had been receiving monthly assistance payments since January 1956, the latest payments being $205 a month. The mother had represented to the PAD and to the investigators that she had no other resources. However, the investigation disclosed that she had earnings of about $20 a week from caring for children and had received about $10 a week from a "boy friend" during the period from September 1959 to July 1960 for the purchase of a television set which cost $419.90. When apprised of these findings, she acknowledged that they were correct. The investigation also disclosed some evidence of other earnings from laundry work, caring for a woman convalescing from a hospitalization, and caring for other children.

2. A 25-year-old ADC mother had been receiving assistance payments since December 1959 for herself and two of her three children to augment payments of $65 a month which she was supposed to receive from her absent husband. The latest of these payments amounted to $76 a month. Notwithstanding the lack of regular support from her husband, as evidenced by a court order of commitment for back payments, totaling $465, in September 1961, and by court records showing payments to her of only $450 during the period from March 1961 through April 1962, she was living in a two-bedroom, well-furnished apartment. The furnishings included a three-speed record player, a cabinet model television set, two telephones, a typewriter, and a radio. Evidence was obtained that she had received contributions from various members of her family which had not been reported to the PAD.

3. A 32-year-old ADC mother of six children, five of whom were included in the assistance unit, telephoned the PAD to state that the investigators had been to her home and that she wished to withdraw from the ADC program. She had previously represented to the PAD that her husband was the father of four of her six children and that the other two children had been fathered by two other men.

The investigation disclosed that she was again pregnant. She told the investigators that a fourth man was the father of the expected child. The investigation also disclosed that she received irregular contributions for the support of the children from two of the three fathers. When pressed for information concerning the amounts of the contributions and the identity of the fourth man, she announced her intention to withdraw from the ADC program. Therefore no further inquiry was made to develop information as to the resources apparently available to her, or as to her employment, evidence of which was also present.

This ADC mother had been receiving assistance payments since December 1960, the latest payments being $109 a month.

Living arrangements not clarified

Appendix VII to this report lists 11 cases where the recipients were considered to be ineligible for financial assistance because the existing living arrangements could not be clarified. In seven of the cases other ineligibility findings also were disclosed. In 13 other cases the living arrangements could not be clarified but the cases have been classified by other ineligibility findings which constituted more significant reasons for considering the recipients to be ineligible for assistance.

The cases included in this category are those where the basic or most significant finding disclosed was the presence in the home of persons whose relationship with the recipients could not be clearly established because of the caretaker-relative's conflicting or misleading statements to the investigators. The term "relationship" as here used includes relationships involving economic as well as personal and legal aspects. In 1 of the 11 cases the recipient was reinstated for continued assistance after appeal.

Details of cases illustrating situations constituting this type of ineligibility finding follow:

1. An ADC mother who had been receiving assistance payments for herself and one child since December 1960, was occupying the first floor of a dwelling in which the landlord was also living, without any definite separation of the living quarters and with personal effects of the ADC mother intermingled with those of the landlord. Although the landlord claimed that his common-law wife lived with him, he would not furnish any corroborating information in support of that claim. He stated that he did not know where she worked or when she could be interviewed in the home. The rental receipts exhibited by the ADC mother appeared to be false since the pertinent information shown thereon differed from statements by the ADC mother and from statements by the landlord. The authenticity of the rental receipts could not be verified since the signatures thereon were purported to be those of the landlord's legal wife who has been absent from the home since December 1960. The agreement between the landlord and the rental agency, dated December 8, 1961, shows that the landlord claimed the occupants of the dwelling to be himself, his wife, and two children, although he has no children of his own living in the home. The assistance payments to this ADC's mother amounted to $118 a month at the time they were discontinued.

2. An ADC mother who had been receiving $145 a month on behalf of herself and four children had been receiving assistance since July 1953. Living with her in the home were her four adult children with their children, a living arrangement

apparently unkown to the PAD. The adult children appeared to be employable and, to some extent, were employed. Efforts to clarify the living arrangements and to determine the extent to which her adult children were contributing to the support of the household were nullified by the conflicting statements of the ADC mother; her refusal to answer some questions; her differing answers to other questions; and, in some instances, her misrepresentation of facts. Also, it appeared that the mother may be employable since all her minor children were in regular attendance at school.

ADC parent employed

Appendix VII lists three cases in which the ADC mother was determined to be employed full time and to have an adequate child care plan.

Illustrative of these cases is one where the mother of three illegitimate children, whose application for financial assistance was approved in August 1961, had been receiving assistance payments of $119 a month. At the time she applied for assistance, she was considered to be unemployable because she supposedly lacked an adequate child care plan. Although she had indicated on her application that she had been employed, the extent of her employment apparently had not been determined by the social worker. The investigation disclosed that she had been working full time as a domestic for the same employer continuously since 1959, except for 1 month in August 1961, when her youngest child was born. Since her mother, her 18-year-old brother, and her 14-year-old sister lived with her and she had been employed, it was apparent that she was not in lack of an adequate child care plan.

ADC parent employable

Appendix VII lists 29 cases where the ADC mother or, in some cases, the ADC father, who was supposedly incapacitated, was considered to be employable under the criteria set forth in the PAD manual. In one of these cases the recipient appealed the ineligibility determination and was reinstated after a hearing on the appeal.

The following cases illustrate the findings leading to the conclusion in these cases.

1. A 45-year-old mother had been receiving assistance payments since August 1961 for the benefit of herself and three children. The investigation disclosed that there was no evidence that the mother was incapacitated and therefore unemployable. Also, she apparently had an adequate child care plan since an unmarried daughter, who lived with her was unemployed, was not a member of the assistance unit, and who made no contribution to the maintenance of the household, was available to provide child care. At the time her assistance payments were discontinued she was receiving $172 a month.

2. A 37-year-old mother of three children had been receiving assistance payments of $105 a month, although she appeared to be employable under the PAD standards, and had been earning $12.50 a week in part-time employment. She stated to the investigators that she was doing all right on welfare relief and would not return to full-time employment unless she could make "big money." She also had been receiving undeterminable amounts from a "boyfriend" with whom she admitted to have been carrying on a conjugal relationship. The "boyfriend" admitted to helping the family by providing food and personal services and a new hi-fi record player. The investigation further disclosed that on applications for credit he has shown the ADC mother to be his wife. Hospital records show that at various times the ADC mother has stated her address to be that of the "boyfriend." She had been receiving assistance payments since March 1954.

3. An ADC mother of eight children, four of whom were fathered by two men other than her husband, had been receiving assistance payments since July 1960, although she apparently is employable since she has been employed part time and, for short periods, full time. She informed the investigators that it would be foolish for her to work because she would lose the welfare payment and that it would be too hard for her to work outside the home and also do the work in the home. Her latest assistance payments amounted to $255 a month.

This ADC mother, before being approved by the PAD as eligible for ADC assistance, had been receiving assistance from the Volunteers of America. This assistance was discontinued when it became known that she was living with a man other than her husband. The investigation disclosed that she has been employed for varying periods as a telephone operator, PBX operator, waitress, and collector. In the latter employment she earned about $40 a week during December 1961. Her employer stated that if she obtained a driver's license she

could be employed full time and become self-supporting. The mother admitted that she had two firm job offers during 1962 which she declined for the reasons stated above.

4. A 26-year-old ADC mother of five children had been receiving assistance payments since March 1960 for herself and three of her children; her other two children are under custody of the Child Welfare Division because of her claim that she is too "weak" to care for five children. She appeared to be physically able to work and admitted that she is. Also, it appeared that the lack of a child care plan should not prevent her from working inasmuch as it had not precluded her from being away from her home for entire nights at which times she either had had her children cared for by a neighbor or had left them unattended. She apparently has undisclosed resources as evidenced by the fact that she lives beyond the means afforded through her assistance payments. She acknowledged that she had relations with a man but contended that such relations were indulged in outside the home with a certain man whom she identified. The investigators, after three home visits and four other visits when they either were not admitted or could not interview the ADC mother because she was absent, and after a surveillance of the home at seven different times to detect arrivals and departures of persons, on being admitted early on a Sunday morning found a man in the ADC mother's bed. The ADC mother represented the man to be her brother but eventually admitted that he was the man she had previously acknowledged as having had relations with. The man was determined to be an employee of the Department of Public Welfare. At the time the assistance payments were discontinued they amounted to $132 a month.

5. A 25-year-old mother of four children, two of whom were fathered by two men other than her husband, had been receiving assistance payments since October 1956, the latest being $181 a month. Upon the investigator's first visit to the home, the mother admitted that she was employable, stated that she did not want investigators coming to her home, and voluntarily signed a statement requesting withdrawal from the ADC assistance program. After she signed the withdrawal statement she said:

"Now I can have all the men I want in my home and you men can't do a thing about it."

No eligible child in the home

In appendix VII, four cases are listed where no eligible child was found in the home. Also, in one of the cases it was impossible to clarify the living arrangements.

The following cases illustrate the situations in which this finding was disclosed.

1. An ADC mother with one minor child had been receiving assistance pay since December 1948, the latest payments being $88 a month. However, it was determined that the child was over 16 years of age and was no longer eligible for assistance since she had been officially removed from the rolls of the school she was supposedly attending.

Also living in the ADC mother's home was another daughter and her five children and a man who was the father of the youngest of these children. This daughter had also been receiving ADC assistance payments on behalf of herself and the five children. Although the case was not one of the cases included in the investigation sample, the recipients also were determined by the PAD to be ineligible for assistance on the basis of information disclosed during the investigation.

2. An ADC mother of one child had been receiving assistance payments since September 1953, the latest payments being $118 a month. Since August 1961, the child has been living and attending school in New York.

Refusal to cooperate

Listed in appendix VII are eight cases where the recipients were considered to be ineligible because the ADC mothers refused to cooperate with the investigators in their efforts to determine the facts with respect to the recipients' deprivation of parental support or care or with respect to the need for financial assistance. In six of the eight cases, additional ineligibility findings were present. In five additional cases, a refusal to cooperate was present but the recipients were considered to be ineligible for other reasons deemed to be more significant. Thus, the finding of refusal to cooperate existed in 13 cases.

Illustrative cases are—

1. An ADC mother of three children had been receiving assistance payments since November 1959. During the investigation of her case she submitted a

statement in which she indicated her wish to withdraw from the public assistance program because she did not want investigators coming to her home nor want to answer any questions about her business or household arrangements.

Prior to the time she submitted that statement, the investigators had disclosed certain facts which apparently were unknown to the PAD. These facts are—

(*a*) The mother of the ADC mother was living in the home.

(*b*) The ADC mother was paying $100 a month rent as opposed to $65 which she formerly had been paying at another address, but was receiving $50 a month from a tenant.

(*c*) Numerous articles of men's clothing were found in a hall closet opposite the ADC mother's bedroom.

(*d*) The ADC mother was working 4 days a week as opposed to the 2 days a week she had represented to PAD.

(*e*) Her "absent" husband lives directly across the street from her home.

The ADC mother failed to give satisfactory explanations concerning the articles of men's clothing found in her home, or the manner of acquiring two TV sets and two refrigerators also found in the home.

The PAD has determined that overpayments of $1,400 have been made and has referred the case to the Office of Investigations and Collections for recovery of the overpayments. At the time the assistance payments were discontinued, they amounted to $108 a month.

2. An ADC mother who had been receiving assistance payments since December 1958 on behalf of herself and two children admitted to investigators that she had been carrying on an affair with a man whom she has known for about 20 years and hopes to marry. Despite the frequency of her relationships with this man, which she states occurs about every weekend, she claimed she was unable to provide any information concerning him which would enable investigators to determine the extent of resources available through him. The assistance payments amounted to $142 a month at the time they were discontinued.

Miscellaneous

Listed in appendix VII are six cases which were considered to be ineligible because of findings other than those discussed hereinbefore.

These findings are—

1. A separation of convenience to enable the ADC mother to obtain assistance, rather than a real dissociation of the husband from the family and deprivation of the children of parental support.

2. The presence of coin-operated machines in the home as a source of income, the amount of which could not be ascertained.

3. An employable husband willing to return to the home but not permitted to do so by the ADC mother.

4. The unemployability of ADC mother's husband not established.

5. The failure of a returned husband of an ADC mother to register with the U.S. Employment Service.

Cases closed on the basis of findings disclosed subsequent to the investigation

Attached as appendix VIII is a list of eight cases in which the PAD determined that the recipients were ineligible, although the investigation of these cases did not disclose any information indicating ineligibility. However, the records pertaining to seven of these cases show that PAD's determination of ineligibility was based on events occurring subsequent to the investigation and that the determinations were proper under the circumstances involved in each case. The remaining case on this list was determined by PAD to be ineligible on the basis of findings disclosed by the investigation which in our opinion did not conclusively demonstrate ineligibility. However, we are not in a position to say the action was improper since a judgment factor was involved.

POLICE RECORDS OF ADULTS INVOLVED IN CASES INVESTIGATED

Incident to the investigation of the eligibility of recipients of financial assistance under the ADC program, we requested the Metropolitan Police Department, District of Columbia government, to conduct a name file search of the police records to ascertain the police record, if any, of the adult persons involved in 130 of the cases determined by the PAD to be ineligible. The information on four cases was not requested through inadvertence.

Following is a summary of the results of this record search, classifying the males involved into two categories: one, those men whose names appeared on case records as the husbands of the ADC mothers and the other, those men otherwise identified with the cases:

ADC mothers:	
Has an arrest record	31
Has no arrest record	99
No record check made through inadvertence	4
Total	134
Males:	
Husbands of ADC mothers:	
Has an arrest record	42
Has no arrest record	11
Total	53
Other than husbands of ADC mothers:	
Has an arrest record	40
Has no arrest record	18
Information insufficient to obtain record	7
Total	65
Total	118

The records furnished by the Metropolitan Police Department show that, of the 31 mothers who have police records, 21 had been arrested once, 8 had been arrested twice, 1 had been arrested 3 times, and 1 had been arrested 6 times. The charges included having an unleashed dog, drunkenness, disorderliness, stealing Government checks, and assault with a deadly weapon.

The records showed that 42 of the ADC mothers' husbands had been arrested a total of 358 times. Of the 42 men, 14 had a single arrest, 1 had 2 arrests, 3 had 3 arrests, 2 had 4 arrests, and 22 had 5 or more arrests with 3 of this group each having from 31 to 41 arrests. The records for the 40 other males involved in the cases showed a total of 247 arrests. Of these 40 men, 7 had a single arrest, 4 had 2 arrests, 2 had 3 arrests, 4 had 4 arrests, and 23 had 5 or more arrests with 1 of this group having 29 arrests. The charges in the cases of both groups of men included drunkeness, disorderliness, housebreaking, robbery, grand larceny, assault with a deadly weapon, manslaughter, and homicide.

PLACEMENT OF CHILDREN IN JUNIOR VILLAGE RESULTING FROM CASES CLOSED SUBSEQUENT TO INVESTIGATION

At our request the DPW made a check of the Child Welfare Division (CWD) files to determine the number of children that had been placed in Junior Village because of the discontinuance of financial assistance as a result of the ineligibility determinations.

The Director, DPW, informed us by letter dated June 13, 1962, that, while the CWD had given attention to the children in 28 of the cases investigated, in only 4 of the cases had any children been placed in Junior Village as a result of the investigation. He stated that, in the other 24 cases, some chidlren had been committed to the DPW as delinquents and had been placed by the CWD in Junior Village, private institutions, or foster homes but that such actions were not attributable to the investigation. The data submitted with the Director's letter showed that as of June 1, 1962, 16 children were involved in the 4 cases, that in 2 of the cases involving 5 children a question exists as to whether the family is actually destitute, and that further investigation by the Office of Investigations and Collections is warranted. Data pertaining to the four cases, as reported to us by the Director, is itemized below.

Case 1—From CWD records

Case opened on May 16, 1962, as the family was destitute. Woman's Bureau placed two of the children in Junior Village on May 15, 1962, and CWD placed the other child in Junior Village on May 16, 1962. All three children remain there.

Case 2—From CWD records

Case opened on May 10, 1962, by request of the mother who was referred by the Woman's Bureau because the mother was homeless. Two children were placed in Junior Village on May 10, 1962, and remain there.

Case 3—From PAD records

Three children were placed in Junior Village on May 1, 1962, as homeless. Referral was made by the Woman's Bureau. All these children remain there.

Case 4—From CWD records

Case opened on March 15, 1962, by request of the mother who was referred by the PAD. Six children were placed in Junior Village on March 16, 1962. Two children were placed in Junior Village on March 19, 1962. All eight children remain there.

In case 1 above the recipients were considered ineligible because the ADC mother was found to have been employed for the past 3 years. She was initially determined as qualified for assistance for the reason that she lacked a child care plan, notwithstanding the fact that she had worked for the same employer since 1959. Apparently this employment record was concealed from the social worker, as was the whereabouts of the father of her two youngest children.

In case 2 above the ADC mother was considered to be ineligibile because she was continuing a relationship with the father of her children. It was determined that he was unemployed. Although she had received a surplus food certificate, she had not picked up any surplus food since December 1961.

In case 3 above the ADC mother was determined to be living with a man in relationship similar to that of husband and wife. The man was unemployed and evidence was that he did not contribute to the household upkeep. The mother was 3 months in arrears in her rent and said she had no intention of paying it, although she first displayed what proved to be spurious rent receipts. The children were placed in Junior Village after the mother had been arrested for fighting in the street. They had been found unattended in the home on two different occasions by investigators.

In case 4 above the recipients were considered ineligible because the absence of the father of five of the children was one of convenience and not a clear dissociation from the family. This man is being sought by the police as a suspect in a holdup, having been identified by the victim. This fact may account for his absence since he was determined to have been in the home a few days before the initial visit by investigators.

EVIDENCE OF BAD FAITH ON PART OF ADC MOTHERS

The investigation definitely disclosed that reliance cannot be placed on the ADC mothers to reveal the actual conditions or circumstances which have a bearing on the recipients' eligibility for financial assistance. A specific review was made of 85 of the cases closed by the PAD subsequent to the investigation to determine the number of instances in those cases where the mothers had misrepresented facts or attempted to conceal existing conditions or situations. The review disclosed (1) 11 cases where a man was found hiding in the ADC mother's house—in the bedroom, sometimes under the bed; in a closet; or in the bathroom—or attempting to flee by the back door to evade questioning by investigators and (2) 8 cases of gross misrepresentation of information vital to determining the recipients' eligibility. Illustrative of the type of misrepresentation in these cases are: four cases where the ADC mother falsely identified the man found in the house as a relative or gave information concerning the man which further investigation proved to be false, and four cases where the ADC mother supplied rent receipts or other documents which proved to contain false information. In several of the latter cases there appeared to be collusion on the part of others to assist the ADC mother in her attempts to misrepresent her actual living conditions or circumstances.

We believe that the foregoing instances evidence that ADC mothers are obtaining and attempting to continue to obtain financial assistance for recipients when they are aware that disclosure of actual living conditions or circumstances to the PAD would reveal that they are not entitled to receive further financial assistance.

USE BY PAD OF CODE REASONS FOR CLOSING CASES

We have reviewed the "code reasons for closing cases" which have been assigned by the PAD to the 127 cases closed as of June 25, 1962, on the basis of ineligibility findings disclosed by the investigation. In our opinion the stated code reasons do not always reflect the actual reasons for terminating assistance and distort any statistical data which is based thereon.

Section 624.500 of the PAD Manual provides that the "classification of reasons for closing cases should reflect events that lead to ineligibility with respect to

need and the resulting discontinuance of asistance" and states that the codes used are "in conformity with the classification" issued by the Social Security Administration. These reasons classify cases into major groups as follows:

1. Those closed because of death.
2. Those no longer eligible with respect to need.
3. Those no longer meeting eligibility requirements other than need.
4. Those transferred to other assistance programs.
5. Those closed for other reasons.

Code number 00 is to be assigned to cases closed because of death, 01 to 54 to cases no longer eligible with respect to need, 71 to 79 to cases no longer meeting eligibility requirements other than need, and 90 to 94 to cases transferred to other welfare programs. Code Nos. 54, 79, and 94 are assigned to the general classification of "other" within the second, third, and fourth major groups. Where more than one reason exists for closing a case, the primary code reason is to be assigned.

Our review disclosed that, in 75 of the 127 cases closed, the assigned code reasons for closing the cases were not compatible with what we considered to be the primary reasons for ineligibility. For example, code 79 is required to be used when a case is closed because an eligibility requirement other than need, which is not specifically listed in codes 71–78, is no longer met. The PAD classified 62 of the 127 cases under code 79, whereas, in our opinion, only 23 should have been so classified. A more meaningful classification in the remaining 39 cases would have been as follows:

	Number of cases
Code 04, ADC mother employed	1
Code 11, return of absent employed father	10
Code 74, return of absent employable father	7
Code 73, parent no longer incapacitated	9
Code 72, refusal to comply with eligibility requirements	3
Code 94, unable to determine resources—extent of need underterminable	9
Total	39

On the other hand, five cases classified under other codes, in our opinion, should have been classified under code 79.

Another example of this situation relates to nine cases which PAD classified under code 90 (voluntary withdrawal when reason for such withdrawal is not known) whereas a more meaningful classification would have placed them in code classifications as follows:

	Number of cases
Code 11, return of absent employed father	1
Code 74, return of absent employable father	1
Code 73, parent no longer incapacitated	1
Code 72, refusal to comply with eligibility requirements	1
Code 79, no continued absence established	2
Code 93 other—unable to determine resources—extent of need undeterminable	3

It is significant to note that no code reason is prescribed for those cases closed because a recipient was improperly receiving aid. The code reasons provided imply that the changed circumstances in the recipients' situation arose at a time coincident with the closing of the case. We believe that a code reason should be provided for use in those cases that are closed because the recipient had been improperly receiving assistance. In this way, the cases closed because of improper receipt of assistance could be distinguished from those closed because of changes in recipients' conditions or circumstances.

Senator BYRD. I now insert in the record the District of Columbia Welfare Department's summary of findings resulting from the special investigation of the ADC cases.

(The document follows:)

Summary of Findings Special Investigation Aid to Dependent Children Cases

I. Introduction

The subcommittee of the Committee on Appropriations of the U.S. Senate in the Senate Report 993 on H.R. 8072, the District of Columbia appropriation bill, 1962, expressed its concern "over this upurge in grants and recommends that the Department establish, within available funds, a pilot project composed of at least five investigators to ferret out any so-called freeloaders who may be benefiting under the public assistance program."

On October 5, 1961, the Commissioners approved the Department's proposal for a special investigation project and the assignment to it of five experienced investigators from the Office of Investigations and Collections to conduct an intensive field investigation of a random sampling of ADC cases and GPA cases to determine the validity of these caseloads. The Commissioners also approved the establishment of an investigative committee at the department level to plan and direct the operation of this project. This committee was established under the chairmanship of the Deputy Director of Public Welfare and consisted of the investigations and collections officer, program officer, and the chief of research and statistics from the Department of Public Welfare. It also included the chairman of the Public Welfare Advisory Council, two representatives of the Internal Audit Office, District of Columbia, and a representative of the Office of the Corporation Counsel, District of Columbia. The committee developed the procedures and methods that were followed in the special investigation project. These procedures are set forth in appendix No. 1.

II. Selection of Random Sample

The ADC random sample for the special investigation project was selected by the chief of research and statistics from the statistical card file of ADC cases active as of September 30, 1961. These records showed 5,601 cases active at that time. A random sample was used because of the size of the caseload.

A standard method of selecting a random sample was used. A 10-percent sample was selected and then divided into two 5-percent samples by placing all odd numbered cards into one 5-percent sample and all even numbered cards into the other 5-percent sample. The first 5-percent sample was used for the special investigation project.

The random sample master list was held confidential and cases were furnished the special investigation project upon request without prior knowledge of the agency or of the project on what cases were to be furnished.

III. Special Investigation Project

The special investigation project under the direction of the investigations and collections officer was started on November 13, 1961. Assigned to the project, in addition to the investigations and collections officer, were five OIC investigators, a case evaluator, who was formerly a supervisor in the Public Assistance Division, and two clerks. The ADC random sample cases were forwarded from the Public Assistance Division to the project where they were reviewed by the case evaluator. The evaluator prepard a schdule of eligibility factors (app. No. 2) on each case and turned the schedule and the PAD case record over to the investigator. Individual cases were assigned to the OIC investigator who examined the case record and extracted any additional information thought to be pertinent to the investigation of the case. The investigator conducted an intensive investigation on each case, including in many instances surveillance of the recipient's home. He prepared a report of findings on each case based on the facts that he had uncovered. This report of investigative findings was forwarded by the project to the Assistant Chief of the Public Assistance Division for a decision on the agency action to be taken on each case. The PAD decision on action taken was returned to the special investigation project and was reviewed by the investigations and collections officer to assure concurrence by the project with the PAD decision. The special investigation project then reported the total action and findings to the investigative committee where statistical study of the factors involved in each case was made by the Chief of Research and Statistics.

Five additional investigators from the Department were assigned to the project February 4, 1962, making a total of 10. In order to further expedite the investigation, the Commissioners on March 1, 1962, requested the chairmen of the House and Senate subcommittees of the Committees on Appropriations for the District of Columbia to provide additional assistance. As a result, the committees arranged with the General Accounting Office to furnish additional staff for the project. Their investigators were assigned to work as a team with the welfare investigators. The combined operations started on March 15, 1962. By that time the welfare investigators had completed their review of 135 cases or 48.2 percent of the total sample. All field investigations were completed on May 1, 1962, and agency action on these cases was completed on May 15, 1962.

IV SUMMARY OF FINDINGS

Since the investigation extended over a 6-month period, it would be expected that during this period a certain number of the cases would be closed by the caseworkers through normal operational procedures. It was actually found that 9 cases were inactive at the time of selection and that 33 cases had been closed by the caseworkers by the time the case evaluator was ready to review them. These cases were not investigated. Two other cases were not investigated—one because the recipient was residing in the Department's Training Center and the other because the record erroneously indicated the case was closed. It was not until the project had been completed that it was found that the case was actually active. Therefore, 236 cases were reviewed by the special investigation project. Four cases were found to be ineligible as a result of the case evaluator's review, and 232 cases received full investigation. Of these 232 cases, 137 were closed subsequent to the investigation and 95 were continued on assistance.

Recapitulation

Total cases in 5-percent sample	280
Inactive at time of selection	9
Closed by caseworker before review	33
Not investigated	2
Total cases reviewed by special investigation project	236
Cases closed on basis of record review	4
Cases closed subsequent to field investigation	137
Continued on assistance	95

V. REASONS FOR CASES CLOSED (141)

There was a total of 141 cases closed as a result of the activities of the special investigation project. Four of these cases were closed on the basis of record review and 137 after full field investigation. These 141 cases involved 4,366.4 hours of investigation time or an average time spent on each case of 31 hours.

An analysis was made of the 141 closed cases to determine the principal factors of eligibility involved. Since the coded reasons for closing are based on the Department of Health, Education, and Welfare statistical reporting requirements, these are not always fully descriptive in relation to agency policy and regulations. Therefore, the chairman of the Investigative Committee and the Chief of Research and Statistics analyzed these cases and classified them in terms of the specific policy and regulation constituting the principal violation.

A. Cases closed on basis of record review	4
Mother employable	1
Incapacitated father now employable	1
Father returned to home	1
Inability to determine resources	1

B. Cases closed subsequent to field investigation 137

Continued absence and association	57
Incapacity of parent	3
Need not established	30
Mother employable	33
Voluntary employable	7
Other	7

1. Continued absence and association 57

In accordance with the policies and regulations as set forth in section 243.000 of the PAD Manual, a child is eligible for aid to dependent children in the District of Columbia if in need because of the death, incapacity, or continuous absence from the home of one or both parents. A parent is considered to be continually absent if he is known to be residing away from home under conditions which imply a definite dissociation from the normal marital relationship and from the normal exercise of parental custody and control of the children. Continued absence does not exist if the father is out of the home for the purpose of working elsewhere or even if he maintains separate quarters if he has free access to the home and continues to exercise the prerogatives of a husband and parent.

Parent is defined as a natural parent, stepparent, common law parent, and under agency policy children are ineligible when living in the home with their mother and a man regardless of whether such man is her husband or the father of her children if the man maintains a continuing relationship similar to that of a husband and father. Even when the man maintains a separate address, if he has free access to the home and acts as a substitute husband and father, the children are denied financial aid. Under District regulations ineligibility in these situations exists even though financial need may exist.

In analyzing cases in this group, various aspects of this policy were taken into consideration and cases were classified as follows:

(*a*) Continuing absence not established 39

In these cases evidence was found that a male person was actually living as part of the household. There were 23 in which the male person was a father of one or more of the children and in 16 cases he was not the father of any of the children.

(*b*) Continuing relationship 13

This group consists of cases in which the male person was not found to be a part of the household, but the relationship with the mother was found to be continuing to the extent that there was violation of that part of the policy relating to continuous association. In five of the cases the mother's association was with a man who was the father of one or more of the children. In eight of the cases the mother's association was with a man who was not the father of any of the children.

(*c*) Fathers returned 5

In five cases there was evidence that the father of one or more of the children who had been absent had returned to the home. One of the fathers was considered employable and four of them were employed.

2. Incapacity of parent 3

Children are eligible for ADC if the father, although in the home, is incapacitated. There were three cases found in which the fathers were no longer incapacitated.

3. Need not established 30

In accordance with agency policy, section 350.000 of the PAD Manual, it is required that in establishing need the agency must have factual and authentic information concerning an applicant's income and resources and that a person who refuses to supply, obtain, or authorize the worker to obtain information in this regard shall be considered ineligible.

Review of these cases shows that in most of them there was one or more possible sources of income and resources which could not be clarified.

4. Mother employable 33

In accordance with section 243.121 of the PAD Manual, a mother who is physically able to work is considered to be employable if she or the agency considers that satisfactory arrangements can be made for the care of her children. In this group of cases the agency found, based on the facts revealed in the investigation, that the mothers were no longer eligible in accordance with this policy.

5. Voluntary withdrawals 7

The seven cases in this group withdrew during the process of the investigation before sufficient facts had been established to determine eligibility. There were other withdrawals during the process of the investigation, but facts in these cases had been sufficiently established to classify them, and they have been included in the above groupings.

6. Other 7

There are cases in which either the children in the home are no longer eligible or there are no eligible children in the home. Specific reasons for closing the cases are as follows:

No eligible children in home	3
Court committed children	1
Children no longer in need	2
Relationship not established	1

VI. CHARACTERISTICS OF CLOSED CASES (141)

A. *Amounts of assistance*

Total amount of monthly grant given	$22,206.00
Average amount of monthly grant	157.49

In 62 of these cases, the monthly assistance grant was supplemented by other income which was known to the agency and had been deducted from the basic grant. Sources of income in these cases are as follows:

Contributions from father of child	44
Earnings of mother	5
Veterans benefits	5
OASDI	2
Contributions from 2 or more sources	6

B. *Length of time on assistance*

Total number of months cases received assistance	5,190
Average number of months on assistance since last opening	(1)

[1] 36.8 months or 3.1 years.

C. *Status of legitimacy*

Total number of children	538
Illegitimate	238
Legitimate	300

D. *Ages of children*

Total number of children	538
Age 17 to 13	84
Age 12 to 6	251
Age 5 to 0	203

VII. CASES CONTINUED ON ASSISTANCE (95)

Ninety-five cases investigated were continued on assistance. The total man-hours involved in these investigations was 2,838.4 hours or an average of 30 hours per case. Of this group 23 of the cases required no agency action. Twenty-one cases required change in the grant and in the remaining 51 cases, factors were revealed in the investigation which required the agency to take further action to clarify eligibility factors and resources.

A. *Cases requiring grant action* 21

In 2 of these cases the grant adjustment resulted in an increase—one for $6 per month and one for $44 per month. Adjustments in the other 19 resulted in decreased grants ranging from $9 to $96 per month with an average decrease per case of $53 monthly.

B. *Cases requiring administrative action* 51

The administrative action required in these cases involved further verification and clarification of eligibility factors. These are classified as follows:

Living arrangements	2
Employability of adult in recipient group	20
Potential resources of support	17
Continuing presence or relationship of man	4
Voluntary support or court support order	2
Overpayment	2
Other	4

C. *Amount of assistance*

Total amount of monthly grant given	$14,788.00
Average amount of monthly grant	156.00

D. *Length of time since last opening*

Total time since last opening	4,596 months
Average time per case since last opening	(1)

[1] 48.4 months or 4.4 years.

E. *Status of legitimacy*

Total number of children	325
Illegitimate	149
Legitimate	160
Unknown	16

F. *Ages of children*

Total number of children	325
Age 17 to 13	74
Age 12 to 6	154
Age 5 to 0	97

VIII. CONCLUSIONS

The committee considers that the method and procedures established for the operation of this project proved to be valid and except for a modification of the case review schedule decided that these same procedures would be followed in the investigation of the general public assistance cases. The committee further concludes that the Department of Public Welfare should give consideration to the incorporation of this type of investigation method into the regular departmental program to insure a continuous independent sampling in the various categories of public assistance. The Director of Public Welfare indicated that the Department is now formulating plans to accomplish this. These plans are being developed in conjunction with the task force appointed by the Commissioners to review PAD operation and policies, the Internal Audit Office, and other appropriate District agencies.

APPENDIX 1

INVESTIGATION PROJECT

I. PURPOSE

To investigate a scientific sampling of ADC and GPA cases; to investigate the eligibility of the recipients as disclosed by the case record and by field investigations; to make such other investigations as the Committee may determine; to evaluate the findings and to make such recommendations for future procedures as the Committee deems appropriate.

II. METHOD

(a) Five percent of the aid to dependent children caseload and 10 percent of the general public assistance caseload to be selected by scientifically random sampling.

(b) The records on these cases would be analyzed by an evaluator trained in the eligibility factors required by the statutes and regulations and field investigators would verify these factors.

(c) Findings to be evaluated and administrative action taken immediately on those found ineligible.

(d) Statistical analysis of all findings as well as all questionable cases to be referred to the Investigation Committee for further analysis and evaluation.

III. OPERATIONAL PROCEDURES

(a) A 5 percent random sampling of the September ADC active caseload and a 10 percent sampling of the general public assistance caseload to be made by the Office of Research and Statistics.

(b) A master control card file to be set up on these cases and maintained only in the Office of Research and Statistics.

(c) The eligibility evaluator will receive cases as needed from the administrative assistant of the Public Assistance Division. This will require that the Office of Research and Statistics will advise the administrative assistant in Public Assistance of the cases as they are required and she will be responsible for securing the cases from the active files without prior notification to the casework units concerned.

(d) The case evaluator will read the case record and analyze it, noting on a prepared schedule (see appendix 2) the factual information and items of eligibility involved in the particular case. This will then be immediately forwarded to the field investigator with the record.

(e) The field investigator will validate all items of eligibility regardless of whether or not any question has been indicated by the eligibility evaluator. The investigators will note on the attached schedule confirmation or lack of confirmation on the items concerned and will also report all irregularities found.

(f) If during the course of the investigation ineligibility is found, the eligibility evaluator will immediately refer this case to the Assistant Chief of the Public Assistance Division and will require within a specified time limit a report of action taken. Should it be found that in some instances the agency considers the case still to be eligible, the matter will be referred to the Chairman of the Investigation Committee who will make appropriate determination with the Committee. All cases will be forwarded to the Office of Research and Statistics for statistical evaluation.

(g) The findings of the project as summarized and analyzed will be reviewed by the Committee which will make recommendations as to further avenues of investigation dependent upon the nature and content of the findings.

Senator BYRD. At this point in the record I shall insert portions of pages 1416, 1417, and 1418 of the fiscal year 1963 hearings to indicate the method of selection of the ADC random sample and the results of investigation.

(The document follows:)

Mr. GALVIN. There were 280 cases in the sample, which would represent 100 percent. Forty-two were closed prior to review, or 15 percent of the total sample. Two were not investigated, or 0.7 percent of the sample, leaving a balance investigated of 236 cases representing 84.3 percent of the total sample.

Of this, four cases, or 1.43 percent, were found ineligible by a desk review of the case record. This left a balance of 232 that were investigated by field investigation, or 82.9 percent of the total sample.

The results on these 232 cases were 141 reported by PAD as closed, or 50.4 percent of the total sample.

That also represents 59.7 percent of the cases investigated. There were 95 cases that were continued eligible.

Senator BYRD. Ninety-five?

Mr. GALVIN. Ninety-five were continued eligible.

Senator BYRD. And what percent was this?

Mr. GALVIN. This would be 33.9 percent of the total sample, or 40.3 percent of the field investigations.

Of the ones that continued eligible, the grant was adjusted in 20 cases, or 7.2 percent of the total sample, and 8.5 percent of the cases investigated.

Senator BYRD. The grant was adjusted in what number of cases?

Mr. GALVIN. In 20, sir.

Senator BYRD. In 20 cases?

Mr. GALVIN. Yes. And this was 7.2 percent of the total sample and 8.5 percent of the cases investigated.

Administrative action was required on 52 cases, which is 18.5 percent of the total sample, or 22 percent of the cases investigated. No infractions whatsoever were found on 23 cases, that is, 8.2 percent of the total sample, and 9.7 percent of the cases investigated.

Senator BYRD. In how many cases were no infractions found?

Mr. GALVIN. In 23 cases.

Senator BYRD. And this was what percent?

Mr. GALVIN. This was 8.2 percent of the total sample and 9.7 percent of the cases investigated.

MEANING OF RANDOM SAMPLE

Senator BYRD. Tell us what a random sample means.

Mr. GALVIN. A random sample is a percentage of a total universe, in this case the universe would be 5,601 cases of the ADC caseload. A random sample is a scientific selection at random of a certain percentage of this caseload. This represents, depending on the size of the sample, the percentage of the caseload, and would be reflected exactly as the caseload is reflected.

In other words, a 5-percent sample of this size would be sufficient to be within a probable error of plus or minus 5 percent.

Senator BYRD. Would you say that a 2-percent sample could be considered as a dependable sample?

Mr. GALVIN. In this size caseload, yes, sir; 2 percent.

Senator BYRD. Could 2 percent be accepted as a dependable sample?

Mr. GALVIN. Depending upon how many answers to how many questions you wanted. This also governs the size of the sample. In the particular sample that we have selected, for the answer to the questions that were required, 5 percent was deemed better than a 2-percent sample. There were too many questions to be answered for a 2-percent sample.

Senator BYRD. Considering the size of the caseload, and taking into consideration the number of questions that were involved, and the amount of information that you sought, do you think that the 5-percent sample was entirely adequate?

Mr. GALVIN. Thoroughly so, sir.

Senator BYRD. Do you agree with that, Mr. Lang?

Mr. LANG. Absolutely.

SELECTION OF RANDOM SAMPLE

Senator BYRD. Tell us how this sample was selected.

Mr. GALVIN. Mr. Lajewski did the selection.

Mr. LAJEWSKI. Sir, when this investigation was proposed, there was the question, as to what was to be the basis of our selection. We could have either selected the payroll or the statistical caseload. It was my decision, I think, to use the caseload rather than the payroll because there are many cases that are not on the payroll which are active and which might receive assistance subsequently.

So we thought in order to get a representative sample we should take the statistical caseload. At the end of September we had 5,601 cases in this caseload. We selected a number at random, from 1 to 10, because, as I indicated in previous testimony, we thought originally that a 10-percent sample would be necessary. Therefore we selected a number at random from 1 to 10—I recall the number to have been 7—and then we proceeded to begin with the 7th case in the caseload and select 10 percent, every 10th case after that to be included in the sample.

Subsequently we subdivided this sample into two units, that is, taking each alternate case so that we obtained a 5-percent sample.

Senator CASE of New Jersey. Was this alphabetically?

Mr. LAJEWSKI. The cards from which we selected the cases were arranged alphabetically. And I think the point to be made is that in making a random selection we provided every case a chance to be selected. It eliminates all bias in the selection.

Senator BYRD. You say the size of the ADC caseload at that time from which the random sample was selected was 5,601?

Mr. LAJEWSKI. That is right.

RESULTS OF INVESTIGATION

Senator BYRD. Now, Mr. Galvin, lay in the record for us the results of the investigation percentagewise and numerically.

Senator BYRD. With reference to the special investigation of the ADC caseload, Mr. Galvin explained the conduct of the investigation during the fiscal year 1963 hearings. I shall insert in the record at this point extracts from the fiscal year 1963 hearings (from pp. 1418, 1419, 1420, 1421, and 1422).

(The document follows:)

CONDUCT OF INVESTIGATION

Senator BYRD. Tell us how you went about conducting this investigation?

Mr. GALVIN. We used the normal investigative techniques, including checks of police records, criminal records, drivers' permits, automobile registration, and records of the hackers bureau. We verified in all cases all factors of eligibility unless the case was found ineligible before completion of the full investigation. The verification of the children's births was made either at the Bureau of Vital Statistics of the District of Columbia or from hospital records. In some cases, in checking the hospital records to ascertain the father of the child, we found that the father of the child named to the agency was different from the father of the child or children given to the hospital. These instances provided leads for the investigators to correctly identify or locate the allegedly missing man.

In all cases each child was physically seen to establish without a doubt that the child was actually present and living in the home. In some cases the children were not present and not living with the client. This was determined when the child was not present and could not be produced.

A credit check was made on each of the clients, which produced information or leads that helped to prove employment, other resources, or possibly a continuing relationship with a man.

MAN IN HOUSE

We visited homes in every case. In a number of these home visits a man was found in the home living there in a relationship similar to that of husband and wife. We established this not only by what transpired on the home visit, but also from checks with merchants, real estate agents, utility companies, which disclosed buying of items together from the furniture stores, utilities in the name of the man, or the rental contract by the man and the woman as man and wife. Often the man found was the father of the children.

In some cases he was the allegedly absent parent of the children; that is, the parent with whom the recipient had been living prior to coming on assistance, and who, she alleged when she applied, was absent and his whereabouts were unknown.

In these cases the recipient had not notified the agency that the absent man had returned to the home.

SURVEILLANCE OF HOMES

The field investigation of the 232 cases included surveillance at odd hours of the homes of the recipients to determine what activities were transpiring in and about the home. It also included visits to the homes of the recipient. In all such home visits the investigators identified themselves both by name and by identification cards.

They requested permission to enter the home, and explained the purpose of their visit to the homes. In all cases they requested permission of the recipient to inspect the premises to determine what the actual living arrangements were. This inspection included going with the recipient to each room. This inspection of the living arrangements of the recipient enabled the investigator to establish the existence of, in some cases, two or more telephones, TV's, and other items which were not in accordance with the resources of the client or with the living arrangements as outlined in the PAD case record.

Senator BYRD. Were your investigations generally carried out on weekends?

Mr. GALVIN. All during the week, sir, also on weekends.

PARTICIPATION BY GAO INVESTIGATORS

Senator BYRD. How did the General Accounting Office investigators participate in this operation?

Mr. GALVIN. They operated as a team with the Department of Public Welfare investigator. A case was assigned to the team, and both team members were responsible for the case, for all action that was taken on the case, and for the report that was submitted.

They also at the same time operated independently in other checks that they were making.

Senator BYRD. How many men were on a team?

Mr. GALVIN. Two, sir.

Senator BYRD. Twe men on a team?

Mr. GALVIN. Yes.

Senator BYRD. One from the Public Welfare Department and one from the General Accounting Office?

Mr. GALVIN. Yes, sir. There were no home visits made without a GAO investigator being present once the GAO came in.

Senator BYRD. And, prior to their coming in, how many men were on a team?

Mr. GALVIN. There were no teams; they were just individual investigators. They teamed up at night and on Saturdays or Sundays if necessary. There were also two men on every home visit.

Senator BYRD. And you say you went to every room in the apartment or home if the recipient permitted you to do so?

Mr. GALVIN. That is right, sir.

RECIPIENT'S OBJECTION TO INVESTIGATION RESULTED IN CLOSING CASE

Senator BYRD. Suppose the recipient objected to your coming in, what happened?

Mr. GALVIN. We immediately withdrew. We had several of those cases, and they were closed on refusal to cooperate. One of the requirements in the District is that the applicant for public assistance sign that she is willing to permit any investigation that the Department of Public Welfare deems necessary.

Senator BYRD. So the recipient understands this when she first applies, and is approved. She understands that she is to permit investigators from the Department to come to her home and to ask questions and to look about the home; is that correct?

Mr. GALVIN. Yes, sir. This is not only for the investigation service or the investigator, this is also for the benefit of the social worker. The social worker, in checking eligibility, has a number of checks that she has to make to prove eligibility. At the time that the applicant applies for assistance, they not only sign this form, they also have the form read to them, and the worker also explains the purpose of the investigation service and what it means. They are given the opportunity at any time to withdraw which automatically cancels the investigation.

* * * * * * *

Senator BYRD. Did your investigation of the rooms throughout the apartment and the home include the investigation of the bathroom?

Mr. GALVIN. Yes, sir; we investigated them. This was necessary. We found some men hiding in the bathrooms.

Senator BYRD. What was the general attitude of the recipient toward the investigation?

Mr. GALVIN. As a whole they were cooperative. We had, I believe, eight cases that refused to cooperate out of the 280. That would be 2.5 percent?

Senator BYRD. Were any difficulties encountered during the investigation?

DIFFICULTIES ENCOUNTERED DURING INVESTIGATION

Mr. GALVIN. We had difficulties with the mileage, particularly after the General Accounting Office came. We have a limitation in the District of $25, which is 313 miles at 8 cents a mile, and we were driving 500 and 600 miles. This limitation——

Senator CASE of New Jersey. Are you talking about a week?

Mr. GALVIN. No; this is a month, sir.

That was one of the difficulties.

Another is that several agencies under their regulations did not allow access to their records. These were the U.S. Employment Service, the Unemployment Compensation Board, and the Veterans' Administration.

Also the telephone company.

RECORDS OF UNEMPLOYMENT BOARD NOT AVAILABLE FOR EXAMINERS

Senator BYRD. Is this a general policy of the U.S. Employment Service not to allow access to its records?

Mr. GALVIN. I talked to Mr. Hetzel, and he said it is part of their law. We tried in the GPA sample to secure data from USES. This is where we were involved with it more than in ADC. Mr. Hetzel said that it would be impossible even for GAO to get information from their records.

* * * * * * *

Senator BYRD. And what is there about the Unemployment Compensation Board?

Mr. GALVIN. A number of people could possibly be working or had worked, and these would be leads to employment and resources, but we had no access to the records of the Unemployment Compensation Board.

* * * * * * *

Mr. GRAY. May I speak to that point, sir?

It is our understanding from Mr. Lickey, who is the Executive Director of the District Unemployment Compensation Board, that this is a provision of law, and that they are prohibited by law from giving us or any other agency this information. As Mr. Galvin has said, it is possible for us to get it on a limited basis by referring the individual man or woman to their office, and they report to that individual, who in turn reports back to us. We have had discussions with Mr. Lickey about this total situation, and he is agreeable to a plan whereby if we can draft the proper legislation, there would be a remedy submitted to the Congress which would correct this situation.

Senator BYRD. At this point I shall insert in the record information extracted from pages 1435–1436 of the fiscal year 1963 hearings in order to bring forward certain information with reference to the criminal records of ADC recipients involved in the special investigation.

(The information follows:)

INVESTIGATED CASES WITH CRIMINAL RECORDS

Senator BYRD. Now, how many of these recipients who were investigated had criminal records?

Mr. GALVIN. I don't have that figure.

Senator BYRD. Mr. Lang.

Mr. LANG. We don't have a record of all of the cases, but we checked to 134 of the 141 cases that were closed, and we came up with data which shows that of the mothers, 31 of the 134 had an arrest record, 99 had no arrest records, and 4, we just did not have enough information.

Senator BYRD. How about information on the males?

Mr. LANG. Of the husbands of the mothers, 42 had arrest records, and 11 had not.

Of individuals, the males who were not husbands of the mothers, 40 had arrest records, 18 had no arrest records, and 7 the information could not be obtained because of insufficient data.

Senator BYRD. Now, of the 31 mothers who had police records, how many had been arrested twice?

NUMBER AND CAUSES OF ARRESTS

Mr. LANG. Of the 31 mothers who had police records, 21 had been arrested once, 8 had been arrested twice, 1 had been arrested 3 times, and 1 had been arrested 6 times.

Senator BYRD. And what did the charges include?

Mr. LANG. The charges included that of having an unleashed dog up through drunkenness, disorderliness, stealing of Government checks, and assault with a deadly weapon.

Senator BYRD. Give us the total number of arrests for the 42 husbands.

Mr. LANG. Of the 42 husbands of ADC mothers, a total of 358 arrests were shown by police records. Of these 42 men, 14 had a single arrest, 1 had 2 arrests, 3 had 3 arrests, 2 had 4 arrests, and 22 had 5 or more arrests, with 3 of these 22 having as many as 31 to 41 arrests on their record.

Senator BYRD. What can you tell us about the records for the other 40 males involved?

Mr. LANG. Of the other 40 males, there was a total of 247 arrests shown on the records. Of these 40 men, 7 had single arrests, 4 had 2 arrests, 2 had 3 arrests, 4 had 4 arrests, and 23 had 5 or more, with 1 of the 23 having 29 arrests.

Senator BYRD. What do the charges include for both groups of men?

Mr. LANG. For both groups of men the charges include drunkenness, disorderliness, housebreaking, robbery, grand larcency, assault with a deadly weapon, manslaughter, and homicide.

Senator BYRD. Can you tell us anything about the convictions on these charges?

Mr. LANG. No, sir; we were unable to determine that from the sources available to us. This was a police headquarters record and the outcome of the charges was not always shown, so we did not feel that we could come up with any sort of a reliable statistic.

Senator BYRD. At this point in the record I shall insert a survey of the ADC random sample as sent to Mr. Donald D. Brewer, the then Acting Director of Public Welfare, in a memorandum dated March 27, 1963.

(The document follows:)

GOVERNMENT OF THE DISTRICT OF COLUMBIA,
DEPARTMENT OF PUBLIC WELFARE,
OFFICE OF INVESTIGATIONS AND COLLECTIONS,
March 27, 1963.

Memorandum to: Mr. Donald D. Brewer, Acting Director of Public Welfare.
Subject: Survey ADC random sample.

A survey was made in January 1963 to determine the status of 141 cases reported closed by Public Assistance Division of the cases investigated in the ADC random sample. According to a check made at Registration and Files, field administrative office in January 1963, 11 of these cases have not been closed. All other cases were closed no later than July 1962. A check with Public Assistance Division disclosed that three of these 11 should have been closed.

One had not been closed because the closing notice had not been sent to Registration and Files; however, no payment had been authorized since June 1962. One case had not been recorded as closed by Registration and Files although the closing notice had been sent there. The third case had been recorded as closed but incorrect information had been furnished OIC on the case status, due probably to the fact that the client had reapplied for assistance in September 1962 and is currently an active case.

Of the eight cases never closed, six were reinstated as a result of the appeal decision and two were not closed because of changes in the living situation of the clients.

It was ascertained that in 77 (54 percent) of the cases the clients were still living at the same address, including 5 of those cases which were never closed and 10 of the reapproved cases; 64 had moved to a new address, including 3 of those never closed and 6 of the reapproved cases. The families that moved included six who moved out of town, one who is in prison, and two who are in the Department of Public Welfare Residential Training Center.

Of the 133 cases closed, 46 (35 percent) have reapplied for assistance; 16 (12 percent) of those applications were approved; 25 (19 percent) rejected; and 5 (4 percent) are pending agency decision.

It was ascertained that rent had been paid for the month of January by 86 of the families, including 8 families whose cases have not been closed and 13 who had reapplied and been approved for assistance. The January rent had not been paid by 47 of the families, including 3 who had reapplied and been approved for assistance. The rent situation in eight cases could not be determined.

In the three families who had reapplied and been approved, two were delinquent only for the current month and the third was delinquent for 3 months. This client had been in arrears $271 at the time of the prior investigation in December 1961, and is currently in arrears $222.50.

In the other 44 cases in which the rent is delinquent, the situation is as follows:

One week or less: four families, including one owing a week's rent when the family moved out of the District and whose present address is unknown.

Two weeks: two families.

Three weeks: one family.

One month: twenty-four families.

Five weeks: one family.

Six weeks: two families.

Seven weeks: one family.

Two months: five families, including one who moved out of the District in June 1962.

Three months: four families, including one who moved out of the District in October 1962, and another who was in arrears at the time of the move. Neither of the present addresses are known.

Thirty-three (70 percent) of the 47 who were delinquent in the rent were in arrears only for the current month or for a part of the current month.

Sixty-five (56 percent) of the 117 families not currently receiving assistance were paid up to date on their rent and 31 (26 percent) were 1 month or less in arrears. Nine (8 percent) were in arrears for 5 weeks to 2 months, four (3 percent) in arrears for 3 months and the rental situation could not be ascertained in eight (7 percent) cases.

A complete list was obtained from the Child Welfare Division of all children placed in Junior Village between November 1961 and January 25, 1963, whose cases were closed in the ADC random sample investigation. This list of 45 children from 14 families which is attached as schedule A, contains names of children whose placement in Junior Village is not as a direct result of the social worker's decision to close the case based on the investigation reports; e.g., two children turned over to the Department because the grantee relative no longer wanted to care for them. Twenty-three children are still at Junior Village.

There are two cases in the ADC random sample investigation which was continued on assistance but the children were placed in Junior Village. In one of the cases, three children were placed in March 1962, and are still there. In the other case, two children, were placed in September 1962 and were later placed in foster homes where they still are.

Fifty of the one hundred and forty-one families are receiving surplus food. Included in this group are—

Six of the eight families whose cases were never closed.

Thirteen of the sixteen reapproved cases.

One of the five pending applications.

Only 31 (26 percent) of the 117 cases not currently receiving public assistance are receiving surplus food. Of the 31, 21 families live at the same address and 10 have moved. Eighty-six not currently receiving public assistance are also not receiving surplus food. Forty-one of these families live at the same address and 45 have moved.

WILLIAM R. GALVIN.
Investigations and Collections Officer.

76-945—67—pt. 2——50

SCHEDULE A.—*Children placed in Junior Village whose cases were closed in ADC random sample investigation*

SIP [1] Number	Date of last check	Date case closed	Date placed in Junior Village	Number of children placed	Date released and to whom	Still at Junior Village	Remarks
7	Dec. 1, 1961	Feb. 6, 1962	Dec. 6, 1961	2	1 to DTS on May 24, 1962	1	Case closed but not as a result of special investigation project (SIP) report. Grantee relative no longer wanted to care for children and turned them over to Department.
27	do	do	Mar. 7, 1962	2	May 1, 1962—F.H.	0	Former recipient is currently employed and is not receiving surplus food. Her rent is 1 week ($7) in arrears.
19	Feb. 1, 1962	Apr. 18, 1962	Mar. 16, 1962 Mar. 19, 1962	6 2		8	Mother was pregnant when she placed the children with CWD. Mother has 3 children with her. She is living with paramour and father of several children. Recipient is not receiving surplus food. She has moved and the rent is paid up to date.
202	Apr. 1, 1962	May 8, 1962	June 6, 1962	6	1 on Dec. 14, 1962, to mother.	5	Mother reapplied for assistance and was rejected on Oct. 31, 1962. Recipient is not receiving surplus food and is living rent free in her new address.
103	Mar. 1, 1962	Mar. 20, 1962	May 15, 1962 do	2 1	3 on Sept. 28, 1962, to mother.	0	Mother has been employed several years without notifying agency. Mother reapplied for assistance on May 23, 1962, but was rejected. Recipient is not receiving surplus food. She has moved to a different address where her rent is currently paid up. She is currently employed.
104	Jan. 1, 1962	Apr. 16, 1962	May 10, 1962	2		2	Reapplied for assistance. Rejected twice, May 23, 1962, and Oct. 10, 1962. Reapplied and was approved on Nov. 29, 1963. She was at the DPW Residential Training Center.
85	Feb. 1, 9162	Mar. 6, 1962	June 11, 1962	3	1 on Oct. 7, 1962, to mother... 2 on Dec. 23, 1962, to mother.	0	Reapplied for assistance, and was rejected on Sept. 18, 1962. Recipient not receiving surplus food. She has moved and her rent is paid up to date.
279	May 1, 1962	June 1, 1962	June 20, 1962	4	4 on July 13, 1962, to mother..	0	Reapplied for assistance on July 2, 1962, and approved on July 5, 1962.
246	Apr. 1, 1962	May 7, 1962	July 18, 1962	5	5 on Aug. 3, 1962, to mother..	0	Reapplied and was rejected on Dec. 31, 1962. Recipient is receiving surplus food. Has moved to a new address and is 1 month in arrears in her rent.
265	May 1, 1962	May 31, 1962	July 30, 1962	3	1 on Oct. 22, 1962, to mother..	2	Recipient is not receiving surplus food and lives rent free with relatives. She is currently employed.
144	May 1, 1962	May 3, 1962	Sept. 22, 1962	1	1 on Nov. 1, 1962 to mother..	0	Reapplied and was rejected on July 23, 1962, Aug. 27, 1962 and Sept. 28, 1962. Recipient is receiving surplus food. She has moved to a new address and her rent is paid up to date.
64	Feb. 1, 1962	Mar. 26, 1962	Oct. 24, 1962	2		2	Reapplied and was rejected Dec. 6, 1962. Recipient is not receiving surplus food.
100	Apr. 1, 1962	Apr. 19, 1962	Jan. 7, 1963	1	1 on Jan. 29, 1963 to Cent. Un. Mission.	0	Recipient is not receiving surplus food. Has moved to a new address. Her rent is in arrears 1 month. She is living with a man at the new address.
236	June 1, 1962	June 4, 1962	Jan. 17, 1963	3		3	Reapplied and was rejected on Nov. 4, 1962. Recipient currently receiving surplus food. She is living at a new address and is 3 months in arrears in her rent.

[1] Special investigation project.

Senator BYRD. At this point in the record I shall include a copy of the Comptroller General's special report to the Subcommittee on the District of Columbia, Committee on Appropriations, U.S. Senate, dated September 6, 1962, with reference to a special investigation of the general public assistance program in the District of Columbia.

(The report to follows:)

SPECIAL REPORT TO THE SUBCOMMITTEE ON DISTRICT OF COLUMBIA, COMMITTEE ON APPROPRIATIONS, U.S. SENATE

COMPTROLLER GENERAL OF THE UNITED STATES,
Washington, September 6, 1962.

HON. ROBERT C. BYRD,
Chairman, Subcommittee on District of Columbia,
Committee on Appropriations, U.S. Senate.

DEAR MR. CHAIRMAN: Herewith is our report on the investigation of selected cases under the general public assistance (GPA) program, administered by the Public Assistance Division (PAD), Department of Public Welfare, District of Columbia government, August 1962. We participated in the investigation pursuant to your request of May 3, 1962.

The investigation of 68 GPA cases disclosed that, on the basis of the eligibility requirements and need standards prescribed by the Board of Commissioners, the recipients in 53, or 78 percent, of the cases were ineligible for financial assistance under the GPA program but that in 13 of the 53 cases the recipients were eligible for assistance under the aid to the permanently and totally disabled program.

The results of the investigation lead to the conclusions: (1) That the PAD had not taken the required actions necessary to determine whether or not recipients of financial assistance are eligible for continued assistance under the GPA program or are eligible for assistance under another public welfare program; (2) that reliance cannot be placed on recipients to inform the PAD of actual conditions or circumstances which have a bearing on their eligibility for financial assistance; and (3) the GPA cases not covered in the current investigation should be investigated to determine whether or not the recipients are eligible for the financial assistance they are receiving under the GPA program or are eligible for financial assistance under another public welfare program.

We believe, as stated in our earlier report to you on the investigation of selected cases under the aid to dependent children program, that there is a definite need for instituting a continuing field investigation program to determine the eligibility of the recipients of financial assistance under the GPA program for such assistance and the effectiveness of the PAD's administration of the program.

Sincerely yours,

JOSEPH CAMPBELL,
Comptroller General of the United States.

SPECIAL REPORT ON INVESTIGATION OF SELECTED CASES UNDER THE GENERAL PUBLIC ASSISTANCE PROGRAM, DEPARTMENT OF PUBLIC WELFARE, DISTRICT OF COLUMBIA GOVERNMENT, AUGUST 1962

(By the Comptroller General of the United States, September 1962)

The General Accounting Office has participated with the Department of Public Welfare (DPW), District of Columbia government, in an investigation of selected cases administered by its Public Assistance Division (PAD) under the general public assistance (GPA) program to determine the facts having a bearing on the eligibility of the recipients for assistance under the eligibility factors and need standards, as prescribed by the Board of Commissioners, and to establish whether, on the basis of the facts, the recipients are eligible for such assistance. The General Accounting Office participated in the factfinding phase of the investigation pursuant to the request on May 3, 1962, of the chairman, Subcommittee on District of Columbia, Senate Committee on Appropriations.

The purpose of the general public assistance program, as indicated in departmental regulations and the PAD manual, is to provide assistance to needy persons who are unemployable, but who are not eligible for assistance under a program in which the Federal Government participates financially, and to help

them, as far as possible, to become self-supporting. The program is conducted under authority contained in appropriation acts for the District of Columbia which provide for the relief and rehabilitation of indigent residents.

The PAD Manual provides that an unemployable person to be eligible for assistance (1) must be between the ages of 16 and 65 (2) must have been a resident of the District of Columbia for at least 1 year, and (3) must lack income or other resources sufficient to meet his subsistence requirements determined on the basis of budget standards prescribed by the Board of Commissioners. The manual defines an unemployable person as one who has a physical or mental disability which precludes him from working full time, that is, 40 hours a week, in competitive employment. The manual specifically provides that assistance shall be denied to a person who is eligible for benefits under a program but who does not apply for such benefits or who refuses recommended treatment (other than surgery) or rehabilitation services which may aid him in regaining or increasing his earning capacity. The manual contains detailed procedures, criteria, and instructions for determining the eligibility of a person for public assistance and the amount of assistance.

The Department of Public Welfare investigation of the GPA cases in which we participated was undertaken pursuant to a request of the Senate Committee on Appropriations in its report on House Bill 8072,[1] a bill to provide appropriations for the District of Columbia for 1962. That request pertained also to an investigation of aid to dependent children (ADC) cases in which we participated and submitted a report (B–25435) on July 26, 1962, to the chairmen, Subcommittees on District of Columbia, Senate and House Committees on Appropriations, pursuant to a request on March 6, 1962. The planning, direction, and conduct of the investigation of the GPA cases were carried out generally along the same lines as those set forth in the aforementioned report on the investigation of the ADC cases.

INVESTIGATIVE FINDINGS AND ACTIONS TAKEN

The PAD Office of Research and Statistics selected for investigation—on a random sampling basis—80 cases from the March 1962 GPA welfare rolls exclusive of cases involving incompetents, persons in foster or nursing homes, and Cuban refugees, which cases were specifically exempted from the scope of the requested investigation. Of these cases, nine had been closed prior to the commencement in June 1962 of the investigation and three cases were not investigated—two cases because the recipients were incompetent and one case because the recipient lived outside the District of Columbia. Therefore, the investigation actually pertained to 68 cases—approximately 5 percent of the GPA caseload exclusive of cases exempted from the scope of the investigation.

By August 21, 1962, the PAD had informed us that their eligibilty determinations, based on the investigative findings and certain events occurring subsequent to the investigation, had resulted in the following actions with respect to the 68 cases investigated:

	Number of cases	Percent of total cases
Financial payments continued under the GPA program but adjustments considered necessary:		
Adjustments in payments based on existing need	6	
Miscellaneous administrative adjustments	7	
Subtotal	13	19
Financial payments discontinued under the GPA program:		
Ineligible for public assistance	40	
Eligible for public assistance but under the aid to the permanently and totally disabled program	13	
Subtotal	53	78
Financial payments suspended under the GPA program pending:		
Submission of medical information	1	
Definite determination of resources	1	
Subtotal	2	3
Total	68	100

[1] S. Rept. 993, 87th Cong.

Financial assistance payments continued under the GPA program

The investigation disclosed information which resulted in the PAD's determining that the recipients in 13, or 19 percent, of the 68 cases investigated are eligible for continued financial assistance. However, adjustments in the amount of the assistance payments were necessary in six cases and some administrative action was required in seven cases to bring them into conformity with the PAD Manual requirements.

Financial assistance payments discontinued under the GPA program

The PAD determined that in 53 cases, the recipients were ineligible for financial assistance under the GPA program—in 51 cases on the basis of investigative findings, and in 2 cases in the basis of events occurring subsequent to the investigation; but that in 13 of the 53 cases the recipients were eligible for assistance under the aid to the permanently and totally disabled (ADTP) program. The investigation disclosed that these 13 cases either had not been referred to the medical review team (MRT) for a determination of eligibility under the APTD program, or had not been transferred to the APTD program upon the MRT's determination of eligibility under that program.

The 38 cases in which the recipients were determined by the PAD to be ineligible for financial assistance under the GPA program on the basis of the investigative findings are classified in the following table according to the investigative finding which, in our opinion, had the most significant bearing on the recipient's eligibility.

Recipients	*Number of cases*
Employed	12
Employable	6
Resources undeterminable and/or unreported	12
In District hospitals	3
Failure to cooperate	4
Failure to meet residence requirement	1
Total	38

Recipients employed.—The investigation disclosed that the recipients of financial assistance in 12 cases were employed—in 5 cases full time and in 7 cases part time.

The earnings of two recipients who were employed part time were equal to, or in excess of, their subsistence requirements computed on the basis of the prescribed standards. The earnings of the other five recipients who were employed part time could not be determined.

The PAD Manual, in section 352.321, provides that a recipient who is able to work part time and who is engaged in an occupation where it is not possible to obtain accurate, reliable information concerning the amount of his earnings shall be ineligible for assistance. The manual, in section 350.000, provides also that a recipient who refuses to, or does not, clarify the extent of his earnings shall be ineligible for assistance.

The PAD determined, on the basis of the investigative findings, that the 12 recipients were ineligible for continued financial assistance—in 5 cases because the recipients were employed full time, in 2 cases where the recipients were employed part time because there was no need for assistance, and in 5 cases where the recipients were employed part time because the need for assistance could not be established.

Recipients employable.—The investigation disclosed five cases where the recipients were receiving financial assistance and one case where the financial assistance payments to the recipient had been temporarily suspended although the case files contained no evidence that their eligibility for such assistance had been reestablished as required by the PAD Manual. The manual, in section 245.130, requires that the eligibility of a recipient for financial assistance under the GPA program must be reestablished periodically on the basis of a medical determination of unemployability.

The PAD subsequently obtained current medical reports for the six recipients and, on the basis of an evaluation of the reports, determined that they were employable and no longer eligible for financial assistance. The payments were thereupon discontinued.

Recipients' resources undeterminable and/or unreported.—The investigation disclosed evidence, in 12 cases, where the recipients had available resources that

had not been reported to the PAD. Also, the extent of such resources could not be determined. The recipients in two cases had obtained part-time employment in performing odd jobs, in two cases either were receiving or were eligible to receive statutory benefits equal to the amount of their assistance payments, and in the remaining eight cases either were living on a scale beyond that possible under the financial assistance being provided, were obtaining assistance from relatives or friends, or had other resources.

In each of these cases, the recipients were either unwilling or unable to clarify their resources. Therefore, it was impossible to definitely establish that a need for financial assistance existed. The PAD Manual, in section 350.000, specifically provides that in such situations assistance shall be denied to recipients.

Recipients in District hospitals.—The investigation disclosed three cases that had not been closed, although the recipients had been admitted to a public institution for an indefinite or indeterminate period—two to the Glenn Dale Hospital and one to the District of Columbia General Hospital.

Recipients' failure to cooperate.—The investigation disclosed four cases where the facts clearly showed that the recipients were ineligible for continued financial assistance under the GPA program because they had not kept the PAD informed of their whereabouts and/or refused to accept rehabilitation services. A synopsis of these four cases follows:

1. The investigation disclosed that since December 1961 the recipient had not lived at the address of record in the case file to which the monthly assistance payment checks had been mailed up to May 1962 when payments were suspended pending a redetermination of eligibility for continued assistance. As a result of the investigative finding, the PAD discontinued assistance on the basis of loss of contact. Since December 1960, the date of the last PAD approval of the recipient's eligibility for financial assistance, the recipient had been arrested 12 times for drunkenness, disorderly conduct, or other charges, the latest arrest for drunkenness, which occurred during the period of the investigation, resulting in his being sentenced to the Occoquan workhouse for 30 days.

2. The investigation resulted in locating the recipient's husband and in the recommendation to the PAD that he be contacted with regard to supporting his wife. The investigation disclosed, also, certain questionable circumstances surrounding the recipient's relationship with another man. The PAD attempted to follow up on these investigative leads, but was unable to establish contact with the recipient either at her home or, as requested, at the PAD office. The PAD, therefore, closed the case on the basis that a determination of continued need could not be established.

3. The investigation disclosed that the recipient did not live at the address of record in the case file and that he had been employed under a different name for a 2-week period at a rate of $45 a week, but had quit the job because of the low rate of pay. Subsequently he was arrested for attempting to set the house in which he lived on fire and sentenced to confinement in the District of Columbia jail for 90 days. The PAD closed the case on the basis that the recipient had refused reasonable employment.

4. The recipient in this case was a known alcoholic, and the assistance payments were made to a vendor payee on his behalf. The vendor payee improperly retained and cashed assistance checks while the recipient was confined in jail for drunkenness. The designation of the vendor payee as a responsible person to act for the recipient is questionable, since, aside from his improper retention and cashing of assistance payment checks, he has been arrested twice for keeping and selling liquor. The recipient has record of 184 arrests—136 arrests for drunkenness, including 4 arrests since August 1961 when he was determined by the PAD to be eligible for financial assistance. The medical review team had determined that the recipient is employable, on a full-time basis, in a job where he would be potentially dangerous neither to himself nor to others. However, the PAD had not referred the recipient either to the U.S. Employment Service for possible employment or to the District Department of Vocational Rehabilitation for rehabilitative services. He refused to accept a referral to the Municipal Lodging House for a drying-out period. The PAD closed the case on July 31, 1962, on the basis that the whereabouts of the recipient was unknown since his release from jail on July 23, 1962.

Recipient's failure to meet residence requirement.—The investigation disclosed one case where the recipient of financial assistance under the GPA program was not eligible for such assistance at the time he applied for the assistance because he had not lived in the District for 1 year immediately preceding his application for assistance, an eligibility requirement prescribed in section 231.135 of the

PAD Manual. The investigative unit immediately notified the PAD that the recipient had not met the residence requirement. However, the PAD reinstated financial payments to the recipient for an adjustment period of 1 month following his discharge from the hospital on June 22, 1962, as employable, solely on the basis of the recipient's statement that he had been out of the District for only 2 or 3 weeks during the year preceding his application for assistance. The investigative unit did not concur with this action and furnished the PAD with additional proof that the recipient had been employed in Norfolk, Va., during the year in which he had claimed to have resided in the District. Thereupon, the PAD determined that the entire amount of financial assistance that had been provided to the recipient during the period from January 1962, when he was initially determined to have been eligible for assistance, through July 1962, when the assistance payments were discontinued, should be recovered on the basis that the assistance had been fraudulently obtained.

Delays in taking required actions

The investigation disclosed that the PAD had not required some recipients under the GPA program to submit medical reports and had not referred the cases to the medical review team for determination of the recipients' unemployability or for consideration of their eligibility for financial assistance under the aid to the permanently and totally disabled program as required by the Public Assistance Division Manual.

Then manual states—

In section 245.130, that—

"General public assistance is considered primarily as assistance to individuals whose unemployability will be of short duration. When, in making redeterminations of continuing eligibility, the worker has received two or more medical reports indicating that unemployability stills exists, and assistance has been continued for as long as 6 months, the case must be referred to the review team for recommendations and/or consideration of eligibility for APTD."

In section 244.135, that—

"The worker is responsible for setting his controls in such a way that he will be reminded of the case in time to obtain a new medical report and to prepare a revised social information report in time for whatever review date the team had set for the next team evaluation of the case."

And in section 244.134, that—

"The social worker is responsible for seeing that all recommendations of the review team are carried out promptly, i.e., within 30 days after the action was recommended."

GALVIN REPORT, GPA PROGRAM

Senator BYRD. I also insert in the record a copy of the report on the general public assistance program, random sample investigation submitted to Mr. Donald D. Brewer by Mr. William Galvin, this same report having been inserted in last year's record of hearing, beginning at page 2195.

(The report referred to follows:)

The 53 cases where financial assistance payments were discontinued under the general public assistance program, as a result of the investigation, include:

Thirteen cases that had not been referred to the medical review team, after the recipients had received assistance for 6 months, for periods from 2 to 20 months beyond the required referral dates.

Nine cases that had not been resubmitted to the medical review team for periods ranging from 1 to 19 months beyond the specified resubmission dates.

Seven cases where action recommended by medical review team had not been taken for periods ranging from 2 to 5 months.

Of the 29 cases, the PAD determined: (1) On the basis of investigative findings, that the recipients in 15 cases were ineligible for any financial assistance; (2) on the basis of referrals that were made to medical review team following notification by the investigative unit, that the recipients in 13 cases were not eligible for assistance under the GPA program but were eligible for assistance under the APTD program, and (3) on the basis of events occurring subsequent to the investigation, that the recipient in 1 case was not eligible for assistance. The referral of GPA cases to medical review team within the prescribed time

requirements and the prompt taking of the recommended action would have undoubtedly resulted in an earlier transfer of the 13 cases to the APTD program and an earlier discontinuance of payments in the 7 cases where the recipients were determined to be employable. The ineligibility of the recipients for assistance in the remaining eight cases was ascertainable only by field investigation.

CONCLUSIONS

The results of the investigation of the 68 GPA cases lead to conclusions similar to those set forth in our report on investigation of selected cases under the ADC program, referred to on page 3 of this report; namely, (1) that the PAD had not taken the required actions necessary to determine whether or not recipients of financial assistance are eligible for continued assistance under the GPA program or are eligible for assistance under another public welfare program; (2) that reliance cannot be placed on recipients to inform the PAD of actual conditions or circumstances which have a bearing on their eligibility for financial assistance; and (3) the GPA cases not covered in the current investigation should be investigated to determine whether or not the recipients are eligible for the financial assistance they are receiving under the GPA program or are eligible for financial assistance under another public welfare program.

We believe, as stated in the aforementioned report, that there is a definite need for instituting a continuing field investigation program with the objective of investigating GPA cases for the purpose of determining the eligibility of the recipients for financial assistance and the effectiveness of the PAD's administration of the GPA program.

GOVERNMENT OF THE DISTRICT OF COLUMBIA, DEPARTMENT OF PUBLIC WELFARE, OFFICE OF INVESTIGATIONS AND COLLECTIONS

AUGUST 30, 1962.

Memorandum to: Mr. Donald D. Brewer, chairman, Investigating Committee.
Subject: Report by special investigation project on GPA random sample cases investigated.

A random sample comprising 80 cases was selected from the General Public Assistance (GPA) caseload for an investigation by the special investigation project to determine the validity of the GPA caseload. The purpose of the GPA program is contained in appendix A.

The GPA random sample cases were forwarded from the Public Assistance Division to the special investigative project where they were reviewed by the case evaluator. The evaluator prepared a schedule of eligibility factors on form S-101 (app. B) on each case, and turned the schedule and the PAD case record over to the investigator. Individual cases were assigned to a team composed of one Office of Investigations and Collections investigator (OIC) and one General Accounting Office investigator (GAO), who examined the case record and extracted any additional information thought to be pertinent to the investigation of the case.

The first case record was received by the special investigation project on June 1, 1962. The field investigation began on June 4, 1962. However, the investigation was not in full operation until June 11, 1962. The investigation was completed on July 16, 1962. The investigator team conducted an intensive investigation on each case. The investigators prepared a report of findings on each case based on the facts that they had uncovered. This report of investigator findings was forwarded by the project chief to the assistant chief of the Public Assistance Division for decision on the agency action to be taken on each case. The final investigation report was forwarded to PAD for their decision on July 18, 1962. The PAD decision on action taken was returned to the special investigation project and was reviewed by the investigations and collections officer to insure concurrence of the project with the PAD decision. The special investigation project then reported the total action and findings to the investigative committee.

Data on the 80 GPA cases investigated in the random sample is as follows:

	Number	Percent of cases investigated	Percent of random sample
Cases in random sample	80		100.0
Case not investigated: Excluded from sample (1 St. Elizabeths release; 1 incompetent; 1 out of jurisdiction)	3		3.7
Closed prior to investigation	9		11.3
Cases investigated	68	100.0	85.0
Cases closed subsequent to investigation	40	58.8	50.0
Cases closed subsequent to investigation—Transferred to aid to totally disabled	13	19.1	16.3
Cases continued on general public assistance	13	19.1	16.3
Cases suspended—Eligibility not determined	2	2.9	2.5

FIELD INVESTIGATIONS CONDUCTED, 68

In the 68 cases requiring field investigation, the investigators spent a total of 2,389 man-hours of work, including both office time and fieldwork to complete the investigations. The average number of hours required per case was 35.

The field investigation included surveillance at odd hours of the homes of the recipients to determine living arrangements and employment. It also included visits between 6 a.m. and 10 p.m. to the homes of the recipients which in all cases were made by two investigators: one an investigator from the Office of Investigations and Collections, and the other an investigator from the General Accounting Office. On all such home visits, the investigators identified themselves both by name, agency, and by their identification cards. They requested permission to enter the homes and explained to the client the purpose of their visits to the home.

In all cases, all factors of eligibilty were checked, unless the case was found ineligible before completion of the full investigation.

A credit check was made on each of the clients, which produced information or leads that helped to prove employment or other resources.

Normal investigative techniques were used, including checks of police department records, criminal records, drivers permit records, automobile registration records, and records of the Hacker's License Bureau of the District of Columbia.

In 68 cases investigated, there were 63 cases with 1 in the recipient group and 5 cases with 2 in the recipient group. Of the 68 payees, 35 (51.5 percent) were male and 33 (48.5 percent) were female; 9 (13.3 percent) were white and 59 (86.7 percent) were Negro. The average age for the 68 payees was 48.5 years. The amount of the monthly grants were $5,014, or an average monthly grant of $73.73. In 10 cases, there were known resources amounting to $517.39. In 10 cases, checks had been suspended and were not issued during the investigation.

The 68 cases have been on assistance for 1,209 months or an average per case of 17.8 months. The three cases that had been on the longest length of time were one for 41 months, one for 49 months, and one for 52 months; the four cases that had been most recently approved were for 5 months each.

In PAD Manual, section 245.130, "Determination of unemployability":

"General Public Assistance is considered primarily as assistance to individuals whose unemployability will be of short duration. When, in making redetermination of continuing eligibility, the worker has received two or more medical reports indicating that that unemployability still exists, and assistance has been continued for as long as 6 months, the case must be referred to the review team for recommendation and/consideration of eligibility for APTD."

There were 53 cases that fell within this 6 months clause. Of the 53 cases, 37 (69.8 percent) cases had not been referred to the ATD review team during the 6-month period. The delay was for a total of 345 months, or an average of 9.3 months per case.

Assuming that all cases previously referred to the ATD review team should have been re-referred in a period not to exceed 1 year, there were eight cases totaling 47 months in excess of 1 year, or an average per case of 5.2 months over 1 year which had not been re-referred.

The ages of the 68 payees were as follows:

Age group in years:	Number	Age group in years—Con.	Number
21 to 25	2	51 to 55	17
26 to 30	2	56 to 60	8
31 to 35	2	61 to 65	7
36 to 40	7		
41 to 45	8	Total	68
46 to 50	15		

Ten recipients were found to be employed at salaried jobs. Seven of these were men and three of them were women. Five were found to be employed doing odd jobs. Two were found to be self-employed.

There were 28 cases in which overpayments had occurred.

A check was made on the living arrangements of the 68 cases investigated. In six (8.8 percent) situations, the investigators did not view the living arrangements because they were unable to find the recipients in their homes, in spite of repeated visits. In the 62 (91.2 percent) living arrangements actually seen, 21 (33.9 percent) were considered to be relatively good, 20 (32.2 percent) were fair, and 21 (33.9 percent) were poor.

Housing was rated good when the investigators observed clean and relatively fresh wall covering, paint or paper. The furniture was serviceable, clean, and there was some semblance of matching and functional use. The lighting was adequate through lamps or fixtures and the controls were wall switches. There was sufficient ventilation, i.e., windows with ample outside exposure, screens, shades, etc. The room or rooms were estimated to be at least 11 by 12 feet with 8-foot ceilings. Egress and ingress by hallways and stairways that were safe with good lighting were other factors. The floors were covered and clean. Closet space was available with door and the bathroom was clean, fully equipped, nearby, and used by four persons or less. There were radiators and registers for heat.

Housing was rated as fair when the wall coverings were jaded but clean. There was sufficient furniture, old but clean and serviceable. The ventilation involved only one window without a good exposure, i.e., the window opened to a recess between walls, sunlight could not enter the room, and the window was without screens. The room was large enough for the furniture but was cramped in as to space to move around. The halls and stairways were dimly lighted. The floors were bare, or the covering was threadbare; there was little closet space and the bathroom was fully equipped but antiquated and used by six or seven people. Radiators or registers were present for heating purposes.

Housing was rated poor when the wall coverings were torn, chipped, dirty, or there was no wall covering. The windows were shadeless and without screens. The room was small and cramped, or large and furnished with only three or four pieces of old furniture which gave it a bleak appearance. The halls and stairways were narrow and rickety and either dimly lighted or without light. The floors or the covering were old and worn. There was not any closet space, clothes hung on doors or walls, and vermin and roaches were seen. The bathroom was partially equipped, i.e., only a stool or basin or only a stool and a tub—not working properly, unclean, and odorous. Sometimes there was not any heat except as in one instance a wood-burning stove.

The shelter allowance per month in 64 of the 68 cases was $2,620.45, or an average monthly shelter allowance of $40.94. The monthly shelter cost actually paid in 56 cases was $2,454.82. The average monthly shelter cost was $43.83 per case. The average monthly shelter cost per case for "good" housing was $46.77; the average monthly shelter cost per case for "fair" housing was $39.97; and the average monthly cost per case for "poor" housing was $44.70.

The survey revealed, through contacts with landlords, that seven people did not pay any rent, three of whom were known to the agency to be living rent free. The other four received monthly shelter cost in their grant but did not pay any rent. The investigators found 15 situations where the recipients received shelter cost in their monthly grant but they paid less monthly rent than the agency provided for shelter cost.

Seventy-six dollars per month was the highest rent paid; 6 of the 62 addresses furnished by the recipients as their home addresses were not the actual residences of the recipient.

In the 62 housing checks, the investigators saw the rent receipts on 25 occasions. In the other 37 occasions, there were no rent receipts that could be produced for the rent allegedly paid.

Fifty (73.5 percent) of the 68 recipients have District of Columbia criminal records. Their records show a total of 1,027 arrests, of which 610 were for drunkenness; 956 of these arrests, involving 550 arrests for drunkenness, occurred prior to the date of last approval for assistance; 71 arrests, involving 60 charges of drunkenness, occurred subsequent to the date of last approval; 32 persons arrested have used aliases; 67 of the arrests subsequent to the date of last approval involved 16 different persons; 14 persons were arrested for drunkenness 57 times since date of last approval. During the time they were on assistance, recipients have elected, on 22 occasions, to forfeit $10 collateral. On 12 occasions, the recipients received a jail sentence only. On the other occasions they had an alternative to pay a fine or serve a jail sentence. The longest jail sentence was 90 days.

Thirty (85.7 percent) of the thirty-five male recipients had criminal records. These men were arrested a total of 881 times, involving 561 charges of drunkenness; 821 of these arrests, including 508 charges for drunkenness, occurred prior to date of last approval; 60 of these arrests, including 53 charges for drunkenness, occurred subsequent to the date of last approval.

Twenty (60.6 percent) of the thirty-three women had criminal records, or an overall total of one hundred and forty-six arrests, of which forty-nine were for drunkenness. One hundred and thirty-five of these arrests involving forty-two charges for drunkenness occurred prior to the date of last approval. Eleven of the arrests, including seven charges for drunkenness, occurred subsequent to the date of last approval.

CASES CLOSED SUBSEQUENT TO INVESTIGATION, 53

The code reasons for closing 53 (77.9 percent) of the 68 cases investigated were as follows:

Code No.	Code reason	Number
00	Death	1
01	Employment of recipient	9
06	Employment or increased earnings of another person in home	1
31	Receipt of social security benefits	1
73	No longer incapacitated	8
77	Recipient admitted to institution	2
79	Refused reasonable offer to work	1
79	Inability to determine need	1
80	Transferred to APTD	13
91	Temporary hospitalization	1
92	Loss of contact or whereabouts unknown	3
94	Determination of need cannot be made	12
	Total	53

CHARACTERISTICS OF 13 CASES CLOSED SUBSEQUENT TO INVESTIGATION BY TRANSFER TO ATD

The 13 cases contained only the recipient in the recipient group, all of whom were Negro. The average age for the recipients was 50 years. The amount of the monthly grants was $943. The average monthly grant was $72.54. In one case there was a known resource of $25. The 13 cases have been on assistance for 236 months, or an average per case of 18.1 months. The three recipients that had been on the longest length of time were one for 26 months, one for 29 months, and one for 36 months. The three cases that had been most recently approved were one for 6 months, one for 9 months, and one for 11 months. The average monthly shelter allowance was $40.17. The average monthly shelter cost was $43.04. The average monthly shelter cost for "good" housing was $50.30, for "fair" housing $37, and for "poor" housing $40. The ages of the 13 recipients are as follows:

Age groups and years:	*Number*	Age groups and years—Con.	*Number*
26 to 30	1	51 to 55	5
31 to 35	0	56 to 60	2
36 to 40	1	61 to 65	1
41 to 45	1		
46 to 50	2	Total	13

CHARACTERISTICS OF THE OTHER 40 CASES CLOSED SUBSEQUENT TO INVESTIGATION

In these 40 cases, there were 37 cases with 1 in the recipient group, and 3 cases with 2 in the recipient group. Of the 40 payees, 7 (17.5 percent) were white and 33 (82.5 percent) were Negro. The average age for the recipients was 48.2 years. The amount of the monthly grants was $2,833. The average monthly grant was $70.82. In seven cases there were known resources amounting to $407.66. The 40 recipients have been on assistance for 654 months, or an average per case of 16.3 months. The three recipients that had been on the longest length of time were one for 33 months, one for 35 months, and one for 41 months. The four cases most recently approved were approved 5 months ago. The average monthly shelter allowance was $39.65. The average monthly shelter cost was $43.48. The average monthly shelter cost for "good" housing was $45.17, for "fair" housing $39, and for "poor" housing $45.36. The ages of the 40 recipients are as follows:

Age group by years:	*Number*	Age group by years—Con.	*Number*
21 to 25	2	51 to 55	10
26 to 30	1	56 to 60	6
31 to 35	2	61 to 65	4
36 to 40	3		
41 to 45	4	Total	40
46 to 50	8		

CHARACTERISTICS OF 13 CASES CONTINUED ON GPA

Grant adjustments were required in 6 of the 13 cases, and administrative action in the other 7. There were 11 cases with 1 in the recipient group, and 2 cases with 2 in the recipient group. Of the 13 payees, 2 (15.4 percent) were white and 11 (84.6 percent) were Negro. The average age for the recipients was 49 years. The amount of the monthly grants was $1,059. The average monthly grant was $81.46. In two cases there were known resources amounting to $84.73. The 13 recipients have been on assistance for 286 months, or an average per case for 22 months. The three recipients that have been on the longest length of time are one for 35 months, and one for 49 months, and one for 52 months. The three cases that have been most recently approved were two cases for 6 months and one case for 8 months. The average monthly shelter allowance was $45.27. The average monthly shelter cost was $45.12. The average monthly shelter cost for "good" housing was $45.80, for "fair" housing $45.62, for "poor" housing $45.75. The ages of the 13 payees are as follows:

Age group by years:	*Number*	Age group by years—Con.	
36 to 40	2	56 to 60	0
41 to 45	2	61 to 65	2
46 to 50	5		
51 to 55	2	Total	13

WILLIAM R. GALVIN,
Investigations and Collections Officer

APPENDIX A

GENERAL PUBLIC ASSISTANCE

I. HISTORY—AUTHORITY FOR THE PROGRAM

Public responsibility for providing for needy persons was first established by an act of Congress June 6, 1900, creating the Board of Charities of the District of Columbia which among other "powers and duties" was to provide for all aged, infirm, or needy persons. Public Law No. 47, 69th Congress, dated March 16, 1926, is entitled "An act to establish a Board of Public Welfare in the District of Columbia," abolishing the Board of Charities and delegating all of its duties to the Board of Public Welfare.

After the Federal public assistance programs became operative under the Social Security Act of 1935 and needy employable persons were assigned to WPA projects, the District of Columbia Board of Commissioners, to provide for other needy persons in the District of Columbia, on January 14, 1936, issued the following order:

"That hereafter the Board of Public Welfare is charged with the administration of direct relief in the District of Columbia."

On August 4, 1947, the District of Columbia Board of Commissioners approved "Rules and Regulations Relating to General Public Assistance," which became Administrative Order No. 2.46 dated August 7, 1947. Under these regulations it was ordered:

"General public assistance shall be granted on application to any eligible indigent resident of the District of Columbia who does not qualify for old-age assistance, aid to dependent children, or aid to the blind; or it may be granted to an eligible indigent resident pending qualification for old-age assistance, aid to the blind, and aid to dependent children."

After the amendment to the Social Security Act creating "aid to the permanently and totally disabled," effective in 1950, the following Commissioners' Order No. 301, 597/15, dated November 2, 1950, provided for needy persons who were not eligible for assistance under one of the Social Security Administration programs:

"That the Board of Public Welfare is hereby designated as the agent of the Board of Commissioners for the administration of general public assistance and is hereby authorized to perform any and all acts, including the promulgation and adoption of rules and regulations as required by existing law."

It should be noted that, as the program was first administered, the only requirements were need and 1 year's residence in the District of Columbia. However, in 1936 and 1937, because of inadequate appropriation for the welfare program the Board of Public Welfare limited the program to unemployable persons although the language of the Appropriation Act was "* * * for the purpose of affording relief to residents who are unemployed or otherwise in distress."

In October 1947 the Board of Public Welfare revised public assistance regulations. Issued as Administrative Order No. 2.37/1 dated November 3, 1947, the "ability to work" was considered as a resource and criteria were set forth under which a person would not be considered fully employable:

"(1) Under 16 or 65 years of age and over;

"(2) Under 18 years of age and attending school;

"(3) Who are needed at home to care for other persons in their family who are incapable of caring for themselves, and where other resources are unavailable;

"(4) Who are being rehabilitated for the purpose of employment;

"(5) For mothers who have one or more children when satisfactory provision cannot be made for their care; or

"(6) Who have been diagnosed by a physician as able to do light work only."

This administrative order was superseded by departmental regulation No. 4.21 effective October 1, 1958, in accordance with Commissioners' Order No. 58–1082 (G.F. 3–000) dated July 8, 1958, which defines unemployability.

Reorganization Order No. 58 (L.S. 4265–B, June 30, 1953, as amended) abolishing the Board of Public Welfare and establishing the Department of Public Welfare, cites under the functions of the Public Assistance Division:

"Administers the sums payable to the District of Columbia under the provisions of the Federal Security Act, as amended, and District appropriations for old-age assistance, aid to the needy blind, aid to dependent children, aid to the totally disabled, and general public assistance."

II. PURPOSE OF GENERAL PUBLIC ASSISTANCE PROGRAM

The purpose of the general public assistance program is to provide assistance to needy persons who are unemployable, as defined by Commissioners' order cited above, but who are not eligible for assistance under a program for which there is Federal financial participation and help them as far as possible to become economically independent.

III. GENERAL PUBLIC ASSISTANCE REQUIREMENTS AND LIMITATIONS

A. Requirements

1. Residence of 1 year in the District of Columbia.

2. A physical or mental disability that precludes working full time in competitive employment. Under the agency's definition the individual's competency and social background are considered in relation to the medical history; e.g., a 57-year-old man with a third grade education whose only work history has been loading coal and other strenuous tasks, develops a heart condition so that

he can no longer do the only kind of work he knows, but is limited by age and education from finding and learning a sedentary trade.

3. Dependent children who meet the requirements for aid to dependent children except that they are living in the home of "foster" parents who are not of the proper degree of relationship for ADC.

4. Does not have income or other resources sufficient to meet his requirements according to the budget standard of the agency.

B. Limitations

1. Persons eligible for assistance from a social security category are not eligible for general public assistance.

2. Any person who refuses recommended treatment (other than surgery) or rehabilitative services which may help him regain or increase his earning capacity is ineligible for further assistance.

3. A person must apply for statutory benefits to which he may be entitled to remain eligible to receive assistance.

Senator BYRD. At this point I shall insert in the record an August 30, 1962, report by Mr. William Galvin on the GPA random sample investigation. The report appeared on pages 2196–2201 of the fiscal year 1963 hearings.

(The report follows:)

GOVERNMENT OF THE DISTRICT OF COLUMBIA, DEPARTMENT OF PUBLIC WELFARE, OFFICE OF INVESTIGATIONS AND COLLECTIONS

AUGUST 30, 1962.

Memorandum to: Mr. Donald D. Brewer, chairman, Investigative Committee.
Subject: Report by special investigation project on GPA random sample cases investigated.

A random sample comprising 80 cases was selected from the General Public Assistance (GPA) caseload for an investigation by the special investigation project to determine the validity of the GPA caseload. The purpose of the GPA program is contained in appendix A.

The GPA random sample cases were forwarded from the Public Assistance Division to the special investigative project where they were reviewed by the case evaluator. The evaluator prepared a schedule of eligibility factors on form S–101 (app. B) on each case, and turned the schedule and the PAD case record over to the investigator. Individual cases were assigned to a team composed of one Office of Investigations and Collections investigator (OIC) and one General Accounting Office investigator (GAO), who examined the case record and extracted any additional information thought to be pertinent to the investigation of the case.

The first case record was received by the special investigation project on June 1, 1962. The field investigation began on June 4, 1962. However, the investigation was not in full operation until June 11, 1962. The investigation was completed on July 16, 1962. The investigator team conducted an intensive investigation on each case. The investigators prepared a report of findings on each case based on the facts that they had uncovered. This report of investigator findings was forwarded by the project chief to the assistant chief of the Public Assistance Division for decision on the agency action to be taken on each case. The final investigation report was forwarded to PAD for their decision on July 18, 1962. The PAD decision on action taken was returned to the special investigation project and was reviewed by the investigations and collections officer to insure concurrence of the project with the PAD decision. The special investigation project then reported the total action and findings to the investigative committee.

Data on the 80 GPA cases investigated in the random sample is as follows:

	Number	Percent of cases investigated	Percent of random sample
Cases in random sample	80		100.0
Cases not investigated:			
Excluded from sample (1 St. Elizabeths release; 1 incompetent; 1 out of jurisdiction)	3		3.7
Closed prior to investigation	9		11.3
Cases investigated	68	100.0	85.0
Cases closed subsequent to investigation	40	58.8	50.0
Cases closed subsequent to investigation—Transferred to Aid to Totally Disabled	13	19.1	16.3
Cases continued on General Public Assistance	13	19.1	16.3
Cases suspended—Eligibility not determined	2	2.9	2.5

FIELD INVESTIGATIONS CONDUCTED, 68

In the 68 cases requiring field investigation, the investigators spent a total of 2,389 man-hours of work, including both office time and fieldwork to complete the investigations. The average number of hours required per case was 35.

The field investigation included surveillance at odd hours of the homes of the recipients to determine living arrangements and employment. It also included visits between 6 a.m. and 10 p.m. to the homes of the recipients which in all cases were made by two investigators: one an investigator from the Office of Investigations and Collections, and the other an investigator from the General Accounting Office. On all such home visits, the investigators identified themselves both by name, agency, and by their identification cards. They requested permission to enter the homes and explained to the client the purpose of their visits to the home.

In all cases, all factors of eligibility were checked, unless the case was found ineligible before completion of the full investigation.

A credit check was made on each of the clients, which produced information or leads that helped to prove employment or other resources.

Normal investigative techniques were used, including checks of police department records, criminal records, drivers permit records, automobile registration records and records of the Hacker's License Bureau of the District of Columbia.

In 68 cases investigated, there were 63 cases with 1 in the recipient group and 5 cases with 2 in the recipient group. Of the 68 payees, 35 (51.5 percent) were male and 33 (48.5 percent) were female; 9 (13.3 percent) were white and 59 (86.7 percent) were Negro. The average age for the 68 payees was 48.5 years. The amount of the monthly grants were $5,014, or an average monthly grant of $73.73. In 10 cases, there were known resources amounting to $517.39. In 10 cases, checks had been suspended and were not issued during the investigation.

The 68 cases have been on assistance for 1,209 months or an average per case of 17.8 months. The 3 cases that had been on the longest length of time were 1 for 41 months, 1 for 49 months, and 1 for 52 months; the 4 cases that had been most recently approved were for 5 months each.

In PAD Manual, section 245.130, "Determination of unemployability":

"General Public Assistance is considered primarily as assitance to individuals whose unemployability will be of short duration. When, in making redetermination of continuing eligibility, the worker has received two or more medical reports indicating that that unemployability still exists, and assistance has been continued for as long as 6 months, the case must be referred to the review team for recommendations and/or consideration of eligibility for APTD."

There were 53 cases that fell within this 6 months clause. Of the 53 cases, 37 (69.8 percent) cases had not been referred to the ATD review team during the 6-month period. The delay was for a total of 345 months, or an average of 9.3 months per case.

Assuming that all cases previously referred to the ATD review team should have been rereferred in a period not to exceed 1 year, there were 8 cases totaling 47 months in excess of 1 year, or an average per case of 5.2 months over 1 year, which had not been rereferred.

The ages of the 68 payees were as follows:

Age group in years:	Number	Age group in years—Con.	Number
21 to 25	2	51 to 55	17
26 to 30	2	56 to 60	8
31 to 35	2	61 to 65	7
36 to 40	7		
41 to 45	8	Total	68
46 to 50	15		

Ten recipients were found to be employed at salaried jobs. Seven of these were men and three of them were women. Five were found to be employed doing odd jobs. Two were found to be self-employed.

There were 28 cases in which overpayments had occurred.

A check was made on the living arrangements of the 68 cases investigated. In six (8.8 percent) situations, the investigators did not view the living arrangements because they were unable to find the recipients in their homes, in spite of repeated visits. In the 62 (91.2 percent) living arrangements actually seen, 21 (33.9 percent) were considered to be relatively good, 20 (32.2 percent) were fair, and 21 (33.9 percent) were poor.

Housing was rated good when the investigators observed clean and relatively fresh wall covering, paint or paper. The furniture was serviceable, clean, and there was some semblance of matching and functional use. The lighting was adequate through lamps or fixtures and the controls were wall switches. There was sufficient ventilation, i.e., windows with ample outside exposure, screens, shades, etc. The room or rooms were estimated to be at least 11 by 12 feet with 8-foot ceilings. Egress and ingress by hallways and stairways that were safe with good lighting were other factors. The floors were covered and clean. Closet space was available with door and the bathroom was clean, fully equipped, nearby, and used by four persons or less. There were radiators and registers for heat.

Housing was rated as fair when the wall coverings were jaded but clean. There was sufficient furniture, old but clean and serviceable. The ventilation involved only one window without a good exposure, i.e., the window opened to a recess between walls, sunlight could not enter the room, and the window was without screens. The room was large enough for the furniture but was cramped in as to space to move around. The halls and stairways were dimly lighted. The floors were bare, or the covering was threadbare; there was little closet space and the bathroom was fully equipped but antiquated and used by six or seven people. Radiators or registers were present for heating purposes.

Housing was rated poor when the wall coverings were torn, chipped, dirty, or there was no wall covering. The windows were shadeless and without screens. The room was small and cramped, or large and furnished with only three or four pieces of old furniture which gave it a bleak appearance. The halls and stairways were narrow and rickety and either dimly lighted or without light. The floors or the covering was old and worn. There was not any closet space, clothes hung on doors or walls, and vermin and roaches were seen. The bathroom was partially equipped, i.e., only a stool or basin or only a stool and a tub—not working properly, unclean, and odorous. Sometimes there was not any heat except as in one instance a wood-burning stove.

The shelter allowance per month in 64 of the 68 cases was $2,620.45, or an average monthly shelter allowance of $40.94. The monthly shelter cost actually paid in 56 cases was $2,454.82. The average monthly shelter cost was $43.83 per case. The average monthly shelter cost per case for "good" housing was $46.77; the average monthly shelter cost per case for "fair" housing was $39.97; and the average monthly cost per case for "poor" housing was $44.70.

The survey revealed, through contacts with landlords, that seven people did not pay any rent, three of whom were known to the agency to be living rent free. The other four received monthly shelter cost in their grant but did not pay any rent. The investigators found 15 situations where the recipients received shelter cost in their monthly grant but they paid less monthly rent than the agency provided for shelter cost.

Seventy-six dollars per month was the highest rent paid; 6 of the 62 addresses furnished by the recipients as their home addresses were not the actual residences of the recipient.

In the 62 housing checks, the investigators saw the rent receipts on 25 occasions. In the other 37 occasions, there were no rent receipts that could be produced for the rent allegedly paid.

Fifty (73.5 percent) of the 68 recipients have District of Columbia criminal records. Their records show a total of 1,027 arrests, of which 610 were for drunkenness; 956 of these arrests, involving 550 arrests for drunkenness, occurred prior to the date of last approval for assistance; 71 arrests, involving 60 charges of drunkenness, occurred subsequent to the date of last approval; 32 persons arrested have used aliases; 67 of the arrests subsequent to the date of last approval involved 16 different persons; 14 persons were arrested for drunkenness 57 times since date of last approval. During the time they were on assistance, recipients have elected, on 22 occasions, to forfeit $10 collateral. On 12 occasions, the recipients received a jail sentence only. On the other occasions they had an alternative to pay a fine or serve a jail sentence. The longest jail sentence was 90 days.

Thirty (85.7 percent) of the thirty-five male recipients had criminal records. These men were arrested a total of 881 times, involving 561 charges of drunkenness; 821 of these arrests, including 508 charges for drunkenness, occurred prior to date of last approval; 60 of these arrests, including 53 charges for drunkenness, occurred subsequent to the date of last approval.

Twenty (60.6 percent) of the thirty-three women had criminal records, or an overall total of one hundred and forty-six arrests, of which forty-nine were for drunkenness. One hundred and thirty-five of these arrests involving forty-two charges for drunkenness occurred prior to the date of last approval. Eleven of the arrests, including seven charges for drunkenness, occurred subsequent to the date of last approval.

CASES CLOSED SUBSEQUENT TO INVESTIGATION, 53

The code reasons for closing 53 (77.9 percent) of the 68 cases investigated were as follows:

Code No.	Code reason	Number
00	Death	1
01	Employment of recipient	9
06	Employment or increased earnings of another person in home	1
31	Receipt of social security benefits	1
73	No longer incapacited	8
77	Recipient admitted to institution	2
79	Refused reasonable offer to work	1
79	Inability to determine need	1
80	Transferred to APTD	13
91	Temporary hospitalization	1
92	Loss of contact or whereabouts unknown	3
94	Determination of need cannot be made	12
	Total	53

CHARACTERISTICS OF 13 CASES CLOSED SUBSEQUENT TO INVESTIGATION BY TRANSFER TO ATD

The 13 cases contained only the recipient in the recipient group, all of whom were Negro. The average age for the recipients was 50 years. The amount of the monthly grants was $943. The average monthly grant was $72.54. In one case there was a known resource of $25. The 13 cases have been on assistance for 236 months, or an average per case of 18.1 months. The three recipients that had been on the longest length of time were one for 26 months, one for 29 months, and one for 36 months. The three cases that had been most recently approved were one for 6 months, one for 9 months, and one for 11 months. The average monthly shelter allowance was $40.17. The average monthly shelter cost was $43.04. The average monthly shelter cost for "good" housing was $50.30, for "fair" housing $37, and for "poor" housing $40. The ages of the 13 recipients are as follows:

Age group and years:	*Number*	Age group and years—Con.	*Number*
26 to 30	1	51 to 55	6
31 to 35	0	56 to 60	2
36 to 40	1	61 to 65	1
41 to 45	1		
46 to 50	2	Total	13

CHARACTERISTICS OF THE OTHER 40 CASES CLOSED SUBSEQUENT TO INVESTIGATION

In these 40 cases, there were 37 cases with 1 in the recipient group, and 3 cases with 2 in the recipient group. Of the 40 payees, 7 (17.5 percent) were white and 33 (82.5 percent) were Negro. The average age for the recipients was 48.2 years. The amount of the monthly grants was $2,833. The average monthly grant was $70.82. In seven cases there were known resources amouting to $407.66. The 40 recipients have been on assistance for 654 months, or an average per case of 16.3 months. The three recipients that had been on the longest length of time were one for 33 months, one for 35 months, and one for 41 months. The four cases most recently approved were approved 5 months ago. The average monthly shelter allowance was $39.65. The average monthly shelter cost was $43.58. The average monthly shelter cost for "good" housing was $45.17, for "fair" housing $39, and for "poor" housing $45.36. The ages of the 40 recipients are as follows:

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41 to 45	4	Total	40
46 to 50	8		

CHARACTERISTICS OF 13 CASES CONTINUED IN GPA

Grant adjustments were required in 6 of the 13 cases, and administrative action in the other 7. There were 11 cases with 1 in the recipient group, and 2 cases with 2 in the recipient group. Of the 13 payees, 2 (15.4 percent) were white and 11 (84.6 percent) were Negro. The average age for the recipients was 49 years. The amount of the monthly grants was $1,059. The average monthly grant was $81.46. In two cases there were known resources amounting to $84.73. The 13 recipients have been on assistance for 286 months, or an average per case for 22 months. The three recipients that have been on the longest length of time are one for 35 months, and one for 49 months, and one for 52 months. The three cases that have been most recently approved were two cases for 6 months and one case for 8 months. The average monthly shelter allowance was $45.27. The average monthly shelter cost was $45.12. The average monthly shelter cost for "good" housing was $45.80, for "fair" housing $45.62, for "poor" housing $45.75. The ages of the 13 payees are as follows:

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"That the Board of Public Welfare is hereby designated as the agent of the Board of Commissioners for the administration of general public assistance and is hereby authorized to perform any and all acts, including the promulgation and adoption of rules and regulations as required by existing law."

It should be noted that, as the program was first administered, the only requirements were needed and 1 year's residence in the District of Columbia. However, in 1936 and 1937, because of inadequate appropriation for the welfare program the Board of Public Welfare limited the program to unemployable persons although the language of the Appropriation Act was "* * * for the purpose of affording relief to residents who are unemployed or otherwise in distress."

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"(5) For mothers who have one or more children when satisfactory provision cannot be made for their care, or

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The purpose of the general public assistance program is to provide assistance to needy persons who are unemployable, as defined by Commissioners' order cited above, but who are not eligible for assistance under a program for which there is Federal financial participation and help them as far as possible to become economically independent.

III. GENERAL PUBLIC ASSISTANCE REQUIREMENTS AND LIMITATIONS

A. Requirements

1. Residence of 1 year in the District of Columbia.

2. A physical or mental disability that precludes working full time in competitive employment. Under the agency's definition the individual's competency and social background are considered in relation to the medical history, e.g., a 57-year-old man with a third grade education whose only work history has been loading coal and other strenuous tasks, develops a heart condition so that he can

no longer do the only kind of work he knows, but is limited by age and education from finding and learning a sedentary trade.

3. Dependent children who meet the requirements for aid to dependent children except that they are living in the home of "foster" parents who are not of the proper degree of relationship for ADC.

4. Does not have income or other resources sufficient to meet his requirements according to the budget standard of the agency.

B. Limitations

1. Persons eligible for assistance from a social security category are not eligible for general public assistance.

2. Any person who refuses recommended treatment (other than surgery) or rehabilitative services which may help him regain or increase his earning capacity is ineligible for further assistance.

3. A person must apply for statutory benefits to which he may be entitled to remain eligible to receive assistance.

Senator BYRD. At this point in the record I shall include the testimony of Mr. Joseph Meyers, Deputy Commissioner, Social Security Administration, given before this subcommittee in fiscal year 1963, which appeared beginning on page 2211 of the fiscal year 1963 hearings, to show that no cases were being closed by the District of Columbia Department of Welfare in violation of any Federal statute.

(The testimony follows:)

SOCIAL SECURITY ADMINISTRATION

STATEMENT OF JOSEPH MEYERS, DEPUTY COMMISSIONER, SOCIAL SECURITY ADMINISTRATION

1960 CLOSED CASES

Mr. MEYERS. My name is Joseph Meyers, and I am Deputy Commissioner of the Social Security Administration, Department of Health, Education, and Welfare.

Senator BYRD. Referring further to the reasons for closing cases in fiscal year 1960, I would like to ask you this question:

Three hundred and eighty-two ADC cases were closed because of employment or increased earnings.

Would such closings be in violation of a Federal statute?

Mr. MEYERS. No, sir. As a matter of fact, if there are adequate earnings and adequate income in the family, the Federal act requires that the cases be closed.

Senator BYRD. All right.

Ninety cases were closed because of support by relatives.

Would closing a case on this basis be in violation of a Federal statute?

Mr. MEYERS. No, sir. Assuming actual support was coming from relatives, there would be no problem there.

Senator BYRD. Thirty cases were closed because of service-connected income.

Would any Federal statute have been violated in the course of closing these cases for this reason?

Mr. MEYERS. No, sir. The possession of adequate income from whatever source would not——

Senator BYRD. Would you repeat that please?

Mr. MEYERS. The possession of adequate income from any source would be an appropriate basis for closing a case under the Federal requirements.

Senator BYRD. Fifty-three cases were closed because of acquisition of other resources.

Would any Federal statute have been violated because of the closing of ADC cases, on this basis?

Mr. MEYERS. No, sir.

Senator BYRD. Thirty-three cases were closed in the ADC category because of the remarriage of the parent.

Was any Federal statute violated because of these cases having been closed for this reason?

Mr. MEYERS. I think not. If I understand the category, the case is closed and is ineligible on the basis of the fact that there is a husband and wife and, presumably, the husband is employable.

The District of Columbia eligibility does not extend to families with employable male heads. If that is the basis for the closing I would say that it does not run into any problem in terms of the Federal requirement.

Senator BYRD. Mr. Shea, do you have any comment?

Mr. SHEA. No, sir.

Senator BYRD. Mr. Galvin?

Mr. GALVIN. I think this would fall under the provisions that Mr. Meyers just stated, that he presumed correctly that this is a mother who has remarried and, therefore, there is an employable male person in the home.

Senator BYRD. One case was closed on the basis of admittance to an institution. Would this be in violation of any Federal statute, Mr. Myers?

Mr. MEYERS. No, sir.

Senator BYRD. Fifteen cases were closed on the basis of the recipients' having moved out of the District.

Would this be in conflict with any Federal statute?

Mr. MYERS. I would have to answer that under ordinary circumstances, "No, sir."

There are certain residence requirements in the Federal law which would require under certain circumstances people who had moved, but who had not really lost their residence, to have assistance continued.

But assuming that they had given up their residence, that would present no problem.

Senator BYRD. Is Mr. Meyers correct in his assumption, Mr. Shea?

Mr. SHEA. Yes, sir.

Senator BYRD. Mr. Galvin?

Mr. GALVIN. He is correct in his assumption, and this is provided for in the departmental regulations.

These will fall under those requirements.

Senator BYRD. 116 cases were closed because of loss of contact.

Mr. Meyers, was any Federal statute violated thereby?

Mr. MEYERS. I think I need a little more explanation of what is meant by that.

MEANING OF PHRASE "LOSS OF CONTACT"

Senator BYRD. Mr. Shea, would you care to give an explanation of what is meant by "loss of contact," either you or Mr. Galvin?

Mr. SHEA. Mr. Galvin will, I believe.

Mr. GALVIN. "Loss of contact" means that the person or the whereabouts of the person is no longer known to the Department. There is a 60-day limit before they close the cases in this situation.

Mr. Scholz would know the exact requirements on this.

Senator BYRD. Mr. Scholz, would you care to state the exact requirements?

Mr. SCHOLZ. It means, sir, that the check of the client has been returned with a notation that he is not at the address where we believed him to be and that he has a 2-month period before the case is closed.

We do not know where to get in touch with him.

Senator BYRD. Mr. Meyers, now would you care to comment?

Was any Federal statute violated?

Mr. MEYERS. No, sir. We would expect the District or any department, in cases where they are unable to determine the whereabouts of the person who has been on assistance, to hold up the assistance until such time as they could determine where the person was.

FAILURE TO COMPLY WITH AGENCY POLICY

Senator BYRD. Forty-one cases were removed from the ADC category because of refusal or failure to comply with agency policy.

Mr. Meyers, was any Federal statute violated because of the removal of cases for this reason?

Mr. MEYERS. It is pretty difficult to tell, Mr. Chairman.

Certainly a failure to comply with agency policy, which would mean that the person did not meet some requirement, would not cause any problem.

It would be necessary, of course, in order to give a complete answer, to know what the policies were, because as to whether the policies themselves, which were violated, would create a problem, I could not say.

But as to a policy which in and of itself is all right, a failure to comply with it on the part of a recipient would certainly be adequate reason as far as the Federal Government is concerned for closing a case.

CLARIFICATION OF CASE CLOSING

Senator BYRD. Mr. Shea, would you or Mr. Galvin clarify the meaning of this basis for closing a case, "refusal or failure to comply with agency policy"?

Mr. SHEA. Could we have Mr. Scholz speak on that?

Senator BYRD. I will ask Mr. Galvin first.

Mr. GALVIN. "Refusal to comply with agency policy?"

The agency's policies are written procedures. They are submitted to HEW by letter so that HEW is thoroughly familiar with what our policies are.

Failure to cooperate means refusal to give information that is necessary to make a determination on resources or eligibility. Under this would fall refusal to take a medical examination to determine employability, refusal to clarify resources, or refusal to permit investigation into a bank account that is known to the agency.

Senator BYRD. Mr. Scholz, would you care to elaborate further?

Mr. SCHOLZ. There is nothing I could add, Mr. Chairman.

Senator BYRD. Thank you.

Now Mr. Meyers, would you care to comment further?

Mr. MEYERS. Closing for failure to comply with a policy on all of the illustrations given by Mr. Galvin, in my mind, would not raise a question.

CASES CLOSED ON BASIS OF EMPLOYABILITY

Senator BYRD. All right. Fifty-one cases were closed on the basis of employability.

What do we mean by this, Mr. Shea?

Mr. SHEA. That the person is able to work.

Senator BYRD. Which person?

Mr. SHEA. The head of the household is able to work.

Senator BYRD. Is this the woman or the man?

Mr. SHEA. Yes.

Senator BYRD. Either case?

Mr. Galvin?

Mr. GALVIN. And in ADC we have the provision that there must be an adequate and satisfactory child-care plan.

Senator BYRD. Before the case can be closed?

Mr. GALVIN. Before the case can be closed.

Senator BYRD. For reasons of employability?

Mr. GALVIN. Yes, sir.

Senator BYRD. Mr. Meyers, was any Federal statute violated as a result of 51 ADC cases having been closed, on this basis?

Mr. MEYERS. My understanding is that our Department has approved and accepted the District of Columbia plan under which cases, where there are employable people, are not eligible; we have accepted that, as I understand the present arrangement.

VOLUNTARY WITHDRAWALS

Senator BYRD. Mr. Meyers, you have with you Mr. Yourman. At any time, if you care to ask him further questions you may feel free to do so.

Eighty-three cases were eliminated from the ADC category on the basis of voluntary withdrawal.

Mr. Meyers, do you see any conflict with Federal statutes in the action taken?

Mr. MEYERS. Not as such. Certainly, we would all have to recognize that any individual has the right, and must have the right, to truly, on a voluntary basis, decide that he does not want to be an applicant for or a recipient of assistance.

So there is no problem certainly from our point with anyone who voluntarily withdraws his application for assistance.

Senator BYRD. Sixty-four cases were withdrawn for reasons of the recipient's being no longer incapacitated. "No longer incapacitated."

Before we ask Mr. Meyers to comment on this, Mr. Shea, would you explain what is meant here?

Mr. SHEA. This would mean that a person had been found incapacitated by a medical team after the medical review, in all probability, and would have been on the aid-to-the disabled category after or—or it could, temporarily, on the GPA category.

This person could, by rehabilitative efforts on the part of, for example, the Department of Vocational Rehabilitation or general hospitals, have eliminated the incapacitative factor, whatever it might have been, and, therefore, was no longer incapacitated and, therefore, was able to carry on, maybe not necessarily the same type of work at which he previously had been employed but, at least, was employable later.

ELABORATION OF TERM "NO LONGER INCAPACITATED"

Senator BYRD. Mr. Galvin, the reason here is expressed thusly: "No longer incapacitated."

Would you care to elaborate beyond what Mr. Shea elaborated?

Mr. GALVIN. As he mentioned this incapacitation is in all categories.

In the ADC category you have an applicant who may be approved for ADC because of absence, death, or incapacitation of the parent.

In these cases incapacitation was the original reason for approval and now this condition no longer exists and they are now employable.

Therefore, since the reason has been removed, they are no longer eligible for assistance.

Senator BYRD. Mr. Meyers, now would you care to comment as to whether or not the 64 ADC cases, which were removed in fiscal year 1960, on the basis of the parents being no longer incapacitated were removed in violation of the Federal statute?

Mr. MEYERS. No, sir; there is no question, if a case is made eligible by reason of a physical condition—that is the incapacity according to the State definition—and they determine that that condition no longer exists or has been sufficiently improved to take them out of the category, there is no problem.

Senator BYRD. 146 cases were removed because the absent father returned and employable. I suppose it should be "and was employable."

The reason given is "absent father returned and employable." Perhaps you are referring to two different groupings.

CLARIFICATION OF TERM "ABSENT FATHER RETURNED AND EMPLOYABLE"

Mr. Shea, would you clarify what is meant by "absent father returned and employable"? Or you can call on anybody else you want to.

Mr. SHEA. This situation could be illustrated: A man could have been incarcerated. The period of his imprisonment has been completed and he returned home and he is able to work.

The District of Columbia does not aid the unemployed. He may actually be unemployed but employable and, therefore, he would be ineligible.

A man may have been, by the cooperative efforts of the Public Welfare Department, in two cities, together with the counterpart of the Corporation Counsel's Office, in another city and the man returns to this jurisdiction, came back into the family situation.

Previously he may not have been supporting the family. And now he is back in the jurisdiction. He is with his family. He is able to work.

He has returned to the situation and, therefore, his absence obviously is no longer the reason for the case having been opened.

Senator BYRD. Mr. Galvin, would you care to elaborate further?

I will read it again: "Absent father returned and employable."

Mr. GALVIN. The original reason for approval was absence of the father. The father has now returned to the home situation.

So the absence question has been removed. The fact that he is employable removes the incapacity question and, therefore, under the District's rules he is no longer eligible.

Senator BYRD. Mr. Meyers, were the 146 cases, for this reason, removed from the ADC category in violation of the Federal statute?

Mr. MEYERS. Again, Mr. Chairman, I cannot speak to the particular facts, but on the basis of the reasons given, that type of eligibility condition and closing because of it does not cause any Federal problem.

Senator BYRD. Included in these 146 cases were 64 cases in which continued absence of the man was not established.

What is meant by this, Mr. Shea?

Mr. SHEA. "Continued absence of the man"?

In other words, after the Department's investigating force began to make its surveillance and investigation into the situation it was ascertained, rather than

the man being continuously absent, he may have been actually continuously present.

So, in other words, his absence—the absence factor has been discredited and he, therefore, was present and, therefore, the case was not eligible.

ABSENCE OF MAN AS FACTOR

Senator BYRD. Mr. Galvin, there were 64 cases in the group of 146 in which continued absence of a man was not established.

Will you explain what is meant?

Mr. GALVIN. The original approval was based on absence of the parent. This is no longer true and so the case is no longer eligible.

Senator BYRD. What is no longer true?

Mr. GALVIN. That the parent is absent. The parent has returned to the home.

Senator BYRD. Mr. Meyers, was the removal of 64 cases, included in this category, removed because of continued absence of the man not being established, in violation of the Federal statutes?

Mr. MEYERS. I would have no question about closing a case on the basis of credible evidence that the man was not actually absent.

Senator BYRD. Thirty-nine cases were removed from the ADC category because the child reached the maximum age.

Mr. Shea, what is the maximum age?

Mr. SHEA. The maximum age, if the child is in school, is 18. If the child has been dropped from school it is 16.

Senator BYRD. Mr. Meyers, was a Federal statute violated as a result of 39 cases having been removed from the ADC category on this basis?

Mr. MEYERS. No, sir.

Senator BYRD. Twenty-seven cases were closed because the child was placed in foster care.

Would this be in conflict with the Federal statute, Mr. Meyers?

Mr. MEYERS. No, sir. The child would, in that case, no longer be living with the relative which would establish eligibility under the ADC category, and that would be an appropriate closing.

Senator BYRD. Ninety-four cases were closed because the child was not deprived of parental support.

What is meant here by that, Mr. Shea?

Mr. SHEA. In other words, this means that there is income coming into the family situation, so that the needs of the family are provided for by the regular income of the man from employment.

Senator BYRD. Anything further you would add, Mr. Galvin?

Mr. GALVIN. No, sir.

The three grounds for approval are absence, death, and incapacitation.

Here no one is deprived. So, therefore, we would not be eligible.

FURTHER QUESTION OF CONFLICT WITH FEDERAL STATUTE

Senator BYRD. Mr. Meyers, do you find anything here to be in conflict with the Federal statutes?

Mr. MEYERS. No question is raised in the closing of any case on the basis of the existence of adequate resources to meet the needs of the family.

Senator BYRD. Do you find, Mr. Meyers, that the removal of the cases because the child was not deprived of parental support, was in violation of the Federal statutes?

Mr. MEYERS. If the removal was, as stated by the two District witnesses, on the basis of resources, actual support being furnished, there would be no question; no sir.

Senator BYRD. Mr. Galvin, would you care to comment further?

Mr. GALVIN. The question of resources does not enter the picture here.

The District provides that absence, death or incapacitation of the parent may approve a child for ADC.

Conversely, the presence of or the employability of the parent makes the child ineligible for approval under District of Columbia regulations. The question of resources or whether or not the man is employed does not enter into this picture.

If a case——

Senator BYRD. Pardon me, but you do not mean that, do you, "whether or not he is employed"?

Mr. GALVIN. If a man is employable, the question of whether or not he is em-

ployed does not enter into the picture.

Senator BYRD. Yes, excuse me.

Mr. GALVIN. If we have a case, for example, where the man is incapacitated, regardless of his marital status if he was the supporting factor in the case—for example, he could be a common law husband or paramour or a legal husband or anything—if he were incapacitated and in the family group he could be considered in the assistance group and assistance granted.

Conversely, if he becomes employable, similar to the employable husband, the family then would not longer be eligible.

So the question of resources was not true.

Senator BYRD. So once again "the child was not deprived of parental support."

VIOLATION OF FEDERAL STATUTE

Mr. Meyers, did the District of Columbia act in violation of a Federal statute in removing cases from the ADC category for this reason?

Mr. MEYERS. Again, I have some confusion in my mind about the differences in some of these categories as they were explained.

If again we are talking about the actual presence in the home of someone who has assumed this parental role, this is one thing, and I see no problem with it.

I think the reason I have a problem and why I equated it with "resources" immediately was that I do not understand the difference between this category of closing and the one where the parent is continuously present or where he isn't absent.

If it is on the basis of absence, then I do not know what the different flavor is to this particular closing.

Senator BYRD. Can you distinguish between the two, Mr. Galvin?

Mr. GALVIN. Under Department of Health, Education, and Welfare regulations, statistically, cases are grouped into two sections:

One is the requirement of need, and the other is a no-need requirement, and we are really talking about, in the first group that we mentioned, that they fall under the need group and, in the second group, they fall under the no-need group.

Mr. Lajewski is thoroughly familiar with this, and I think he could explain this much more thoroughly than I could.

Senator BYRD. Well, it may have been explained now to Mr. Meyers' satisfaction.

If it has not been, I would like to ask Mr. Lajewski to comment further, Mr. Meyers.

Mr. MEYERS. Well, I must confess that I am not exactly clear on what is contained in this particular subitem as the basis for closing.

Senator BYRD. Mr. Lajewski, can you help us?

Mr. LAJEWSKI. I think that the dilemma that Mr. Meyers finds himself in is a correct one.

Since that report was prepared—this is 1960—we have included these cases under the continued absence policy.

Senator BYRD. I see. Does that help?

Mr. MEYERS. That does help, and if these are presence and absence cases they present no problem.

Senator BYRD. All right.

CATEGORY IDENTIFIED AS "OTHER"

Now, Mr. Shea, the only remaining category of case closings is under the word "other." Will you explain what is included in this category?

Mr. SHEA. I will have to call on Mr. Lajewski again on this "other" word.

Senator BYRD. All right.

Mr. LAJEWSKI. Mr. Chairman, you might find me in a dilemma here because I have the report for 1962, and all of the categories that you have been referring to are clear-cut in here, but I also have a remainder of "other," reasons. Thirty-three cases were closed for this reason in 1962.

I cannot clarify "other" reasons at this time. These are very miscellaneous reasons, and this would be difficult without analyzing the individual cases to see what the specific reason is.

Senator BYRD. Could you give us an example?

Could you give an example of one which does not fall within the categories already enumerated?

Mr. LAJEWSKI. I am not prepared for that, sir.

Senator BYRD. Mr. Shea or Mr. Galvin, can you?

Mr. GALVIN. I think if he would enumerate his 33 in 1962, this would help us.

Senator BYRD. Well, we are going to come along with 1961 in a few minutes.

Mr. GALVIN. I mean, as far as reasons are concerned. He said he had the reasons.

Mr. LAJEWSKI. I think that Mr. Galvin misunderstood.

At the end of this listing I have "other reasons," which are not enumerated, and, as I stated, I am not prepared to indicate what those specific reasons are.

We would have to make an analysis of those particular cases.

Senator BYRD. Mr. Scholz, can you help us?

We obviously cannot expect Mr. Meyers to comment on this category if we cannot reveal to him what is meant by "other reasons."

Mr. Scholz?

Mr. SCHOLZ. I am afraid not, sir.

Senator BYRD. Mr. Galvin?

Mr. GALVIN. Perhaps I can help. Under "other" are any cases which do not fall within the groups you have previously outlined in detail, and it does not include any case closed because of unsuitability.

Perhaps that would help.

Senator BYRD. Mr. Meyers, does this help to the point that you can comment on this category?

Mr. MEYERS. Well, I think not. It helps to the extent that Mr. Galvin says that it does not include any case which would involve a question of suitability or unsuitability.

As to what the others are, we do not know, and I think I really cannot comment.

Senator BYRD. Yes.

Mr. Shea, can we find some way of clarifying this today?

Mr. SHEA. Yes, sir. We will look into some kind of a sample of the closings and get it.

Senator BYRD. Give us a number of examples, if you can, in the afternoon.

This is the only remaining category that I find which needs clarification in the table for fiscal 1960.

POSSIBLE CONFLICT OF DISTRICT OF COLUMBIA REGULATIONS WITH FEDERAL STATUTES

Now, let's go to fiscal year 1961. This is a laborious, time-consuming procedure, but I think it is highly important, because we are about to appropriate money for the next fiscal year, which has already begun, of course, and if the District of Columbia regulations are in conflict with the Federal statutes, this would obviously mean that there would have to be some revisions of budget estimates.

So it is important to have a determination of whether or not they are in violation, and if they are not, then we can proceed to appropriate on the basis of the estimates that have been presented.

Now, in fiscal year 1961, table 5 on pages 6 and 7 of the Annual Report of Fiscal Year 1961, Department on Public Welfare, District of Columbia, we find these reasons for closing cases.

I will insert the table at this point in the record.

(The table referred to appears on p. 2471.)

REASONS FOR CLOSING CASES IN 1961

Senator BYRD. First of all, let me state that the total number of ADC cases closed was 1,371. We will go through the same procedure, Mr. Myers, although you have already answered the questions, I think, but let's leave nothing in doubt and nothing to chance.

Transferred to another assistance program were 18 cases.

Was any Federal statute violated here?

Mr. MYERS. As a requirement, that is unobjectionable.

Senator BYRD. One case was closed because of death: 201 cases were closed because there was a material change in the income or resources, specifically because of the employment or the increased earnings of the ADC father.

Mr. Meyers, would you have any objection to this?

Mr. MEYERS. No; if it is established that additional income adequate to meet the needs under the District's standard exists, there is no problem.

Senator BYRD. 212 cases were closed because of the employment, or because of increased earnings of the ADC mother.

Mr. Meyers, do you have any objection to this reason for closing?

Mr. MEYERS. I think my answer to the previous question would be equally applicable to that, sir.

Senator BYRD. Two cases were closed because of the employment or increased earnings of the ADC child.

Was this in conflict with a Federal statute?

Mr. MEYERS. No, I would—I think it would be helpful, though, if we would know the basis in the District—I am not familiar with it—for taking into account income of the particular family members.

If we assume that the policy is that income of any of the family members, including the child and everyone else, is lumped into a standard budget, and you figure the needs and resources of all, this certainly would be an appropriate basis for closing a case.

Senator BYRD. Would be an appropriate basis?

Mr. MEYERS. Would be an appropriate basis.

Senator BYRD. Mr. Shea?

Mr. SHEA. Yes, sir. Mr. Meyers has made the correct assumption with respect to the District policy.

Senator BYRD. Mr. Galvin?

Mr. GALVIN. I agree with Mr. Shea.

OTHER PERSON PARTICIPATION

Senator BYRD. Two cases were closed because of the employment or increased earnings of other person.

Mr. Shea, would you care to explain what is meant by other person?

Mr. SHEA. This could be bringing into the family constellation a brother of the ADC mother who was employed, living in the family picture, and his income was available to the total situation.

Senator BYRD. Mr. Galvin, do you have any further comment?

Mr. GALVIN. Or any other relative.

Senator BYRD. Mr. Meyers, was the action taken in conflict with the Federal statutes?

Mr. MEYERS. No; if a person actually is a member of the family unit, and makes his income available to the family, then it is perfectly appropriate, and it should be taken into account.

Senator BYRD. 107 cases were closed because of the absent parent's return.

Mr. Meyers?

Mr. MEYERS. In a situation where the parent is actually in the home, under the District policy which is acceptable, there would be no eligibility because there is no absence.

Senator BYRD. Do you mean that when you say he is actually in the home?

It says "absent parent's return."

Does he have to be in the home?

Mr. MEYERS. Well, maybe you might have one of the District of Columbia witnesses explain what is meant.

I assumed when it said he returned, that it meant that he had returned and was in the house.

Senator BYRD. Mr. Galvin?

Mr. GALVIN. That is what this particular category means. Yes, sir.

Senator BYRD. All right. Then you find no fault with that?

Mr. MEYERS. No, sir.

REMARRIAGE OF PARENT

Senator BYRD. Thirty-five cases were closed because of remarriage of the parent.

Mr. Meyers, is there any objection to this reason for closing?

Mr. MEYERS. I think this one we went over before and again if I remember correctly the answer was that this is remarriage and so that you have, in the home, an employable person who is the head of the family, and under District rules this is a ground for ineligibility, and that creates no problem under the Federal rule.

Senator BYRD. Does this reason——

Mr. MEYERS. We would have no question about the closure of the case which is based on resources in the family which were actually available as apparently is the case here.

Senator BYRD. You have no objection to the closing of these cases on this basis?

Mr. MEYERS. No, sir.

Senator BYRD. Seven cases were closed because of the receipt of support or the increase in support from another person outside the home.

Mr. MEYERS. Receipt of support and income, from whatever source, should be taken into account, and this would not create a problem.

CASES RECEIVING BENEFITS UNDER OLD-AGE AND SURVIVORS INSURANCE PROGRAM

Senator BYRD. Sixty-seven cases were closed because of the receipt or increase in benefits or pension under the old-age and survivors insurance program.

Mr. MEYERS. Yes, sir. Old-age and survivors insurance benefits which are made available to people, who otherwise need public assistance to supplement that income, are supposed to be taken into account.

Senator BYRD. Eighteen cases were closed because of the receipt or the increase in benefits or pension under other Federal programs.

Mr. MEYERS. I think the answer would be the same. I might check just a minute with Mr. Yourman.

Do you know whether there are any special exemptions that might apply to any Federal benefits? I know of none.

Senator BYRD. Yes; Mr. Yourman?

Mr. YOURMAN. No, I know of none.

Senator BYRD. What is the answer?

Mr. YOURMAN. I know of no exemptions.

Senator BYRD. Now, four cases were closed because of the receipt of or increase in benefits or pension under State or local programs.

Mr. MEYERS. No question.

Senator BYRD. Five cases were closed because of the receipt of or increase in the benefits or pensions under a nongovernmental program.

Mr. MEYERS. I think the answer would be the same there, sir, that the source of the income is not material.

Senator BYRD. Fourteen cases were closed because of other material change in income or resources.

Mr. MEYERS. I really do not know what that one means or what is encompassed in it.

Senator BYRD. I suppose you mean other material changes?

Mr. SHEA. Yes, sir.

Mr. MEYERS. But if we assume that it is simply the existence of income which changed the picture to change the need pattern, why, this again would raise no question.

Senator BYRD. In 10 cases, there was no material change in the income or resources, but there was a decreased need for medical care, in which no cases were closed and in which there was a decreased need for "other requirements."

What does this mean, Mr. Shea?

Mr. SHEA. If the child left the home, would be one example.

A person—a child, for example—could have been committed to an institution either as a delinquent or a retarded child.

It may be in one case for as much as a year or 18 months and, in another case, for an extended period.

I believe this is a good example.

Senator BYRD. Mr. Galvin, can you think of other examples?

Mr. GALVIN. The child could have reached 18 or be over 16 and not attending school, or the child could have died.

The family could have moved to another home with cheaper rent and, therefore, the total resources available could have been more than the basic requirements would be, and they would have been no longer eligible.

Senator BYRD. Mr. Meyers, do you find any objection here?

Mr. MEYERS. No; under none of these illustrations do I find any objection to this basis for closing.

Senator BYRD. Thirty-six cases were removed because of the refusal, after acceptance, to comply with eligibility requirements.

Mr. Meyers, would there be any objection on this point?

Mr. MEYERS. I think——

Senator BYRD. Would you like some further clarification?

Mr. MEYERS. Yes; some.

If we assume that this is similar to one that was discussed in the former year, where I think I made the statement that, without talking to what the particular eligibility requirements were, certainly a recipient is required to comply with policies and regulations of the District Department, and if they fail to do so, that would be an adequate ground for cutting them off.

Senator BYRD. Mr. Shea, do you have any comment?

Mr. SHEA. I think this is basically the same situation as we described before.

REMOVAL OF BASIS FOR ELIGIBILITY

Senator BYRD. All right. Sixty-five cases were removed because a recipient was no longer incapacitated.

Mr. Meyers?

Mr. MEYERS. The same answer. If the basis for the eligibility is removed, it is perfectly appropriate to remove them, and they should be removed from the category.

Senator BYRD. Seventy-three cases were removed because the ADC parent returned.

What do you mean by this, Mr. Shea?

Mr. SHEA. The person who had been out of the home returned into the home. I think this describes or is illustrative again of the man who may have been hospitalized, or in prison, or in another jurisdiction, who returned home or in the same jurisdiction and was encouraged by efforts of the agency to come back into the family constellation.

So, in other words, the man is in the home. He is a resource. He is employable. And the need of the family no longer exists.

Senator BYRD. Mr. Meyers?

Mr. MEYERS. I have no question about closing this type of case.

Senator BYRD. Six cases were closed because the ADC parent remarried.

Mr. Shea, would you give us a comment?

Mr. SHEA. In this type of situation, a person who has remarried is presumed to have remarried a person who is employable or employed and, therefore, has a resource continuously and, therefore, would not be eligible for ADC.

Senator BYRD. Mr. Meyers, do you have any comment?

Mr. MEYERS. If we assume one thing further, that they are remarried and living together in the same home so that there was no absence, I see no question in this type of case.

Senator BYRD. Mr. Galvin, or Mr. Shea, is this a proper assumption?

Mr. SHEA. Yes.

Mr. GALVIN. In this category; yes.

Senator BYRD. Eighty-one cases were closed because there was no eligible child in the home.

Mr. Meyers, do you have any comment?

Mr. MEYERS. No eligible child in the home?

Senator BYRD. Yes.

Mr. MEYERS. No. Then there would not be actually a basis for eligibility and they should be closed.

Senator BYRD. Four cases were closed because of admittance to an institution.

Do you care to comment, Mr. Shea, before Mr. Meyers responds?

Mr. SHEA. This is the type of case in which a person could be admited, for example, to the District training school or an institution for a retarded individual.

Senator BYRD. Mr. Meyers, do you have any objection to this?

Mr. MEYERS. No, sir.

LOSS OF RESIDENCE

Senator BYRD. Twenty-seven cases were closed because of the loss of residence.

What is meant here, Mr. Shea?

Mr. SHEA. The person moved out of the jurisdiction and had not established—and had established residence elsewhere than the District of Columbia.

Senator BYRD. Mr. Meyers, is there any objection to this reason?

Mr. MEYERS. No, sir.

Senator BYRD. Now, under this broad category, of the recipients no longer meeting eligibility requirements other than need, there were 152 cases closed because of "other reasons."

Can you give us any example of what you mean by "other reasons" here, Mr. Shea?

This is under the broad category, as stated here, "no longer meets eligibility requirement other than need." And in that category we talk about those who refused, after acceptance, to comply with eligibility requirements, about those who are no longer incapacitated, about the ADC parent's return, about the ADC parent having remarried, and about the eligible child's no longer being in the home.

Mr. SHEA. The reasons for closing are listed or have been listed here in this—is this the same type of situation we had before in the previous year?

Senator BYRD. There is another "other."

Mr. SHEA. Another "other"?

Senator BYRD. You might like to look at this. It is almost at the bottom.

Mr. SHEA. These reasons that Mr. Lajewski gives me, to answer this question in part, but not in totality, first is a continued absence not established, mother employable, voluntary withdrawal, loss of contact, and cannot be located.

There are still others that still have to be identified and this is what we are trying to do back at the agency now.

So I think we will probably be able to clarify this at the next session because we will have looked into the cases and we can find what the "other" means.

Senator BYRD. All right.

On the basis of the explanation thus far, Mr. Meyers, would you have any objection to the closing of these cases?

Mr. MEYERS. No, sir. On the basis of those illustrations I think they all fall within the categories and within the explanation that we previously discussed when we went down the list.

Senator BYRD. Now, Mr. Scholz, did you have something further?

Mr. SCHOLZ. I just remembered that the largest number of cases that were under the "other" ones was where the caretaker relative is no longer available.

In other words, where the mother is the payee and the mother deserts the child or is hospitalized or is declared mentally incompetent and, therefore, we can no longer make a payment to her, and there is no other relative payable.

Senator BYRD. What do you do about the children in those cases?

Mr. SCHOLZ. We would have to put them on GPA until we find a person who is willing to take care of them.

Senator BYRD. What about their——

Mr. SHEA. Or institutionalize the children.

Senator BYRD. What about that, Mr. Galvin?

Mr. GALVIN. That is right.

Mr. SHEA. Or a foster home.

Senator BYRD. It has not been made clear to me, Mr. Meyers.

Has it been made clear to you, the reason injected by Mr. Scholz?

Mr. MEYERS. I think I understand it, sir, because presumably the District operates under the same rules as the Federal category in terms of what we will pay for.

In other words, before financial participation is available, with respect to an aid to dependent children case, you have to find that the child is living with certain enumerated relatives and so if there is no relative with whom that child can be living, the case would not be eligible for payment under the Federal category.

Senator BYRD. So you would find no fault with this reason for closing?

Mr. MEYERS. No, sir.

Senator BYRD. Well, that gets us through this category.

We still have the one category remaining in the fiscal year 1961 denominated "other."

And 196 cases were closed for "other reasons" not explained here.

So this will be in need of further explanation, as was the same category in the previous table.

Mr. SHEA. Yes, sir.

Senator BYRD. Do you think you might be able to give us these this afternoon, Mr. Shea?

Mr. SHEA. We are working on it now, sir.

Senator BYRD. Fine. Now, Mr. Lajewski, do you have a comparable table for 1962?

Mr. LAJEWSKI. Yes, sir, I do.

Senator BYRD. Let me have that.

Mr. LAJEWSKI. Surely.

ADC CASES CLOSED IN 1962

Senator BYRD. In fiscal year 1962, under the ADC category, a total of 2,265 cases were closed.

Forty-one, or many of these, Mr. Meyers, are going to be under the same categories.

I think possibly we can speed it up a little here, but I think we ought to go through them all.

Forty-one were closed because of transfer to other aid.

Is there any objection?

Mr. MEYERS. Same answer.

Senator BYRD. And what is the same answer?

Mr. MEYERS. The same answer is that there is no objection.

Senator BYRD. For the record, I think you will have to say that.

Mr. MEYERS. All right, sir.

Senator BYRD. 174 cases were closed because of a material change in the income or resources.

This is specifically because of employment or increased earnings of the ADC father in the home.

Mr. MEYERS. No question on closing on this basis.

Senator BYRD. 362 were closed for the same reason, but, in this instance the ADC mother is involved.

Mr. MEYERS. No question for closing on that basis.

Senator BYRD. Five cases were closed for the same reason but the ADC child was involved.

Mr. MEYERS. No question on that type of closing.

Senator BYRD. Six cases were closed because of the same reason, another person being involved.

Mr. MEYERS. No question.

Senator BYRD. 168 cases were closed because of the absent parent's return.

Mr. MEYERS. No question on that on the same basis of the previous answer, that we assume the person is in the home, living in the home, and, therefore, the absence is not established.

Senator BYRD. And he is employable or employed?

Mr. MEYERS. Yes, sir.

Senator BYRD. Forty-four cases were closed because of the remarriage of the parent.

Mr. MEYERS. On the same basis, no question about that one.

We assume again that the two are living together in a home and so there is no absent parent.

Senator BYRD. Forty-seven cases were closed because of the receipt of or the increase in support from the absent ADC father.

Mr. MEYERS. No question.

Senator BYRD. Ten, because of the receipt of or increase in support from another person outside the home.

Mr. MEYERS. No question.

Senator BYRD. 111 cases were closed because of receipt of or increase in benefits or pensions under the OASDI program.

Mr. MEYERS. No question.

Senator BYRD. Twenty-three because of the receipt of or increase in benefits or pensions under other Federal programs.

Mr. MEYERS. No question.

Senator BYRD. Four cases because of the receipt of or increase in benefits or pensions under State or local programs.

Mr. MEYERS. No question.

Senator BYRD. Seven, for the same under governmental programs.

Mr. MEYERS. No question.

Senator BYRD. Twenty-seven were closed because of other material changes, income or resources.

Mr. MEYERS. No question.

We assume here that their income or resources have been discovered and, as ascertained, that you could not establish the continuing need of the family. No question.

Senator BYRD. One case was closed because of the decreased need for medical care.

CASE CLOSED BY DECREASED NEED IN MEDICAL CARE

What is meant here by this, Mr. Shea, "decreased need for medical care"?

Mr. SHEA. May I ask Mr. Scholz that, please?

Senator BYRD. Yes. Mr. Scholz?

Mr. SCHOLZ. The only assumption I could make, sir, is that there might have been some item going into the home for a specific medical need which was terminated and, therefore, that specific incidental item is referred to in the budget as being no longer necessary, maybe.

In other words, the illness or whatever the disease was, was terminated and the person no longer needed this special device or this special medicine or whatever it might have been.

Senator BYRD. Mr. Lajewski, do you have anything on this point?

Mr. LAJEWSKI. I would not be able to elaborate on what Mr. Shea said.

Senator BYRD. Would you be able to comment on this, Mr. Meyers?

Mr. MEYERS. I think so.

If we assume that the case was eligible, that the medical need was brought about or what was brought about the eligibility and that medical need was removed or reduced so that the need would not be there, I see no question about this type of a case at all, sir.

DECREASED NEED FOR "OTHER REQUIREMENTS"

Senator BYRD. And four cases were removed because of a decreased need for other requirements, "other requirements" being what, Mr. Galvin?

Mr. GALVIN. It could be housekeeper services that the mother was temporarily ill and needed homemaker services.

This could be that.

Senator BYRD. Mr. Shea, anything further?

Mr. SHEA. That is it.

Senator BYRD. The reason again is that there was a decreased need for "other requirements."

Four cases were closed here.

Mr. Meyers?

Mr. MEYERS. I see no question about this type of case closing, sir.

Senator BYRD. Sixteen were closed because of other reasons under this category, the category being "No material change in income or resources."

Mr. SHEA. Mr. Lajewski, on that second page, sir, may have answered that question under ADC only.

Again, it is the same reason I gave you before, continued absence not established.

Maybe I had better ask Mr. Lajewski if he has anything further on that.

Senator BYRD. All right. It is on page 1.

Mr. LAJEWSKI. Yes, I have page 1.

This I could not answer, sir. We would have to clarify this particular category also.

CASES CLOSED FOR OTHER REASONS

Senator BYRD. Sixteen other cases were closed for other reasons.

A moment ago, I think when we were discussing the fiscal year 1961, you were able to explain this category because Mr. Meyers indicated no disapproval of the closing of five cases under "Other."

Mr. Meyers, can you answer this?

Mr. MEYERS. I believe that—at least, as far as I can tell, sir, we still are in the position of having "Other" not really clarified sufficiently to base an answer on it.

Senator BYRD. All right.

Mr. LAJEWSKI. Mr. Chairman, may I add to this?

These are individuals who have been found to be no longer in need so that they would be ineligible because they are no longer in need.

Senator BYRD. Mr. Meyers.

Mr. MEYERS. The absence of need is always an appropriate basis for closing a case, Mr. Chairman.

Senator BYRD. All right.

Eighty-two were closed because of the recipients' refusal, after acceptance, to comply with eligibility requirements.

Mr. Meyers?

Mr. MEYERS. No question about a condition which requires a recipient to comply with eligibility conditions specified under the State plan.

Senator BYRD. 105 were closed because the recipients was no longer incapacitated.

I assume this is the parent, of course.

Mr. SHEA. Yes, sir.

Senator BYRD. No longer incapacitated.

Mr. MEYERS. There are no questions about closings on this basis.

Senator BYRD. Ninety-nine were closed because the ADC parent returned.

Mr. MEYERS. Again, if these are cases where we find the parent in the home, actually in the home so that there is no absence, no question is raised by this type of closing.

Senator BYRD. Nine cases were closed because the ADC parent remarried.

Mr. MEYERS. Again, I think we should qualify this, as we have the other cases, that we assume that both parents are living in the home so that absence is not established.

In such a case there would be no question.

Senator BYRD. Is this a correct assumption?

Mr. SHEA. Yes, sir. Employability or unemployability is the factor in the District of Columbia, but again this is the reason for closing.

Senator BYRD. Ninety-seven were closed because there were no eligible children in the home.

Mr. MEYERS. No question.

RESIDENCE REQUIREMENT

Senator BYRD. One was closed because of loss of residence.

Again, Mr. Shea, what is the explanation?

Mr. SHEA. No longer meeting the residence requirements of the District of Columbia and moved out of the District into this jurisdiction, moved to another jurisdiction.

Senator BYRD. And having established residence there.

Is that correct?

Mr. SHEA. Yes, sir.

Senator BYRD. Mr. Meyers, do you have any comment on this point?

Mr. MEYERS. This presents no question, sir.

Senator BYRD. Twenty-nine were closed because of—no, actually, 1 was closed because of admittance to an institution and 29 were closed because of a loss of residence.

We have already covered "loss of residence."

One was closed because of admittance to an institution.

Mr. MEYERS. No question.

ELIGIBILITY REQUIREMENTS OTHER THAN NEED

Senator BYRD. Three were closed because of a change in State law or agency policy, relating to eligibility requirements other than need.

What is meant here, Mr. Shea?

Mr. SHEA. I think this could refer or does refer to the change in policy under the unemployment compensation law, which would enable the person to realize from that source adequate income to render them ineligible for public assistance.

Mr. MEYERS. If these closings were on the basis of the existence of income, which reduced the need or eliminated the need, there would be no question.

Senator BYRD. Is that it?

Mr. SHEA. Yes, sir.

Senator BYRD. Does the closing in each instance here meet that qualification, Mr. Shea?

Mr. SHEA. Yes.

CASES CLOSED IN "OTHER REASONS"

Senator BYRD. And 489 were closed because of "other reasons" in this category, the category being that eligibility requirements, other than need, were no longer met.

Mr. SHEA. The reasons given here, as were given before, were the continued absence not established, the mother employable, voluntary withdrawal, loss of contact, or cannot be located.

This accounts for the vast majority of that number of 489.

Senator BYRD. Mr. Meyers, can you comment on this?

Mr. MEYERS. All of these reasons, when established, form an appropriate basis for closing a case.

Senator BYRD. However, there were 33 in this category which were closed for other reasons, Mr. Shea.

Now, we want to clarify this.

Mr. SHEA. Yes, sir.

Senator BYRD. And 301 cases overall were closed for other reasons.

What are the "other reasons"?

Mr. GALVIN. Sir, if I may interrupt, the 301 and the 489 are both included in the ones outlined by Mr. Shea.

They are both marked with an asterisk and these, for ADC only, come to a total of 790.

These have been explained and also agreed to by Mr. Meyers, and the only thing that is left over is that in the 790 there are 33 that are still to be explained.

Senator BYRD. I see. Then, for the record, of the 790 cases closed for "other reasons" these reasons are as set forth at the bottom of page 2, namely, they are continued absence not established, mother was employable, there was a voluntary withdrawal, there was loss of contact, and there was an inability to locate.

Mr. SHEA. Yes, sir.

Senator BYRD. That explains all——

Mr. SHEA. But the 33.

Senator BYRD (continuing). But the 33? And we will have to have an explanation of those 33.

Mr. SHEA. Yes, sir.

Senator BYRD. As far as the 757 are concerned, I suppose, Mr. Meyers, you would have no objection?

Mr. MEYERS. No, sir. As I stated before, I think that when you establish these facts on these bases no question is presented.

Senator BYRD. All right. With the exception of this category or of the category that has been denominated "Other" we have covered all categories for closing of an aid-to-dependent-children case in fiscal year 1960, fiscal year 1961, and fiscal year 1962—the past 3 years.

POSSIBLE VIOLATIONS OF FEDERAL STATUTE

Thus far, Mr. Meyers, have we found any instances in which the District of Columbia has acted in violation of a Federal statute in removing cases from the aid-to-dependent-children category?

Mr. MEYERS. I do not think I am able to state that quite that categorically, Mr. Chairman.

If I may, I think I should make a little explanation or preliminary statement.

I personally, of course, am not in a position to know what the facts are in a particular case and whether the evidence is there to support the finding or anything of the sort.

Nor am I in a position to make an adjudication in a particular case as to whether it is or it is not eligible.

I can speak as an official of the Department who is familiar with our rules as to what type of situation as a basis for a closing would be appropriate or not. And on the basis of the explanations, as we have gone down these lists, and as qualified and based on the understandings that we have, I would say that nothing that we have talked about this morning, in terms of a requirement or a basis for closing, would raise a question under the Federal act.

Senator BYRD. You would have to make the same statement with the same reservations even though we were talking about any State, would you not?

Mr. MEYERS. That is correct, sir.

Senator BYRD. Unless you were personally in on the case, in other words, and knew all the facts, you naturally could not make a categorical reply to that question?

Mr. MEYERS. That is correct.

Senator BYRD. But on the basis of the reasons enumerated, whether it be the District of Columbia or any other State, the regulations of that State being what the regulations are in the District of Columbia, you find no instance, as ex-

plained here, in which the District of Columbia has acted in contravention of Federal statute?

Mr. MEYERS. None of the reasons that we have discussed this morning would be in conflict with any Federal requirement.

Senator BYRD. Speaking of the Federal statute as amended.

Mr. MEYERS. That is right, sir.

Senator BYRD. All right.

Mr. Shea, in the afternoon then, let's try to have an explanation of these "other" cases.

Mr. SHEA. Yes, sir.

NEED FOR CLARIFYING REGULATIONS

Senator BYRD. And I suppose the only question that need be asked at this point would be this: Do you feel, Mr. Shea—and I asked the question earlier—do you feel that the regulations are entirely clear so as to assure the Department, in the application of the regulations, that they are not in conflict with the governing Federal statute, as amended?

Mr. SHEA. The regulations today, sir, I do not believe are in conflict with the Federal statute but, as I indicated before, I feel that all of the regulations, as exemplified in our Public Assistance Manual need to be clarified to some extent.

To a greater extent, I cannot say, but this is my opinion.

Senator BYRD. Mr. Meyers, do you feel that the District of Columbia regulations governing the eligibility of recipients and governing the removal of recipients from public assistance need further clarification?

CLARIFICATION NEEDED

Mr. MEYERS On the basis of my quick look at those regulations and those handbook provisions, Mr. Chairman, I would say that they do need clarification so that we can be certain that they state, as the witnesses have testified, what their intention is, because some of them are sufficiently ambiguous as to lead you to another conclusion.

Now, I would say that just from my quick look that they do need clarification.

Senator BYRD. You are saying that, if the regulations are eminently clear, so as to provide assurance that removals from public assistance will fall into the categories that have been explained, the District will not be acting in contravention of the Federal statute, as amended?

Mr. MEYERS. I would say that if they were clarified, so that we both were satisfied, that none of the bases for eligibility or removal would be the conditions of the home, and the fact of the conduct of the parents, and in applications it was carried out this way, there would be no problem.

Senator BYRD. You saw no instance thus far, in our recapitulation of the reasons for closing, in which the conduct of the parents or the unsuitability of the home were the reasons for closing?

Mr. MEYERS. None of the reasons that we have gone over this morning, as explained and clarified, in my opinion, fell within that category.

Senator BYRD. All right.

"OTHER" CATEGORY

Mr. Shea, this afternoon let's have an explanation of the category "other" and following that, I would suggest that your Department working with the Department of Health, Education, and Welfare, go over the regulations which are ambiguous, the regulations in question at this point, and that you effect a clarification of those regulations so as to assure Congress, and so as to assure the Department of Health, Education, and Welfare, that you will not be acting in conflict with the governing Federal statute.

Understand that the subcommittee is appropriating, or preparing to appropriate, the money on the basis of the regulations, as they are understood to be and as they have been explained.

We are not expecting to appropriate money on the basis of changed regulations unless the current regulations are found to be in violation of the Federal statute.

If the regulations are in violation of the Federal statute, and if you have been enforcing them in violation of the Federal statute, thus we have had no indication that you have been enforcing them in violation of the Federal statute—but if, in your categorization of cases in these groups, we find that you have violated

the Federal statute this would naturally mean that there would have to be some revision in your estimates of needs for the forthcoming year.

Consequently, that regulation would have to be changed because it is obvious that we cannot fly in the face of the Federal statutes.

But if we find no conflict with the governing Federal statute, as amended, we are going to make our appropriations on the basis of the budget estimate that you presented here.

CLARIFICATION OF REGULATIONS EXPECTED

In summation, I am saying this, that we expect the regulations to be clarified. If they are not in violation of the Federal statute at this point we are not expecting you to change the regulations so as to liberalize or so as to make more conservative the program.

We are only expecting that the regulations be rewritten so as to make them eminently clear to those people who have to enforce them.

Now, do we have any misunderstanding at this point?

Mr. SHEA. No, sir.

Senator BYRD. Mr. Meyers, have I, in your judgment and to your satisfaction, appropriately stated the situation where we find ourselves at this moment?

Mr. MEYERS. I think so, sir.

We, in the Department, look forward to working with the District people in trying to help them in a revision of the controlling policies which will satisfy both of us that we are meeting our legal responsibilities.

Senator BYRD. Yes. It is not the desire or objective of the Department of Health, Education, and Welfare to dictate to the District of Columbia or to any other jurisdiction in this country as to whether or not its program should be liberalized or made more conservative——

Mr. MEYERS. That is correct, sir.

Senator BYRD (continuing). As long as the regulations, governing the eligibility of the recipients, are not in conflict with the governing Federal statute as amended?

Mr. MEYERS. That is correct, sir.

ANTICIPATED CLARIFICATION DATE

Senator BYRD. Mr. Meyers, there is a further question:

What would be a reasonable time in which we could expect to have this clarification effectuated, keeping in mind that it is not my intention to mark up this bill until the regulations are clarified?

Mr. MEYERS. Is this question addressed to me, Senator?

* * * * * * *

(AFTER SESSION, 2:30 P.M., FRIDAY, SEPTEMBER 7, 1962)

"OTHER" CATEGORY

Senator BYRD. The subcommittee will resume its hearing.

Mr. Shea, do you have now the information that we were wanting earlier, with reference to the category enumerated as "Other"?

Mr. SHEA. Yes, sir. Since the recess of the session, Mr. Lajewski has additional information.

Senator BYRD. All right, Mr. Lajewski.

Mr. LAJEWSKI. Mr. Chairman, in 19 of these 33 instances the case was closed because the children were committed to the Department of Public Welfare for care. A referral had been made to child welfare, and it was found that conditions were such that a commitment by the juvenile court was requested, and the children were committed to the Department of Welfare. These were the cases which were originally ineligible.

Senator BYRD. Pardon me, now. Let's talk about those you have just named.

Mr. LAJEWSKI. All right.

Senator BYRD. Mr. Meyers, would there be any objection that could be made to the closing of these cases?

Mr. MEYERS. No, sir.

Mr. LAJEWSKI. In seven instances it was found that the families were originally ineligible, and continue to be ineligible for ADC.

Senator BYRD. So they never were eligible, at any time?

Mr. LAJEWSKI. That is right, sir.

Senator BYRD. There obviously would be no objection here.

Mr. MEYERS. No. I don't know what the grounds for the ineligibility would be, but assuming the appropriate grounds, no question would be raised about that either, Mr. Chairman.

Senator BYRD. All right.

Mr. LAJEWSKI. In two cases the mother died. We don't know just what happened to the children in this particular instance, with the mother deceased.

Senator BYRD. Mr. Meyers, do you have any response to that?

Mr. MEYERS. We assume that in that case there was no remaining relative with whom the child could live and qualify. This would raise no question under the Federal requirements.

Senator BYRD. Is that in accord with your position, Mr. Shea?

Mr. SHEA. Yes, sir.

Senator BYRD. Mr. Lajewski.

ADMINISTRATIVE CLOSING

Mr. LAJEWSKI. In two instances, the closing of the case was related to an administrative procedure. That is, there were four cases which could have been consolidated into two. So this was sort of an administrative closing. This was to make more efficient the administration of the public assistance program.

Senator BYRD. Is this clear to you, Mr. Meyers?

Mr. MEYERS. Not too clear.

Mr. LAJEWSKI. Well, take, for instance, we find a situation in which a mother receives a grant for her children, and a grandmother in the same home also receives assistance for minor children of her own. Thus, instead of having this as two ADC cases, we combine these into one case.

Senator BYRD. Mr. Meyers.

Mr. MEYERS. I understand. In other words, you consider this as a single group, and meet the needs of the whole group as one case.

Mr. LAJEWSKI. That is right.

Mr. MEYERS. There seems to be no difficulty with that one, Mr. Chairman.

Senator BYRD. Thank you.

Mr. Lajewski?

Mr. LAJEWSKI. In one case, there was the incarceration of the mother, and the children were committed to the Department of Welfare. Now, this case could have been included in that first group, but I learned the specifics of this particular case. The mother was incarcerated. Her sentence was for 2 years. And in this instance, the children had been referred to the Child Welfare Division for care.

Senator BYRD. Mr. Meyers.

Mr. MEYERS. Perfectly appropriate.

Mr. LAJEWSKI. In another instance, the case was closed because of temporary hospitalization of the mother at District of Columbia General Hospital for mental observation.

The case was closed.

In this particular instance, the two children were taken by a grandmother, another child was taken by a father.

The father subsequently died, and the grandmother took responsibility for all three children, and this grandmother has an active application for ADC at the present time.

Senator BYRD. Mr. Meyers.

Mr. MEYERS. It seems to be all right under those circumstances.

Mr. LAJEWSKI. In the last instance, the case was found ineligible because the recipient had not declared resources which were available to her.

Senator BYRD. Mr. Meyers.

Mr. MEYERS. On the question of resources which are available and which have not been disclosed, we have no question that this is grounds for ineligibility.

CASES NOT IN VIOLATION OF FEDERAL REQUIREMENT

Senator BYRD. Mr. Lajewski, do you think this fairly well covers all reasons for which the cases were closed under this grouping?

Mr. LAJEWSKI. I do, sir.

Senator BYRD. Do you think there might still be two or three, or a half dozen which you have not elaborated upon at this time?

Mr. LAJEWSKI. There might be one, two, or three, sir. I could not say at this time. But they would not be significant.

Senator BYRD. Mr. Meyers, this narrows it down to a remainder of cases amounting to almost nil. I believe that your statement of this morning is probably still a valid one, with reference to these additional reasons that have been expressed here today. However, I would like for you to have the opportunity to comment as to whether or not this is true.

Mr. MEYERS. It would be my view that closing of cases for any of the reasons just discussed, in the "other" group would not in any way violate any Federal requirement.

Going one step further, as to the remaining, I don't know how many there are, but as you say, a handful—certainly even if we would assume, for discussion purposes, that those other cases, three or four out of these thousands, were cases that may have been improperly closed, this, in and of itself, would not be a sufficient ground for withholding Federal funds, because it would not have been significant enough or substantial enough to have raised a problem of conformity with Federal requirements.

Senator BYRD. I suppose that in any State—there might be a case occasionally which might fall into such a category.

Mr. MEYERS. That is right.

Senator BYRD. At this point I shall insert a statement of some comments which were made by Mr. Bernard Scholz, Chief, Public Assistance Division, during the fiscal year 1963 hearings. Mr. Scholz's comments may be found on pages 1638, 1639, 1640, 1641, 1642, 1643, and 1644 of the fiscal year 1963 hearings.

(The document follows:)

Senator BYRD. All right.

Now, Mr. Scholz, I think that you are in the best position to indicate to us what should be done to put this department on its proper course, weed out the ineligibles, provide for the needy, cut out the red tape and the paperwork, and thus permit the Department to go forward with a well-charted program which will earn for it the respect and high regard, not only of those people who are being served by it, but also of the people who help support it with their tax dollars.

Now could you in a somewhat brief fashion let us have your advice and counsel on this matter before we recess?

Mr. SCHOLZ. Yes, sir.

Now?

Senator BYRD. Yes.

Mr. SCHOLZ. All right.

SOCIAL SERVICE STAFF NOT EQUIPPED FOR INVESTIGATION

I believe that what we have learned from this painful experience is that our social service staff is not equipped to do the investigative job that needs to be done with today's caseload.

Senator BYRD. Now you may have to speak just a little louder. There seems to be some difficulty in hearing you.

Mr. SCHOLZ. All right.

I believe that we have learned from the painful experience of the past few months that our social service staff is not equipped to do the job it is expected to do with today's caseload. We are operating with social workers, and when we hire caseworkers all our specifications are written that way, all our instructions are written that way, we expect to do the old type of social work which is a helping relationship. We tried to create a public image that the social worker is not a snoop who looks under the bed and in the closet, but is as one well-known training film put it, a friend at the door. And as a result of relationship has been built up which is not realistic, where the social worker, as the Social Security Administration puts it, uses the clients, the applicant, as the primary source of information. And we find this information is not reliable.

CHANGES IN CHARACTER OF CLIENTS

This may all have been true at the time when the program started, when we had the so-called nice people on relief, the widows and orphans who have been

siphoned off since then by the survivors benefits programs, and when we had the families that were unbroken, where the man was disabled and except for the financial assistance they would not have been able to manage. They have been siphoned off by the disability insurance program. And what we are having now is the bottom of the barrel, without wanting to cast any aspersions on the worthwhile people we have on assistance. Most of them, as our investigation now has shown, are problem cases. They are, as Mr. Lang pointed out, people with problem of alcoholism, drug addiction, with criminal records, and are not the type of people whom social workers are trained to deal with.

EDUCATION OF SOCIAL WORKERS

In addition, when we are talking about trained social workers, we are deluding ourselves and the public, because these people have not gone through the school of social work. A recent survey by the Social Security Administration showed that of, I think it is, 25,000 public assistance workers in the country, only 1.2 percent has a school of social work education. The others are trained by the apprenticeship method that I mentioned. They go through an 8-week training course and then are let loose on a caseload which in our instance amounts to 108 cases, and where a worker with an apprenticeship training of 8 weeks is responsible for dispensing $17,000 monthly of the taxpayers' money. And that is an impossible situation. I think we are putting a responsibility on these young people that they are simply not able to carry.

So what we are doing in effect is the same as if we were taking medical corpsmen and saying to them, "now take over this hospital and perform brain surgery." And the results are what we have found them to be. We know that similar results would be found anywhere—I am shocked at the extent of them—lacking in effectiveness as we now find in the method of control is the method of review we have used. We have had in the beginning of the program and audit undertaken by auditors that was found inadequate because they were not trained in eligibility determination. So since 1941 the Social Secuirty Administration has instituted what they call an administrative review made by social work technicians. They have come to our agency time and again and reviewed a sample of our caseload and have always confirmed that we were doing a fine job, that we had an unusually low number of ineligibles. In fact, there have been two investigative staffs appointed by congressional committees—I think it was the House Appropriations Committee—who have reviewd our cases and again came up with the same findings.

PAPERWORK REVIEW

Senator BYRD. But again was this not a paperwork operation?

Mr. SCHOLZ. It was a paperwork review. Still thinking in paperwork terms, in 1959 at my request the agency instituted this sample case review by which unit supervisors review a sample of 5 percent of the cases against a very detailed form to find out where our weaknesses are, where our procedures or policies should be tightened up, and again this seems a fine thing. Again we got laudatory remarks from the Federal agency.

Then the special investigation project came, and we suddenly stood before the shambles of what we had thought was a sound, valid caseload. So that what we know today is that we have to have a method of spot reviewing out in the field so we really know what is going on.

This is where we are in social service. We should, I believe, use social service workers after the validity of a caseload has been established, to work with these families, to try to educate them, motivate them, rehabilitate them, which is what they are equipped to do—more or less.

RESPONSIBILITY IN DETERMINING GRANTS

Senator BYRD. So you are saying the social worker should not have the responsibility of determining the eligibility and the amount of grant?

Mr. SCHOLZ. I think they have singularly failed in doing that. I hate to admit it, but those are the facts.

Senator BYRD. But you say this should not be the responsibility of the social worker?

INVESTIGATION SERVICE

Mr. SCHOLZ. That is right.

Now when the Investigation Service came in in 1955, their assignment was quite different from what it is today. They were again to be a helpful arm of our social administration. They were to help find the fugitive fathers, so that the mothers could go to court and file a complaint for nonsupport. And they have been outstandingly successful. I believe the average number of men located is still over 90 percent. Is that correct, Mr. Galvin?

Mr. GALVIN. Yes, sir.

SHIFT OF WORK TO SERVICE

Mr. SCHOLZ. But in the process of finding these missing fathers, they found some of these "missing" fathers were not missing at all, but they turned up in the homes which they supposedly had deserted. So, gradually, the emphasis has shifted and more and more the Investigation Service has been used to investigate the home itself. Has this "deserted" mother been deserted or have these "abandoned" children been abandoned? And naturally with a new service they had to learn their lesson, too.

As you know from the reports that the special investigation project brought in, in many instances the Investigation Service had made an earlier investigation. Every case where the mother claims she has been deserted, at the time of application is routinely referred to the Investigation Service. Every case where the worker has evidence, or has a complaint, that there is a man in the house, is referred to the Investigation Service. In many instances the Investigations Service gave the case a clean bill of health, only to find to their own dismay under the special investigation project that they, too, had not found the true facts. So they have developed, we believe, under the procedures of the special investigation project a new approach to investigation which seems to be much more realistic, much more successful, than anything that had been developed before.

CHANGE IN METHOD OF APPLICATION

And seeing how successful they have been, I would say that it would be the wrong thing if we continued our present procedure where social workers, with inadequate means and methods, put a family on assistance, and then we get the Investigation Service to ferret out the ineligibles. I think a much more logical procedure would be to have people make application to our social workers, who determine whether or not they seem to fall within the scope of our program at all, and at that point we refer them to the Investigation Service. And we would make it clear to the applicant that the Investigation Service will esablish whether or not there is eligibility. So that at least at the point where we open he case, we are reasonably assured of eligibility. And I have suggested this type of procedure to Mr. Shea.

PRESENT METHOD OF INVESTIGATION UNIT WORK

Now at present the investigation service works only on cases referred by the social workers, and there is no check on them, which has made for a morale problem. Because when the investigators did not find the man in the house no one gave them a black eye, but if they did find the man in the house, the social service had the black eye for not having found this before. So that perhaps just as we are trying to set up a method of control, it may be necessary to set up a control of the controllers. That is something Mr. Galvin will have to decide, and I am sure he is fully capable of doing that. So that is one, perhaps, radical departure——

Senator BYRD. Let me make ones comment. I do not think the Comptroller General in his three reports—and if I am incorrect please point out my mistake—took this position you have just taken regarding the need for controlling the investigators.

Mr. SCHOLZ. It may have been our own feeling that every case in which the investigation found something, where we have been on the case for several years and had not found it, that this was a failure, this was a black mark on our record.

Senator BYRD. But you are not implying that that in itself would be an indictment of the investigative service?

Mr. SCHOLZ. Good heavens, no. No.

CONTINUOUS CASELOAD

And there is the other problem that the caseload is not standing still. It is a fantastically dynamic caseload. People are moving by the thousands each year. And I do not know what kind of method we would be able to develop so that the investigation service could continue to keep tabs on the facts of eligibility.

At present caseworkers are expected to make an annual review. If we had enough of an investigative staff I would prefer to see the case transferred once a year to the investigation service and again have them go and take a hard look at the facts of the situation and recertify that this case is eligible. I realize that we cannot put surveillance on every case, and that 1 month after we have found a case eligible, the situation may change.

MISREPRESENTATION BY CLAIMANTS

Senator BYRD. And you would also say that with the degree of misrepresentation being what it has been found to be by the Comptroller General, to say nothing of your own people, it makes it extremely difficult for even the best social worker and best investigator to find these situations and keep the record clean?

Mr. SCHOLZ. That is true. I mean, we do know we have second and third generation recipients who know our procedures much better than our young social workers and who elude us with the greatest skill. And as the special investigation project has shown, in some cases only intensive surveillance of a type that is entirely beyond the scope we had ever undertaken, will uncover this type of situation.

HUNGRY CHILDREN HEARINGS

Now what I suggested will still not entirely solve our problems because, as Mr. Shea pointed out, we have staff shortages, and our program responsibilities have constantly increased over the past few years without the increases in staff keeping step with them. I need only remind the chairman that when I came in 1956 to the agency, the first thing that happened were the so-called hungry children hearings, and all of a sudden a special emergency food order program was ordered, the staff was drawn off their regular duties and worked day, and in some instances until 10 o'clock at night, on those special assignments.

And as you know with the heavy caseload we have, it means that there was need for a lot of reviews, there was need for a lot of actions which it is almost impossible ever to catch up with again.

INCREASE IN AVERAGE PAYMENTS

On July 1 the new procedure came into effect—I speak of 1957—where the Juvenile Court would pay the support payments into the Treasury, and where our staff would have to give the full amount of assistance. This had the dual effect that the average assistance grant went up and that many cases became eligible which under the other procedure would not have been. At the same time the $200 ceiling was lifted and again that made a new caseload eligible and increased the average payments.

There was tremendous community pressure for us to speed up our intake process. At that time we had waiting lists of as long as 6 weeks. The community agencies resented that they had to pay the support of families who were under the regulations eligible for public assistance. So an emergency assistance procedure was initiated and presumptive eligibility became permissible, which means again people became eligible who under the old regulations would never have been reached. A person who came out of the hospital and had a convalescence period of 4 or 6 weeks would never have been reached during the time when we had a waiting period, and now he appeared on our assistance rolls. So again the number of assistance cases went up.

NEED FOR INCREASED STAFF

Senator BYRD. Now, Mr. Scholz, I do not want us to go afield. If what you are saying is basically your recommendations, that is fine, but I am just wondering if you are still telling us what should be done to deal with this situation.

Now we have talked 2 weeks about what has happened and I am not critical of what you are saying, but I think our objective now is to not look back so much

but to look ahead at this point. Let us know what further suggestions and recommendations you have.

Mr. SCHOLZ. Yes, sir. I am leading directly up to this. And that is the point, that under community pressures to speed up the application process we were given more application workers. We were not given more caseworkers. So that really what has happened is what we all do not want: We are speeding up the buildup of the caseloads without having enough staff to keep control of the caseloads. We asked for more workers on various occasions and, as you know, the staff was denied. In 1959 we asked for 20 assistant unit clerks to keep down the amount of paperwork the workers had to do, and they were denied.

We had surveys. We requested a survey in 1958. We had a survey by the Management Office, a survey by the Department of Health, Education, and Welfare. We have had since then two surveys by two task forces. Each survey takes up time, a great deal of staff time.

APPLICATION OF SURVEYS

Senator BYRD. At that point, do you think you are having too many surveys and not enough application of the findings?

Mr. SCHOLZ. If I may speak frankly for the feeling of my staff, we feel we have been surveyed to death but not enough has come out of it.

Senator BYRD. I see.

NEW PROCESSING SYSTEMS

Mr. SCHOLZ. Recommendations have been made for the installation of IBM euipment, for the installation of the addressograph system. But the addressograph system has been crippled. We have the machines to make the plates, and we have the plates, but we do not have the addressograph machine for mass-runs of the plates, which is an essential part of the total plan. IBM has been held up because the District is planning a large overall computer system, so everyone has been holding their breath, and in the meantime we have been left without the necessary equipment.

On several occasions this committee has asked for information which theoretically we should have at our fingertips. We have made out social data cards, but we have no equipment to evaluate them by IBM and make the information instantly available. We have installed controls trying to assure that prompt action is taken on cases, but again the control has to be hand operated.

We have finally been able to establish a position—you may call it a production manager but it is called program analysis—which produces for use figures on: how many hours does each worker spend in the field, how many visits does he make, how many cases does he receive, how many transfers, and so on. All this tabulation, again, has to be done by hand.

We feel that our agency is still in the horse and buggy stage as far as modern business methods are concerned, and with a program of $16 million we are big business, and I think we should be able to function like big business.

So we are pleading for help, not through surveys, but through application of what we know will be needed in order to enable us to function effectively.

CENTRALIZING SERVICES

I have briefly touched on the difficulty of the somewhat diffused responsibility on the part of the division chief, which is something that maybe is districtwide, that certain functions have been taken out of the various departments and have been centralized, so that the statistical service is in one place, the financial service in another place, and so on. I have no control over this. And when I need information, they may need their staff for child welfare or for some other operation, and I am faced again with having the workers furnish urgent and needed information by saying "stop everything and count cases." This is the picture, sir.

Senator BYRD. I think that is a fine summary, Mr. Scholz, and very articulately presented.

Mr. SCHOLZ. I thank you, sir.

Senator BYRD. I would assume that you have benefited from these hearings and the testimony that has been adduced, just as we on the subcommittee have increased our knowledge by it. Is that correct?

Mr. SCHOLZ. Yes, sir.

JUSTIFICATION OF SPECIAL INVESTIGATION PROJECTS

Senator BYRD. I will ask this one final question of you. Do you feel that the special investigation project was justified?

Mr. SCHOLZ. Obviously; yes, sir.

Senator BYRD. Thank you, Mr. Scholz.

Senator BYRD. At this point in the record I shall insert a GAO report on Junior Village dated February 12, 1964. The report appeared on pages 1401–1426 of the fiscal year 1965 hearings by this subcommittee. (The GAO report follows:)

GAO REPORT ON JUNIOR VILLAGE (SEE P. 959)

Report to the Subcommittee on District of Columbia, Committee on Appropriations, U.S. Senate

REVIEW OF POLICIES AND PROCEDURES CONCERNING ADMISSIONS TO AND DISCHARGES FROM JUNIOR VILLAGE, DEPARTMENT OF PUBLIC WELFARE, DISTRICT OF COLUMBIA GOVERNMENT

By the Comptroller General of the United States, February 1964

COMPTROLLER GENERAL OF THE UNITED STATES,
Washington, D.C., February 12, 1964.

B-25435.

HON. ROBERT C. BYRD,
Chairman, Subcommittee on District of Columbia, Committee on Appropriations, U.S. Senate

DEAR MR. CHAIRMAN: Herewith is our report on the review of policies and procedures concerning admissions to and discharges from Junior Village, a temporary home for dependent children which is operated by the Department of Public Welfare, District of Columbia government. This review was made pursuant to your request of December 14, 1962, as supplemented during subsequent meetings with representatives of this Office.

Our review disclosed that the population at Junior Village has increased each year since its inception in 1949 and has more than doubled since 1958. The records did not indicate that the Department of Public Welfare had made any studies in recognition of the growth of the Junior Village population or had taken timely actions to gear its operations to the serious problem of overcrowded conditions at Junior Village.

We found that the costs of operating Junior Village are much higher than the costs to the District of providing care in foster homes or private institutions. We found that, although in 1961 and 1962 there was an urgent need to obtain additional foster homes to cope with the growing population at Junior Village, the Department of Public Welfare did not intensify its foster home program until the latter part of calendar year 1962. We believe that the overcrowded conditions at Junior Village could be alleviated through added impetus on and improvements in the foster home program such as (1) more timely placement of children in available foster homes, (2) liberalization of the standards for approval of foster homes in view of the living conditions at Junior Village, (3) more active followup on applicants, and (4) arranging for medical examinations and interviews at times more convenient to applicants.

There appears to be a lack of emphasis by the District on the need for parents to assume their responsibilities with respect to support of their children. We believe that there is a need for more aggressive action by the District in this area such as (1) more affirmative attempts to obtain support payments from parents with children in Junior Village, and (2) timely prosecution of parents who are financially able but do not support their children.

Our report includes details on these and other matters disclosed during our review and contains statistical information relating to admissions to and discharges from Junior Village.

Subsequent to the transmittal of our findings on September 25, 1963, to the Board of Commissioners for its comments, extensive hearings were held by your subcommittee on the various aspects affecting the admissions to and discharges from Junior Village and on related matters.

Comments of the Board of Commissioners are given consideration in the report.

Sincerely yours,

JOSEPH CAMPBELL,
Comptroller General of the United States.

REPORT ON REVIEW OF POLICIES AND PROCEDURES CONCERNING ADMISSIONS TO AND DISCHARGES FROM JUNIOR VILLAGE, DEPARTMENT OF PUBLIC WELFARE, DISTRICT OF COLUMBIA GOVERNMENT

INTRODUCTION

The General Accounting Office has made a review of policies and procedures concerning admissions to and discharges from Junior Village, a facility operated by the Department of Public Welfare (DPW), District of Columbia government. This review was made pursuant to the request on December 14, 1962, of the chairman, Subcommittee on District of Columbia, Senate Committee on Appropriations.

We reviewed the policies, regulations, and procedures of the Department of Public Welfare and examined records maintained by Junior Village, the Public Assistance (PAD) and Child Welfare (CWD) Divisions of DPW, and certain other departments of the District of Columbia government, to the extent deemed necessary. We also participated with DPW investigators in visits to homes of parents or relatives of selected children housed at Junior Village and to homes of selected individuals whose applications for participation in the foster home program had been rejected or withdrawn or whose foster home had been closed during calendar year 1962.

A list of the officials of the District of Columbia government responsible for administration of the activities discussed in this report is presented as appendix 1.

BACKGROUND INFORMATION

Origin and purpose

Junior Village is the institution established by the DPW in fiscal year 1949 for short-term care of dependent children. Care is provided to children 6 months to 18 years of age whose parents are lacking in income or otherwise not providing adequate care (see schedule 5). Infants under 6 months of age are provided care at the District of Columbia General Hospital or at other facilities under arrangements made by the DPW. The initial rated capacity of the institution was 60 children, but in its first year of operation the daily average population was 94. Junior Village was moved from its original location in Northwest Washington in August 1956 to buildings at Blue Plains in Southwest Washington which were vacated by the transfer of the children in the Industrial Home for Colored Children to the Children's Center, Laurel, Md.

Facilities and population

The facilities taken over in 1956 by Junior Village consisted of eight cottages, with a rated capacity for 240 children, a school building, a shop, a chapel, a culinary building, and an administration building. In September 1961, the ninth cottage, with a capacity for 80 children, was put into use. In December 1962, three additional cottages, with a rated capacity for 50 infant children each, were opened. These additions increased the rated capacity to 470 children. On March 8, 1963, the infirmary and admissions building, with a capacity for 60 children, was accepted by DPW; however, at June 30, 1963, the building had not been put into use because of the unavailability of staff (see p. 33).

The population at Junior Village has increased each year since its inception. Following are the number of children under care at the end of fiscal years 1958 through 1963.

	Population
June 30, 1958	317
June 30, 1959	364
June 30, 1960	464
June 30, 1961	493
June 30, 1962	599
June 30, 1963	759

The population at June 30, 1963, represents an increase of 139 percent since June 30, 1958, and is about 61 percent in excess of the rated capacity of 470. A comparison of the rated capacity of each cottage with the actual population is presented below.

Cottage	Age group	Rated capacity	Population at June 30, 1963	Excess over rated capacity	
				Number	Percent
McKinley (boys and girls)	6 months to 2 years.	50	80	30	60
Cleveland (boys and girls)	2 to 3 years	50	66	16	32
Roosevelt (T) (boys and girls)	3 to 4 years	50	70	20	40
Eisenhower (boys)	4 to 6 years	45	57	12	27
Taft (girls)	do	45	44	−1	−2
Coolidge (boys)	6 to 8 years	25	63	38	152
Hoover (girls)	do	25	54	29	116
Harrison (boys)	8 to 11 years	80	80		
Roosevelt (F) (girls)	8 to 12 years	25	60	35	140
Harding (boys)	11 to14 years	25	68	43	172
Truman (girls)	12 to 18 years	25	57	32	128
Wilson (boys)	14 to 18 years	25	60	35	140
Total		470	759	289	61

On June 30, 1963, three additional cottages, with a rated capacity of 80 each, were under construction with an estimated completion date of about December 1963. The present plans are to move 4- and 5-year-old children into these cottages. Upon completion the rated capacity of Junior Village, exclusive of the infirmary and admissions building, will be increased to 710 children. The DPW's fiscal year 1964 budget submission does not provide for construction of any additional cottages.[1]

Operating costs

The following table shows for fiscal years 1960 through 1964, the total costs of operating Junior Village, as recorded by the Department of Public Welfare, and the daily and monthly average cost per child.

	Fiscal years—				
	1960	1961	1962	1963 (estimated)	1964 (estimated)
Total costs	$1,011,000	$1,216,000	$1,329,000	$1,769,000	$2,777,000
Daily average population	423	489	519	740	910
Daily average cost per child	$6.55	$6.81	$7.02	$6.55	$8.36
Monthly average cost per child	$196.50	$204.30	$210.60	$196.50	$250.80

[1] Information submitted by DPW during the June 1963 hearings before the Subcommittee of the Committee on Appropriations, House of Representatives, on the District of Columbia Appropriations for fiscal year 1964 (p. 608) shows that the average daily population of Junior Village in fiscal years 1965–67 is expected to be 1,030. DPW indicated that in fiscal year 1965, three new cottages, costing about $600,000, with a capacity for 260 children would be required.

Children placed in and discharged from Junior Village

Children are placed in Junior Village by CWD, the Women's Bureau of the Metropolitan Police Department, and PAD. Following is a summary of the admissions for calendar years 1961 and 1962 by source of placement:

	Calendar year—	
	1962	1961
Child Welfare Division	791	544
Women's Bureau	340	390
Public Assistance Division	132	111
Total	1,263	1,045

CWD places children in Junior Village as a part of its overall program for providing services to children. (See p. 6.) Such placements are made of children in the custody or guardian ship of DPW by reason of being dependent, mistreated, or neglected.

The Women's Bureau places children in Junior Village when they have been (1) found on the street and homeless, (2) mistreated, (3) neglected or abandoned by parents, or (4) found to living in homes under conditions detrimental to the children. The Women's Bureau attempts to locate the parents or relatives who can take care of the children so that their stay at Junior Village will be limited. In those cases where the Women's Bureau cannot return the children to parents or relatives within a few days (usually 48 hours), the cases are referred to CWD and are closed insofar as the Women's Bureau is concerned.

PAD places children in Junior Village in its administration of the aid to dependent children (ADC) program. Generally, the placements are made because (1) the children are abandoned by the mother, (2) the mother is hospitalized, or (3) the family is evicted and homeless. Most of the children are returned to their parents by PAD when the reason for placement no longer exists. Where this action does not appear to be imminent, the children are referred to CWD. During calendar years 1961 and 1962, the children placed by PAD remained at Junior Village from 1 to 140 days; the average length of time was about 30 days. While the children are at Junior Village, adjustments are made in the amount of the ADC payments to parents.

In calendar years 1961 and 1962, there were 1,053 and 1,051 discharges from the Village, respectively. During these calendar years about 77 percent of the children discharged were returned to their parents' or relatives' homes; about 16 percent were placed in foster homes; and the remainder were, for the most part, placed in other institutions. Schedule 1 shows details on admissions to and discharges from Junior Village. Schedules 5 and 7, respectively, show the recorded reasons for admission and the plan of care for children discharged from Junior Village.

Child Welfare Division

The CWD is responsible for administering a program of services to children in the custody or guardianship of DPW by reason of dependency, neglect, incorrigibility, or law violation; for preventive and protective services to children in their own homes; for services to families of wards aimed at restoring or conserving satisfactory homelife; and for related functions. Studies and investigations are made to determine or recommend a plan of care, such as placement in Junior Village, other institutions, or foster homes, or return of children to parents or relatives and their discharge from care. Following is a brief description of the CWD sections primarily concerned with children placed in Junior Village.

The Intake and Study Section receives requests for services from parents in behalf of children and receives referrals from persons, agencies, or courts where children are allegedly dependent, mistreated, or neglected. This section has as its goal the provision of immediate and definitive services, particularly for children who are in Junior Village or in other emergency care facilities. It studies the cases and makes recommendations regarding the plan of care for children. It also has the responsibility for obtaining foster homes.

The Protective Services Section assists families to accomplish adjustments which enable children to remain in their homes, provides temporary custody of children, such as Junior Village, pending determination of suitable permanent plans for care of the children, and, where children cannot obtain adequate care in their own home, recommends placement such as foster home or institutional care.

The Institution Section provides casework services to wards while they are in institutions, public or private. It works with parents for return of the child to the community and provides continued casework services for the period of time indicated after the child has returned to the community from institutions.

The Foster Home Care Section provides casework services for children placed in foster homes and services to foster parents and to the natural parents on behalf of the child in custody. Such services include placing children in regular foster homes, relatives' homes, and other homes, and, on return of a child to its own home, the services are continued for a period of readjustment prior to discharge of the child from CWD care.

Summary of statistical data on admissions to and discharges from Junior Village during calendar years 1961 and 1962

Pertinent statistics concerning the admissions to and discharges from Junior Village are contained in schedules 1 through 7 of this report.

We examined the admittances to Junior Village for the calendar years 1961 and 1962 and found no monthly pattern for admissions to the Village. Similarly, no monthly pattern of discharges was found, except that the largest number of discharges occurred in the month of December. During the 2-year period the Junior Village population showed almost a month-to-month increase and there was an overall increase from 470 children on January 1, 1961, to 674 on December 31, 1962, or an increase of 43.4 percent. During calendar year 1962 the ratio of white children to the total population decreased from 10.8 to 7.9 percent and of nonwhite children increased from 89.2 to 92.1 percent.

Following is a summary of children admitted to Junior Village in calendar years 1961 and 1962 whose parents applied for but were denied ADC assistance or whose parents' ADC cases were closed.

	Total		Application denied		ADC case closed	
	1962	1961	1962	1961	1962	1961
Number of children admitted to Junior Village	780.0	391.0	371.0	278.0	409	113.0
Percent to total children included in denied applications or closed cases	8.9	4.7	3.9	2.5	5	2.2

Schedule 3 shows the timing of admission of children to Junior Village in relation to the denial of parents' applications for ADC and the closing of ADC cases. During the period from January 1, 1961, through December 31, 1962, the majority of the children were admitted either prior to or 6 months or more after denial of assistance or closing of the ADC cases.

Our analysis of the recorded reasons for admission to Junior Village shows that in calendar years 1961 and 1962, over 70 and 53 percent, respectively, of the children were admitted for reasons other than that the caretakers were lacking in income or destitute or homeless. (See schedule 5.)

We found that the plan of care for about 77 percent of the children discharged from Junior Village from July 1, 1960, through December 31, 1962, was placement in parents' or relatives' homes. (See schedule 7.)

On June 12, 1963, the Junior Village population reached an alltime high of 814. Our review of the population at that date disclosed that the length of stay ranged from less than 1 month to over 4 years. Over 78 percent of the children had been at the Village for less than 1 year. Following is a summary of the length of stay by age groups:

Length of stay	Age group						Total	Percent
	6 months to 4 years	4 to 6 years	6 to 8 years	8 to 12 years	12 to 14 years	14 to 18 years		
Under 1 month	44	28	22	33	8	7	142	17.5
1 to 2 months	28	13	14	16	1	6	78	9.6
2 to 3 months	22	9	11	24	6	10	82	10.1
3 to 4 months	20	11	5	16	8	3	63	7.7
4 to 5 months	32	12	17	16	7	3	87	10.7
5 to 6 months	3	6	6	4	2	3	24	2.9
6 months to 1 year	54	23	21	39	10	13	160	19.6
1 to 1½ years	8	13	11	20	11	19	82	10.1
1½ to 2 years	3	1	5	14	11	9	43	5.3
2 years and over	2	2	2	12	17	18	53	6.5
Total	216	118	114	194	81	91	814	
Percent of population	26.5	14.5	14	23.8	10	11.2		100.0

FINDINGS

Department of Public Welfare did not make any studies in recognition of the growth of the Junior Village population

We inquired of the Acting Director, DPW, and the Chief, CWD, as to what action had been taken in recognition of the growth of the Junior Village population.

Both officials referred to the publication "What Price Dependency" (1959) which was prepared by an independent committee known as the Junior Village Committee of the District of Columbia Health and Welfare Council. The Committee included some officials of DPW and other District of Columbia government departments. This document recognized the seriousness of the growth of the Junior Village population, attempted to identify the broad sociological problems considered responsible for the population growth, and made numerous recommendations to cope with the situation. Many of these recommendations were beyond the scope of DPW. However, DPW did take action on some of the recommendations which fell within its area of responsibility. In response to the question "Are more buildings the only answer to the problems at Junior Village?" the Committee's response was that:

"* * * Buildings will not solve any basic social problems. But the absence of enough buildings to do an adequate job of housing, feeding, sleeping and schooling children at Junior Village can do a great deal to complicate their basic social problems."

We could find no evidence that the Department had supplemented this study with one of its own or made broad plans to cope with the growing problem. We reviewed the record of the congressional hearings for fiscal years 1962 and 1963 and DPW's internal budget presentations and found that recognition was given only to current problems or those which would arise in the immediate future. The principal actions taken by the Department concerned the request for additional funds for increased staff for the Department, including Junior Village. In some instances additional funds were requested for equipment and facilities at Junior Village.

Both the Acting Director, DPW, and the Chief, CWD, informed us that the broad problems involved had been discussed from time to time but neither could recall the preparation of any formal documents recording such discussions.

The population of Junior Village more than doubled during the last 5 years (see p. 3). We believe that, in addition to seeking means to accommodate the current Junior Village population, an intensive study or studies of the problems involved should have been made by DPW so that its operations could be geared to the population and that the need for other actions to stem the growth of such population could be brought to the attention of the Board of Commissioners.

In commenting on this point the Acting President, Board of Commissioners, in a letter to us dated October 31, 1963, stated that the need to stabilize and then lower the population at Junior Village had been recognized and that the CWD had expanded its efforts in this direction. He stated further that the expansion in the foster finding area was authorized in the 1963 budget and that further increases were included in the 1964 budget and would be included in the 1965 budget. However, no reference is made to any studies being made or contemplated of the basic problems involved giving rise to the increasing population so that operations can be geared to this problem.

Rate of discharge of children from Junior Village decreased

There were 1,051 children discharged from Junior Village in calendar year 1962, which was 2 less than the number of children discharged in calendar year 1961. However, because there were 218 more admissions in calendar year 1962 than in calendar year 1961, the ratio of discharges to admissions decreased 17.6 percent.

We found that CWD did not gear its discharge operations to the increase in admissions to Junior Village.

We found that CWD failed to take effective action to alleviate the increased workload of its Protective Services Section, which had the responsibility for making permanent plans for the care of the largest number of CWD children at Junior Village (see p. 7). Although about 77 percent of the children discharged from Junior Village were returned to parents or relatives, CWD did not plan its operation to emphasize the return of the children in the shortest possible time. As a result, the number of children at Junior Village who were

the responsibility of Protective Services Section increased from 135 in January 1962 to 339 at December 31, 1962, which was about the equivalent of the increase in Junior Village population in calendar year 1962. We believe that the transfer of more caseworkers to the Protective Services Section or redistribution of this Section's workload might have had a material effect in improving the discharge rate.

Our review indicated that vacancies in CWD's authorized staff positions contributed to the decline in the rate of discharges from Junior Village during calendar year 1962; however, there was insufficient information available upon which to reach a definitive conclusion on this matter.

At June 30, 1961, 145 positions were authorized for CWD and on July 3, 1961, all but 2 of these positions were filled. The number of authorized positions in CWD remained at 145 through October 31, 1962, when 11, or 7.6 percent, of the positions were vacant. An additional eight positions were authorized in November 1962. At December 31, 1962, 15, or 9.8 percent, of the total authorized positions were vacant. Information on the length of time that the positions were vacant could not be obtained from available DPW records, and DPW officials were unable to provide this information or explain the reasons for the vacancies.

We believe that the discharge rate could have been increased if CWD had placed increased emphasis on approving foster homes in which to place committed children (see p. 14). In additional, action to obtain more timely court commitments for children who could not be returned to their parents or relatives would have served to increase the discharge rate (see p. 24).

On October 31, 1963, the Acting President of the Board of Commissioners informed us that some improvement had been made in the rate of discharge of children from Junior Village through acquisition of additional staff which accelerated the recruitment and review of the foster home applications. At the end of July 1963 there were no vacancies on the staff of CWD. He stated that this phase of improvement was not effectively felt until the latter part of fiscal year 1963. He further informed us that additional court calendar time had been made available through the increase in the number of juvenile court judges and that the District had directed its efforts toward helping parents assume responsibility for their children. He added further that it had been the District's experience that commitment sometimes mitigates against this objective and, therefore, early commitment was not always deemed desirable.

Inadequate action to obtain additional foster homes contributed to overcrowded conditions at Junior Village

Our review disclosed that, although there was an urgent need for additional foster homes to cope with the increasing population at Junior Village, CWD did not intensify its foster home program until the latter part of calendar year 1962.

Following is a summary of the number of foster homes in use and the children in the homes at selected dates.

Date	Number of foster homes in use	Number of children in foster homes
June 30, 1958	499	1,259
June 30, 1949	534	1,435
June 30, 1960	574	1,435
June 30, 1961	618	1,586
June 30, 1962	(1)	1,604
Dec. 31, 1962	(1)	1,630

[1] Data on homes in use not recorded; however, homes available for use at these dates were 658 and 704, respectively.

Following is a summary of foster homes by location and race of foster parents at December 31, 1961 and 1962.

	1962			1961		
	Total	Nonwhite	White	Total	Nonwhite	White
District of Columbia	341	306	35	286	257	29
Maryland	208	96	112	199	98	101
Virginia	142	84	58	141	82	59
Other States	13	8	5	14	7	7
Total	704	494	210	640	444	196

During calendar year 1961 there was a monthly average of 1,504 children in foster homes; during calendar year 1962 the monthly average was 1,562 children.

We found that many children remain in Junior Village for extended periods of time because of the limited number of available foster homes. On December 3, 1962, 147 children, or about 21 percent of the Junior Village population, were awaiting placement in foster homes. These children had been in Junior Village for the periods shown below.

Period:	*Number of children*
Under 6 months	28
6 to 12 months	22
1 to 2 years	48
2 to 3 years	35
3 to 4 years	8
Over 4 years	6
Total	147

Related efforts to speed up foster home program

The lack of approved foster homes for the placement of children was attributed by CWD primarily to an insufficient staff in the foster home study unit to handle the workload and excessive time required to obtain official licenses for foster homes.

Although the records indicate that CWD was aware of the urgent need for additional foster homes, effective measures were not promptly taken to improve the situation. In the latter part of calendar year 1962, the overcrowded conditions at Junior Village received extensive publicity. This publicity resulted in a substantial increase in the number of applications for foster homes in succeeding months; in calendar year 1962 the average number of applications received per month was 22; however, during the first 6 months of calendar year 1963 this average increased to 51. Foster home applications received during calendar years 1961, 1962, and the first 6 months of 1963 are shown in the following table:

Race of applicant	Calendar year		
	1963 (6 months)	1962	1961
Nonwhite	248	207	132
White	59	61	44
Total applications received	307	268	176

To cope with the increased number of applications, CWD doubled the staff of the Foster Home Study Unit by assigning five additional caseworkers, four of whom were detailed from other DPW institutions. In February and March 1963, two recruiters for foster homes were hired by CWD to publicize the need for homes.

In connection with the delays in licensing procedures, CWD made a study in January 1963 of the time involved in obtaining inspections by the Department of Licenses and Inspections and found that periods of from 6 weeks to 8 months elapsed between the time CWD requested inspection of a proposed foster home and the receipt of notification of approval or disapproval. In April 1963, the Board of Commissioners of the District of Columbia revised the inspection requirements to facilitate the issuance of permits for foster homes, primarily by permitting CWD to make health inspections of proposed foster homes caring for four children or less. Previously, an inspection by the Department of Licenses and Inspection was required of homes caring for more than two children. Although, at the time of our review, the actual effect of this amendment had not been experienced, CWD supervisors believed that it would benefit the program by reducing the time required to process foster home applications. As a result of the increased efforts, CWD approved 81 foster homes during the first 6 months of calendar year 1963, compared with 84 and 68 homes approved during the entire calendar years 1962 and 1961, respectively.

On the basis of our review of case files and our visits to selected foster home applicants, we believe that the failure to act promptly in processing applications contributed toward many applicants' becoming discouraged and withdrawing their applications or discontinuing responding to communications from CWD. We believe also that, if CWD had acted earlier to give added impetus to the foster home program, the overcrowded conditions at Junior Village probably would have been substantially alleviated.

Time required to place children in available foster homes

During calendar year 1962, the time required to place children in available foster homes was as follows:

Time taken to place children	Number of children ultimately placed		
	Total	Nonwhite	White
Under 3 weeks	85	71	14
3 to 6 weeks	43	40	3
6 to 9 weeks	36	29	7
9 to 25 weeks	24	15	9
25 weeks and over	16	10	6
Not determinable	9		
Total	213		

As shown above, 3 weeks or more elapsed before 119 of the children were placed in available foster homes. CWD supervisors attributed the delays to the necessity of properly matching the characteristics of the children with those of the foster parents.

As a matter of procedure, weekly conferences are held by supervisors and personnel responsible for placements. During these conferences, decisions are made for specific placements. Any foster home vacancies occurring between conferences are not considered for placement until the next meeting. This procedure contributes somewhat to the delays in placing children in available foster homes.

Unduly stringent policies and practices resulted in numerous rejections and withdrawals of foster home applications

During calendar year 1962 final action was taken on 221 applications of which 137, or 62 percent, were either rejected or withdrawn as shown below.

Disposition of application	Nonwhite	White	Total	Percent of total
Rejected:				
After first interview	27	5	32	
After home inspection	16	2	18	
Total	43	7	50	22.6
Withdrawn:				
After first interview	39	14	53	
After home inspection	25	9	34	
Total	64	23	87	39.4
Total rejected or withdrawn	107	30	137	62.0
Approved	56	28	84	38.0
Total final actions	163	58	221	100.0

During the year 79 foster homes were closed by CWD: 41 were regular foster homes and 38 were special or relatives' homes. We made a preliminary review of the case files relating to the 137 rejected or withdrawn applications and the 79 homes closed. On the basis of this review, we selected and later visited the homes of 25 applicants whose applications were rejected or withdrawn and 14 of the 41 regular foster homes closed where the recorded reasons for such action warranted further inquiry. These visits were made to examine into the circumstances under which the negative actions were taken.

A further review of the case files and observations and interviews conducted by representatives of the Office of Investigations and Collections (OIC), DPW, and of the General Accounting Office during the 39 home visits resulted in the conclusion that in 29 of these cases, or about 75 percent, the action of the caseworkers appeared questionable. Caseworkers appeared to be guided by unduly stringent personal standards, particularly concerning applicants' attitude toward children and physical facilities, which in many cases appeared to be superior to those at Junior Village.

Following are instances where applicants appeared to be discouraged by caseworkers from participating in the foster home program:

1. *Requirements made upon applicants.*—In one case an applicant was engaged in a real estate business at her home and was rejected as a foster mother because the caseworker felt that she would not devote full time to foster children. However, according to the case file and the investigators' home visit, this woman had served previously as a satisfactory foster mother under the same circumstances. Another case involved a family whose own child was considered by the caseworker to be backward because he was unusually quiet. The caseworker felt that this child would have an unsatisfactory effect on any foster children placed in the home. During their visit to the home, the investigators spoke with the parents and the child and the parents saw no reason why the caseworker made such an issue of the child's personal characteristics. Because of this issue, the applicant became discouraged and withdrew the application. Other instances of rejections or withdrawals of applications which appeared to be questionable follow:

(*a*) An applicant who had two children of her own was rejected solely because she was also caring for two other children outside the foster care program.

(*b*) An applicant was rejected because she was providing nursing-home care for a person who was receiving public assistance.

(*c*) An applicant was rejected because she had an adopted son who, the caseworker felt, would possibly resent the foster children.

(*d*) An applicant was rejected because her dog was thought to be vicious and unsafe for children; 6 months later, CWD determined that the same dog posed no problem and approved the home.

2. *Reasons for rejections or closing of homes.*—The investigators found that two applications were rejected and one home was closed on the basis of evidence which they believed did not adequately support the reasons for such actions. Following in a brief summary of these cases:

(*a*) An applicant was rejected on the premise that her social drinking in the afternoon was a trait only among heavy drinkers, without further investigations by CWD of the applicant's drinking habits.

(*b*) An applicant was rejected because she was working. However, she managed to care for her three children and indicated that she would stop working if and when foster children were placed in her home.

(*c*) A foster home was closed on the basis of a rumor that the foster parents had been drinking excessively. The records did not contain information that the rumor was verified.

3. *Cooperation by CWD in overcoming applicants' problems.*—The investigators found that applicants are frequently reluctant to take the physical examinations which are required for foster parents. In several cases, this requirement has presented a problem, particularly among the male members of the families; the investigators found several instances where members of the family would have had to lose a day's pay in order to comply. In other cases, it appeared that, if the caseworkers had devoted some time toward convincing the applicants of the necessity for having the medical examinations and had assisted the applicants in arranging for the examinations, their objections might have been overcome. There was no evidence to indicate that attempts were made to make arrangements for medical examinations to be taken at times more convenient to applicants, such as in the evenings or on weekends.

4. *Followup on Applicants.*—In many cases, applicants, after a considerable number of contacts, stopped communicating with CWD. In these cases, the records show that caseworkers merely sent followup letters stating that, if CWD did not hear from the applicant, the applications would be withdrawn. Usually, CWD received no response to these letters and did not attempt to make home visits to determine the reasons for the loss of interest by the applicant in the foster home program.

In addition, several applicants requested that action on their applications be temporarily deferred for various personal reasons. In these cases, caseworkers asked the applicants to contact CWD when they were ready for the caseworkers to resume processing the applications rather than the caseworkers' taking an affirmative approach by keeping in touch with the applicants.

On October 31, 1963, the Acting President, Board of Commissioners, informed us that, while approval of foster homes should not be subject to unrealistic criteria, it must be emphasized that DPW is legally responsible for the safety and well-being of children placed in foster homes and, therefore, foster home care service must place heavy reliance on foster parents and every reasonable precaution must be taken before contracting for foster home care. With respect to required physical examination of foster parents, he stated that it is a practice of DPW to permit prospective foster parents to use their own doctors when this is more convenient to the applicants.

The Acting President informed us also that the foster home cases referred to CDW by the General Accounting Office had been analyzed and the results were being used in the further development of guidelines for review and approval of foster home applications. The Acting President further stated:

"We have assured the Senate Appropriations Subcommittee in the hearings this year that increased scrutiny and analysis will be given to all rejected applications. Also, that an affirmative approach will be used in following up all applications on hand, including those deferred for various reasons."

Effect of regulations of District of Columbia Department of Public Health on selection of foster homes

CWD caseworkers expressed the opinion that the Department of Public Health standards were sometimes too restrictive. They stated that in some cases the physical quarters of applicants were adequate for foster home care of children, but, because of certain Department of Public Health restrictions, the homes were rejected. CWD officials advised us that, although the records indicated that only a few homes were not approved because of housing and other regulations of the Department of Public Health, these families may influence many others and thus prevent applications from other families. CWD officials advised us also that, in the screening process prior to the application interview, some families either became disinterested or were discouraged by CWD from submitting an application if early information indicated shortcomings in housing.

Our review of all foster home applications rejected during calendar year 1962 disclosed that the failure to meet health requirements were cited in only 4 of the 50 cases as the reason for rejection. In these four cases, the reasons given were: (1) inadequate lighting and ventilation in a proposed basement sleeping room, (2) no window in an upstairs bedroom, (3) insufficient sleeping space

for applicant's children and foster children, and (4) only one room available for sleeping quarters.

We found that there is considerable inconsistency between the Department of Public Health requirements for foster homes and the conditions under which children are permitted to live at Junior Village. For example, the health standards for foster homes require at least 50 square feet for sleeping purposes per occupant for multiple occupants and a distance of at least 3 feet between each bed. At Junior Village the children have been sleeping in extremely crowded quarters. On June 12, 1963, Junior Village population was 814 which was 73 percent above capacity. On that day there was an average of only 22 square feet for sleeping purposes per occupant, exclusive of the children under 4 years of age. The space per occupant ranged from about 17 to 31 square feet. Only in a few instances was there a space of 3 feet or more between beds. In many instances the beds were so close together that the children could not get into the beds from either side. Many children slept in junior-size bunk beds and in at least two of the cottages, more than one child slept in a single junior-size bed. If the health standards for foster homes were applied at Junior Village, either most of the cottages would have to be closed or the population would have to be substantially decreased.

The Acting President, Board of Commissioners, informed us on October 31, 1963, that:

"We are required to follow the health standards, established by the Department of Public Health, in the operation of Junior Village. It is recognized that some of the conditions reported can be considered to be health hazards. However, it is again pointed out that under 24-hour supervisory control conditions may be condoned at Junior Village which cannot be tolerated in a foster home."

We believe that there is some question as to whether the 24-hour supervisory control conditions adequately justify the overcrowded conditions at Junior Village which would not be permissible or tolerated in foster homes.

Furthermore, none of the cottages are equipped with fire escapes. The majority of the children sleep on the second floor of the cottages, most of which have only two narrow wooden stairways leading to the first floor. In this connection, the following information was submitted by DPW during the June 1963 hearings before the Subcommittee of the Committee on Appropriations, House of Representatives, on the District of Columbia Appropriations for fiscal year 1964 (p. 608).

"The old buildings, with the exception of Harrison Cottage, are permanent-type structures. They are overcrowded but are equipped with a complete fire sprinkler system. * * * funds are requested in the B budget for * * * outside fire escapes. The (outside fire escapes) are not required but the Department considers them desirable."

Delays in filing petitions and obtaining court commitments result in extending the length of stay for children at Junior Village

We found that delays in filing petitions and obtaining court commitments of children as wards of CWD, who cannot be returned to their own or relatives homes, contribute to extending the periods of stay at Junior Village. Some of these children remain in Junior Village for long periods of time because definite plans to place them in foster homes are not usually made until they are committed to CWD by the junvenile court.

The Child Welfare Division is charged with the responsibility for filing petitions for commitment of children by the juvenile court as wards of CWD. In our review of the 68 petitions filed by CWD during calendar year 1961 and of the 182 petitions filed in calendar year 1962, we found that the average lapse of time between the children's admission to Junior Village and the filing of petitions was 118 days in 1961 and 254 days in 1962. In 43, or 17 percent, of the cases examined, we found that the petitions were filed a year or more after the children were admitted to Junior Village. We were informed by the Chief, CWD, that the primary reason for the delay in filing petitions was the heavy backlog in juvenile court. When a heavy backlog exists, by the time the case is heard the circumstances in the case may have changed and the petition would have to be updated, or, in some instances, the cases may have been closed and the petitions would have to be withdrawn.

In many instances court commitments were not obtained until several months after the petitions were filed. For calendar year 1962, we found 27 instances

where the commitment was obtained after periods of 3 to 6 months and 10 instances where the period was over 6 months.

We believe the DPW should establish policies and procedures for prompt filing of petitions for commitment of children admitted to Junior Village and that the Board of Commissioners should attempt to obtain an increase in the time allotted by the juvenile court to hear CWD commitment cases.

The Acting President, Board of Commissioners, informed us on October 31, 1963, that DPW had adequate policies and procedures for the filing of commitments and that commitment petitions were filed without delay after judgment to commit had been made. He also stated that a full-time liaison with the juvenile court was being requested in the 1964 budget. He stated further that the Board of Commissioners had contacted the juvenile court relative to CWD commitment cases and that the court was now allotting adequate time to hear these cases. With additional court calendar time, he believed that commitments of children as wards of the CWD would be expedited. (See p. 13.)

Cost of providing care at Junior Village much higher than at foster homes or private institutions

Our comparison of the costs to the District of providing care to dependent children at Junior Village with the costs of providing care in foster homes and private institutions disclosed that Junior Village costs were much higher.

We found that, during fiscal year 1962, the average monthly cost per child at Junior Village was about $210. This amount excludes the cost of medical services provided at District of Columbia General Hospital and certain other District facilities, and depreciation of equipment and buildings at Junior Village.

The current monthly basic board rate for foster home care of children in the Junior Village are group is $57 per child. Foster parents, particularly relatives of dependent children, sometimes voluntarily accept a lesser rate. In addition, the District pays a monthly clothing allowance, which averages about $6 per child, and the Department of Public Health provides free medical and dental services to the foster children. Following are the monthly basic board rates paid for foster home care by the District in nearby communities. (See appendix II.)

Location:	*Basic monthly board rate* [1]
District of Columbia	$57
Prince Georges County, Md	50–60
Montgomery County, Md	42.50–58
Baltimore, Md	40–53
Fairfax County, Va	50
Arlington County, Va	50–56

[1] In addition to the basic board rates, there are smaller allowances for such items as clothing, school supplies, and spending money; the amounts for these items vary as does the provision for medical and dental care.

Some dependent children are placed in private institutions, particularly in cases where CWD considers the children more adaptive to institutional care or group living than foster homes. We were advised by CWD that space in private institutions is limited. Monthly rates paid at private institutions and the number of dependent children of CWD residing there during the month of December 1962 are shown in the following table.

Institution	Location	Monthly rate	Number of children
Methodist Children's Center	Baltimore, Md	$85	7
St. Ann's Infant Asylum	West Hyattsville, Md	85	45
Merriweather Home	Washington, D.C	85	38
The Central Union Mission	do	70	4
St. Vincent's Home and School	do	85	27
St. Joseph's Home and School	do	85	31
Total			152

The above data indicates that, from a financial point of view, operation of Junior Village is an expensive method of providing care for dependent children and that considerable savings to the District would result from placement of more children in foster homes and private institutions, if available.

Caseworkers tend to curtail fieldwork because of inadequate transportation arrangements

Our review indicated that caseworkers tend to curtail their fieldwork because of inadequate transportation arrangements.

According to CWD's policy, caseworkers are expected to be in the field a minimum of 3 days a week. We found, however, that, on the average, CWD caseworkers spend less than 2 days a week making field visits.

CWD has had nine District-owned cars available for caseworkers since fiscal year 1948. Repeated internal requests have been made for additional cars but none have been received. During this period additional caseworkers have been added to the staff, thus reducing the number of cars available to each caseworker; the ratio of caseworkers to cars has increased from 6 to 1 in fiscal year 1955 to 9 to 1 in fiscal year 1963.

Our examination disclosed that poor utilization was made of the District-owned cars assigned to CWD. A report prepared by CWD for April 1963 disclosed that the cars were used only 57 percent of available time. Some cars were used for parts of days while others were not used at all on some days. An examination of the May 13, 1963, record of use of cars disclosed that cars were idle partially because the caseworkers assigned to them remained in the office or were unable to contact clients. In these instances an alternate assignment of the cars was not made.

Many of the caseworkers used their private automobiles. However, several caseworkers have advised us that they are reluctant to use their own cars because the 8-cent-per-mile reimbursement rate is not considered sufficient for gas and oil, excessive wear and tear caused by children and bad roads, and higher insurance premiums.

The lack of adequate transportation arrangements appears to contribute to the caseworkers' failures to meet CWD's minimum expectations regarding frequency of field visits and results in impairing the effectiveness of casework.

We believe that CWD needs to make more adequate transportation arrangements for social workers. Such arrangements should include better utilization of available District-owned cars and, if necessary, might include (1) obtaining additional District-owned cars, (2) raising the mileage allowance for use of privately owned cars, and (3) using more extensively public transportation, such as buses and taxicabs.

We were informed by the Acting President, Board of Commissioners, on October 31, 1963, that funds for 10 additional automobiles for CWD had been requested in the 1964 budget and that procedures had been changed to provide better control and more effective use of the District-owned vehicles. He stated that consideration was also being given to making more use of buses and taxicabs by social workers and to possibly increasing the mileage rate allowance.

Delays in constructing and occupying new buildings at Junior Village

We found that a lack of coordination between the District of Columbia Department of Sanitary Engineering and the contractor and numerous change orders resulted in delays in completing the construction of three cottages and an infirmary and admissions building at Junior Village. We found, also, that the failure of DPW to make realistic plans for staffing resulted in an undue delay in occupying the completed infirmary and admissions building.

In September 1961 the District of Columbia Department of Buildings and Grounds awarded two contracts for construction of three new cottages and an infirmary and admissions building. Following is a table showing pertinent data relating to these contracts:

Type of building	Original contract cost	Actual cost	Scheduled completion date	Date completed
3 cottages	$835,000	$871,821	Oct. 19, 1962	Dec. 12, 1962 (1 cottage); Dec. 12, 1962 (2 cottages).
Infirmary and admissions building	365,000	[1] 385,026	July 13, 1962	

[1] Includes $10,000 estimate for change order No. 7 for revising grading and providing additional gutters, catch basin and drain due to latent water condition; final cost had not been determined at June 14, 1963.

The installation of sewerlines and water mains for all the above constructions was planned to be made by the District of Columbia Department of Sanitary Engineering, and such work was started on June 26, 1962. On July 27, 1962, this work was stopped after only a part of the lines were installed because of running sand and water, necessity to cross an access road, and interference with the work of the contractor's employees who worked in close proximity to those of the Department of Sanitary Engineering. It was decided that the contractor would complete the installation of the sewerlines and water mains. This change in arrangements was accomplished through a change order in the contract for construction of the three cottages and resulted in a delay of about 60 days in completeion of the constract. It was found necessary to issue 32 other change orders to the contract; these change orders increased construction costs, but did not require an extension of time for completion.

Information furnished by the Department of Building and Grounds disclosed that 20 of the 33 change orders were to make corrections for omissions and errors in the drawings prepared under the original architectural and engineering contract. The additional cost occasioned by the 20 change orders aggregated $11,216. Following is a summary of the nine change orders where the additional costs exceeded $500.

Change order number	Date of order	Reason for change	Amount
1	Mar. 20, 1962	Additional reinforcing steel in foundation	$992
2	do	Additional shelving for toy storage	927
6	May 2, 1962	Additional waterproofing of certain exterior walls	571
14	Sept. 10, 1962	Relocate roof drains to permit flashing	1,000
16	do	Furr around downspouts	783
20	Oct. 2, 1962	Interior signs for one cottage	611
22	Dec. 14, 1962	Metal louvers and frames in lieu of wood	1,916
26	Mar. 7, 1963	Supports for accordion doors attached to structural members, in lieu of ceiling	1,482
27	Mar. 27, 1963	Additional yard drain and storm sewer at clinic	1,529
		Total	9,811

The remaining 11 change orders ranged from $33 to $468 and resulted in total additional costs of $1,405. An official of the Department of Buildings and Grounds advised us that the contract does not provide for any recourse against the architect.

The other 13 change orders, aggregating about $25,000, consisted principally of installing the sewer and water mains referred to above ($19,300), grading changes in parking areas, relocation of waterlines ($2,500), lowering elevation of loading platforms ($2,200), and providing lead flashing for roof drains instead of plastic ($1,000).

One of the three cottages was accepted from the contractor on December 12, 1962, and the other two were accepted on December 21, 1962, about 60 days after the scheduled completion date; all three cottages were occupied immediately after acceptance. The contractor had been allowed a 60-day extension because of one change order and a 10-day extension because of severe weather conditions.

The infirmary and admissions building was accepted from the contractor for occupancy on March 8, 1963, almost 240 days after the scheduled completion date. Only 99 days of the delay was attributable to change orders and to a stop order issued on December 12, 1961, for which the contractor was granted extensions of time.

There were 12 change orders to the contract. The principal changes involving added costs were (1) to provide additional dump roofing and metallic waterproofing ($2,000), (2) to make extensive individual room changes ($5,800), and (3) to revise grading and provide additional gutters, catch basin, manhole, and drain (estimated at $10,000).

The contract for the infirmary and admissions building contains a clause for liquidated damages providing for a penalty of $70 a day for delay. On July 22, 1963, we were advised by the Director, Department of Buildings and Grounds, that it appears that the District will assess the contractor for liquidated damages. At the time the building was accepted for occupancy, access to the building was not readily available because walks had not been installed. In addition, landscaping had not been completed.

At June 30, 1963, the infirmary and admissions building had not been occupied or put into use by Junior Village. This situation resulted from the failure of DPW to make realistic plans for staffing the facility. The fiscal year 1963 revised budget did not include a request for additional staff to operate the building. On March 12, 1963, the Administrator of Junior Village informed the Acting Director, DPW, that the building was ready for occupancy but that there was no staff to operate the admissions unit.

The Acting Director, DPW, requested the District Budget Officer on April 16, 1963, to authorize staff for the infirmary unit for the remainder of fiscal year 1963, but made no request for additional staff for the admissions unit. On June 18, 1963, the District Budget Officer requested additional information from the Acting Director, DPW, concerning the staffing pattern proposed for the infirmary and admissions buildings, compared with the staff presently authorized, and the actual opening date of the facility. The District of Columbia Budget Officer further advised the Acting Director of DPW, that: "Upon receipt of the above information we will determine the proper course of action to be taken." Thus, at this late date, no final action had been taken to staff the facility. The District's fiscal year 1964 budget did not include a request for staff necessary to operate the building.

We were advised by the Administrator of Junior Village that the infirmary section of the building was expected to be opened about July 15, 1963; staffing was to be accomplished by the transfer of six nurses from District of Columbia Village and by losing employees presently assigned to Junior Village. However, there were no current plans for staffing of the admissions section of the building.

On October 31, 1963, the Acting President, Board of Commissioners, informed us that, rather than there being a lack of coordination between the Department of Sanitary Engineering and the contractor (see p. 29), the District found that for the construction of the three cottages there was a lack of communication between the Department of Buildings and Grounds and the Department of Sanitary Engineering concerning the physical condition of the terrain and the contractor's activities. With respect to liquidated damages for delay in completing the infirmary and admissions building (see p. 32), we were informed that liquidated damages for 72 days at $70 a day ($5,040) were assessed against the contractor who has filed an appeal with the District of Columbia Contract Appeals Board. The District agrees that delays were encountered in opening the infirmary and admissions building because of staffing requirements; the infirmary section was opened on July 15, 1963, and the admissions section was scheduled for opening on or about November 1, 1963. The Acting President further stated that positions to adequately staff the admissions unit were included in the 1964 budget and that in the interim the District of Columbia Budget Office had approved temporary positions until the enactment of the 1964 Appropriation Act.

Lack of emphasis on need for parents to assume responsibility for support of their children

Our review indicated that the District had placed insufficient emphasis on the need for parents to assume responsibility for support of their children.

Parents make relatively small payments toward the support of children in Junior Village.—The CWD in responsible for arranging for the care and welfare of most of the children at Junior Village. CWD's main goal is to try to return the children to their families. To accomplish this objective CWD needs to know, among other things, the financial resources available to the parents. The CWD manual provides, in part, as follows:

"Every parent has a moral and legal responsibility to support his child and should be helped to assume his responsibility. The positive values of a parent's assuming his financial responsibilities toward his child are of such significance that support payments, even when very small, are desirable. Such payments indicate that the parent is discharging a basic responsibility expected of him by his child and by society. * * * such payments are a tangible means by which the parent can remain in the child's life."

On the basis of information supplied by CWD, the Office of Investigations and Collections (OIC), DPW, has the responsibility for actually making and revising financial agreements with the parents of CWD children whose care is provided for by the the District. Prior to October 1962, CWD caseworkers made referrals only in cases where, in the caseworker's opinion, the parents were able to make financial contributions; beginning in October 1962, CWD caseworkers were required to refer all cases to OIC

CWD has the responsibility to furnish OIC with information regarding the child's status and the parents situation. OIC makes arrangements for parents to come to its office for an interview and to present proof of resources available to the parents, such as an earning slip, evidence of debt, or a U.S. Employment Service card, in cases where the parents claim that they are unemployed. In the event OIC determines that the parents have sufficient resources, according to an established budget for the family size, the parents are required to enter into an agreement to make monthly contributions to the support of any child under the care of CWD. If a parent refuses to sign the agreement, the case is referred to the CWD caseworker concerned for recommendation as to subsequent action. Such action may take the form of delaying collections, waiving the agreement because of particular circumstances in the case, or seeking court action to enforce payment. Similarly, if payments are discontinued after an agreement is signed by a parent, OIC refers the case to the CWD social worker for a recommendation as to the course of action to be taken. Generally, such action may be to suspend payment, send dunning letters, or seek court action.

Our examination disclosed that CWD caseworkers were currently requesting OIC to make financial investigations of parents with children at Junior Village. However, as indicated below, the total amounts collected under parental agreements have been relatively small.

Fiscal year:	*Amount collected*
1959	$18,185
1960	18,606
1961	22,768
1962	24,884
1963	20,097

In fiscal year 1963, collections were received from 415 families who paid an average of $48.43 annually, and, in fiscal year 1962, collections were received from 343 families who made average annual payments of $72.55.

We found that OIC infrequently made field investigations to determine resources of parents. The CWD caseworkers, in most instances, did not make any effort to determine concealed resources which may have been available to the parents. Only occasionally did the caseworkers request that an investigation of this type be made by the Office of Investigations and Collections. In our interviews with CWD caseworkers and our review of case files, we found that they made only a limited number of visits to the homes of parents and therefore had little opportunity to determine financial resources through physical inspection of home surroundings and discussions with parents and neighbors. In some instances, no visits had been made during a 6-month period.

During our review, visits were made to 40 homes of parents whose children had been admitted to Junior Village during calendar years 1961 and 1962 and were still at Junior Village on April 11, 1963. This review involved 120 children, representing about 16 percent of the population at Junior Village on that date. Our examination of the records of OIC disclosed that resources investigations had been made of 30 of the 40 parents whose homes were visited during our review. To June 30, 1963, 8 of these parents had contributed a total of $259 for the support of 38 children under agreements entered into between May 1, 1961, and May 1, 1963. At June 30, 1963, all of these parents were in arrears in their payments: the amount of arrears ranged from $40 to $1,622 and totaled $4,437.

At June 30, 1963, a total of about $198,000 was receivable from 412 parents with whom agreements had been entered into. Although an actual aging of these accounts has not been prepared by OIC, we were advised by an OIC employee that about 95 percent of the parents were delinquent in making payments and about 30 to 35 percent of the accounts dated back to 1960 or prior. During fiscal year 1963, OIC had 1,045 parental support referrals to process of which 401 were completed, leaving a balance of 644 on hand on June 30, 1963. Agreements to pay were reached in 151 instances for monthly payments totaling about $5,200; agreements were not reached in 250 of the referrals primarily because of the parents financial inability to contribute to the support of their children.

In view of the sizable amounts due but uncollected under parental support agreements and the large backlog of referrals to be processed by OIC, we believe that additional emphasis should be placed on obtaining support agreements and making collections. Also, we believe that consideration should be given to under-

taking a program of field investigations to determine whether parents are completely and accurately disclosing their financial resources.

In his letter of October 31, 1963, the Acting President, Board of Commissioners, agreed with us concerning the need for obtaining support agreements and making collections. We were informed that this was being accomplished through efforts to maintain new cases on a current basis and to reduce the backlog in making support agreements. With respect to making field investigations, we were informed that the Office of Investigations and Collections is doing this when, in its opinion, such investigations are necessary. He informed us further that the Department is giving close scrutiny to the results of these efforts and by December 31, 1963, should be able to determine whether additional staff is required to cope with the large number of referrals from the CWD.

Some parents may be using Junior Village as a child care center or depository for children.—During our examination of 31 cases which were being processed by the CWD Intake Unit, involving 93 children or about 13 percent of the children who were at Junior Village on January 24, 1963, we found indications in 17 of the cases, involving 51 children, that the parents used Junior Village as a child care center or depository and did little to exercise their parental responsibility.

In 3 of the 17 cases, involving 12 children, the parents left their children at Junion Village for periods of time ranging from 71 to 306 days to enable them to work or seek employment. In the other 14 cases, the records indicate that the parents made only limited efforts to reestablish a home for the children. In one case, both the father and the mother were employed and all six of their children were at Junior Village. The mother requested that the children not be placed in foster homes and, at February 27, 1963, the children had been in Junior Village from 253 to 306 days. In another case a father had requested that all of his six children be placed in Junior Village because the mother had deserted the home; however, a visit by the caseworker disclosed that the father and mother were living together and were making little or no effort toward finding adequate quarters for their children. In both of the above cases a resources investigation by OIC had been requested by the CWD caseworker. OIC sent letters to these parents in October 1962 requesting that they report for an interview. The parents did not comply with this request, and OIC did not make a field investigation in these cases or take and followup action. Other cases concerned fathers who were working but did not accept their parental responsibilities to support their families and mothers who chose to live with paramours and neglected their children.

In 6 of the 31 cases it also appeared that little or no effort was made by the caseworkers to find relatives or caretakers with whom the children could have been placed. In one of the six cases, the father of seven children requested their removal from Junior Village 2 days after they were placed in order that he might take the children to their grandfather in Newport News, Va. CWD did not comply with this request because of conflicting information furnished by the parents as to the ability of the grandfather to care for the children. The records indicate that CWD did not promptly follow up on this matter. After the children had remained in Junior Village for 116 days, CWD released them to their parents and they were taken to the maternal grandfather. With regard to the other five cases where relatives or caretakers for possible placement of the children were known, the files contained no evidence of any attempts by CWD to make such placements.

Our visits to 40 homes (see p. 37) disclosed information which indicated that 46 children from 14 families had been placed in Junior Village by parents who apparently were using the Village as a child care center; the parents showed a lack of interest in their children or were making no plans for them. In addition, on the basis of our discussions with parents, there were indications that possibly 10 of the children from 4 families could have been discharged to the parents because the parents expressed a desire to have the children back with them and appeared to have the physical facilities and financial capacity to care for the children.

In other instances, parents seemed to lack interest in the welfare of their children. The parents apparently had made little or no effort to reestablish their families and remove their children from Junior Village. This attitude on the part of some parents may be the result of insufficient followup on the part of the caseworkers. The failure to make frequent contacts with the parents was evidenced by the incorrectness of the recorded addresses of parents. We found

that, in 25 of the 40 homes visited, the case files contained incorrect addresses. If the caseworkers had been making frequent visits, presumably the correct addresses of parents would have been recorded in the case files.

We believe that the use of the Junior Village as a child care center or depository could be reduced considerably through more effective and timely study and more frequent field visits to homes by the social workers. (See p. 28.)

We were informed by Acting President, Board of Commissioners, on October 31, 1963, that efforts along these lines would be intensified with the approval of 53 positions requested in the 1964 budget.

Lack timely prosecution of parents for nonsupport of children.—Our review indicated that parents who fail to support their children are not prosecuted in a timely manner.

Referrals for court action in nonsupport cases resulting from desertion or abandonment of children are initiated by DPW caseworkers. The caseworkers submit requests for such action to OIC. Neither DPW nor OIC maintained records which readily disclose information on whether court action had been requested in each case. The juvenile court reports for fiscal years 1961 and 1962 showing actions taken by the court in all criminal nonsupport cases are summarized below. These cases could not be separated between DPW referrals and those initiated by others.

Type of disposition	Fiscal year—	
	1962	1961
Nolle prosequi	101	97
Found not guilty	7	11
Discharged by operation of law [1]	225	151
Placed or continued on probation, ordered to support	59	118
Continued subject to call of complainant	3	1
Commitment set aside	2	2
Probation revoked and sentenced	3	6
Original sentence imposed	15	12
Fine imposed	26	35
Sentenced to jail, suspended	16	----
Total	457	433

[1] Parties remarried or reconciled, defendant or child died, child adopted, etc.

Generally, there is an average period of 2 months between the date of the DPW referral to the Corporation Counsel's Office and the interview of the complainants by an Assistant Corporation Counsel. Following the interview there is a period of about 1 year in uncontested cases and about 2 years in contested cases between the filling of the information in the juvenile court and the hearing by a judge. A heavy juvenile court docket is reported by the Corporation Counsel's Office and the executive director of juvenile court to be the reason for the lengthy period required for court action. While these legal processes are taking place, the children may be at Junior Village, at foster homes, or, in some cases, a caretaker-relative may be receiving ADC payments.

We believe that the Board of Commissioners should consult with court officials and the Corporation Counsel to examine into the merits of placing greater emphasis on DPW nonsupport cases.

The Acting President, Board of Commissioners, informed us on October 31, 1963, that the Board and DPW will work with the Corporation Counsel and the juvenile court to examine the merits of placing greater emphasis on DPW nonsupport cases.

The Acting President informed us also that the average interval between the DPW referral to the Corporation Counsel's Office and the interview by an Assistant Corporation Counsel was 3 weeks in fiscal year 1961, 3 to 4 weeks in fiscal year 1962, and 6 weeks in fiscal year 1963. He stated that the causes for delays were limited personnel, fulfillment of other statutory duties, and personnel turnover requiring frequent retraining. Our review of DPW records for the months January through May 1963 disclosed an average interval of 2 months between the DPW referral and interview by an Assistant Corporation Counsel. Our examination disclosed further that in September 1963 this interval was reduced to about 1 month.

Miscellaneous information developed during our review

The following section contains miscellaneous information developed during our review, which is of interest in consideration of Junior Village problems.

Children taken home on weekends and holidays.—Our examination of Junior Village records for the months of June and October 1962 disclosed that a relatively small percentage of the total Junior Village population was taken home for weekend visits. The percentage range from about 3 to 6.5 percent. In a large number of instances the home visits were for less than an entire weekend period. Some children went home on Friday and returned on Saturday while others went home on Saturday and returned on Sunday.

Our review of records concerning home visits for all holidays during calendar year 1962 disclosed that the greatest number of children were on home visits on New Year's Day, Thanksgiving Day and Christmas Day. Following is a tabulation showing the percent of the Junior Village population on home visits during holidays in calendar year 1962.

Holiday	Percent of total population	Number of children
New Year's Day	4.3	20
George Washington's Birthday	.6	3
Memorial Day		0
Independence Day	2.7	16
Labor Day	1.1	7
Veteran's Day	1.0	7
Thanksgiving Day	6.8	46
Christmas Day	20.7	138

As indicated above, the largest number of children (138) were on home visit during the Christmas period. Five of these children did not return to Junior Village and were removed from the rolls. The other 133 children stayed at home for a period ranging from 1 to 19 days for an average of 6.9 days each.

Confinement in correctional institutions of persons who received care at Junior Village during their childhood.—We made a limited examination into whether children who were admitted to Junior Village, and thus exposed to institutional type of care, subsequently spent a part of their life in correctional institutions.

We selected 502 persons who had been discharged from Junior Village and were currently 18 years of age or older. We examined the records at Children's Center, Laurel, Md., the National Training School for Boys, and the District of Columbia Jail to ascertain whether any of these persons had been confined at these correctional institutions through May 1, 1963.

Our examinations disclosed that 149 of the 502 persons in the sample, or about 30 percent, had been confined at these institutions; several persons had been confined at more than one of the correctional institutions. Following is the confinement record of the 149 persons.

Correctional institutions	Number of persons	Percent
Children's Center, National Training School for Boys, and the District of Columbia Jail	2	1.3
Children's Center and the District of Columbia Jail	26	17.5
Children's Center and National Training School for Boys	2	1.3
National Training School for Boys and the District of Columbia Jail	8	5.4
Children's Center only	82	55.0
National Training School for Boys only	8	5.4
The District of Columbia Jail only	21	14.1
Total	149	100.0

We found that over 60 percent of the 149 persons had been admitted to Junior Village 2 or more times, as shown in the following table:

Number of admissions	Number of persons	Percent
1	57	38.2
2	64	42.9
3	17	11.4
4	7	4.7
5	2	1.4
6	1	.7
7	1	.7
Total	149	100.0

The following table shows number of persons in the total sample (502) who had been confined at the 3 correctional institutions.

Institution	Percent	Number of persons
Children's Center	22.3	112
District of Columbia jail	11.3	57
National Training School for Boys	4.0	20

We did not attempt to ascertain whether the persons included in our test had been confined at other correctional institutions.

SCHEDULES

SCHEDULE 1.—*Admissions to and discharges from Junior Village, calendar years 1961 and 1962*

	Admissions			Discharges			Population at end of month
	White	Non-white	Total	White	Non-white	Total	
1961—January	4	118	122	15	73	88	504
February	17	60	77	2	63	65	516
March	27	58	85	28	54	82	519
April	13	87	100	19	71	90	529
May	13	62	75	11	82	93	511
June	26	69	95	23	90	113	493
July	12	67	79	18	63	81	491
August	26	61	87	15	64	79	499
September	21	69	90	16	57	73	516
October	10	114	124	21	58	79	561
November	6	51	57	11	77	88	530
December	10	44	54	12	110	122	462
Total	185	860	1,045	191	862	1,053	----------
1962—January	22	48	70	11	44	55	477
February	8	86	94	14	51	65	506
March	23	101	124	8	79	87	543
April	8	80	88	26	96	122	509
May	15	100	115	10	47	57	567
June	17	111	128	20	76	96	599
July	9	117	126	10	106	116	609
August	18	119	137	13	85	98	648
September	9	58	67	14	53	67	648
October	15	88	103	16	69	85	666
November	17	110	127	8	75	83	710
December	12	72	84	20	100	120	674
Total	173	1,090	1,263	170	881	1,051	----------

	1961		1962	
	Number	Percent	Number	Percent
Population at Dec. 31:				
White	50	10.8	53	7.9
Nonwhite	512	89.2	621	92.1
Total	462	100.0	674	100.0

SCHEDULE 2.—*Aid to dependent children (ADC) activities of Public Assistance Division (PAD) and admissions to Junior Village, calendar years 1961 and 1962*

	Applications or cases		Children included in applications or cases		Number of children admitted to Junior Village
	Number	Percent	Number	Per cent	
1961:					
PAD activity:					
ADC applications approved	2,270	39.5	7,376	40.3	
ADC applicants rejected (assistance denied)	3,483	60.5	10,926	59.7	278
Total applications processed	5,753	100.0	18,302	100.0	
ADC cases closed	1,668		5,125		113
Active ADC cases and pending applications					326
Number of children admitted to Junior Village who were known to PAD					717
Number of children admitted to Junior Village who were unknown to PAD					328
Total number of children admitted to Junior Village (schedule 1)					1,045
1962:					
PAD activity:					
ADC applications approved	1,327	30.4	4,429	31.7	
ADC applications rejected (assistance denied)	3,031	69.6	9,526	68.3	371
Total applications processed	4,358	100.0	13,955	100.0	
ADC cases closed	2,544		8,202		409
Active ADC cases and pending applications					131
Number of children admitted to Junior Village who were known to PAD					911
Number of children admitted to Junior Village who were unknown to PAD					352
Total number of children admitted to Junior Village (schedule 1)					1,263

SCHEDULE 3.—*Children admitted to Junior Village, from families known to Public Assistance Division, calendar years 1961 and 1962*

	1961		1962	
	Number of families	Number of children	Number of families	Number of children
Aid to dependent children cases closed:				
Children admitted:				
Prior to closing	11	35	37	117
Within 1 month after closing	5	14	14	45
1 to 2 months after closing	2	3	20	57
2 to 3 months after closing	2	6	14	49
3 to 6 months after closing	6	13	22	65
6 or more months after closing	25	42	37	76
Total	51	113	144	409
Aid to dependent children applications rejected:				
Children admitted:				
Prior to rejection	23	69	21	58
Within 1 month after rejection	20	60	24	94
1 to 2 months after rejection	6	14	9	24
2 to 3 months after rejection	4	15	5	9
3 to 6 months after rejection	16	33	14	36
6 or more months after rejection	42	87	66	150
Total	111	278	139	371
Admitted from active cases and pending applications	142	326	52	131
Total	304		335	
Number of children admitted to Junior Village from families known to Public Assistance Division (schedule 2)		717		911

SCHEDULE 4.—*Disposition of children in cases closed as a result of special investigation of aid to dependent children cases, through Feb. 15, 1963*

	Families		Children	
	Number	Percent	Number	Percent
Children placed in Junior Village:				
Reason:				
Caretaker working	1	0.8	2	0.4
Mother hospitalized	1	.8	3	.6
Mother missing	1	.8	3	.6
Family destitute and homeless	12	9.1	36	7.1
Total	15	11.5	[1] 44	8.7
Children not placed in Junior Village	115	88.5	459	91.3
Total	130	100.0	503	100.0

[1] Status at Feb. 15, 1963:

At Junior Village	13
In foster homes	2
Released to mother for home care	23
Released to other relatives for home care	6
Total	44

SCHEDULE 5.—*Reasons for admissions to Junior Village, calendar years 1961 and 1962*

Recorded reason	1961		1962	
	Number	Percent	Number	Percent
Caretaker ill	58	5.6	32	2.5
Caretaker working	19	1.1	27	2.1
Caretaker inadequate	93	8.9	34	2.7
Caretaker cruel to child	13	1.2	10	.8
Caretaker missing	93	8.9	74	5.8
Caretaker in hospital	110	10.5	135	10.7
Caretaker in jail	33	3.2	33	2.6
Child unmanageable	37	3.5	45	3.5
Child a runaway	16	1.5	8	.8
Child lost	11	1.0	14	1.1
Caretaker lacking in income or destitute and homeless	312	29.9	590	46.7
Combination of above reasons	119	11.4	103	8.1
Other reasons	131	12.6	158	12.6
Total (schedule 1)	1,045	100.0	1,263	100.0

SCHEDULE 6.—*Number of legitimate and illegitimate children at Junior Village, Dec. 31, 1962*

	Nonwhite		White		Tltal	
	Number	Percent	Number	Percent	Number	Percent
Legitimate	277	44.6	32	60.4	309	45.8
Illegitimate	289	46.5	6	11.3	295	43.8
Birth status unknown	55	8.9	15	28.3	70	10.4
Total (schedule 1)	621	100.0	53	100.0	674	100

NOTE.—This schedule is based upon statistics furnished by the Department of Public Welfare.

SCHEDULE 7.—*Plan of care for children discharged from Junior Village, calendar years 1961 and 1962*

Plan of care	1961		1962	
	Number	Percent	Number	Percent
Placed in:				
Parents' or relatives' homes	808	76.7	802	76.3
Foster homes	168	15.9	173	16.5
Institutions	63	6.0	72	6.8
Home of friend of family	3	.3	----	----
Other	4	.4	----	----
None—child absconded	7	.7	4	.4
Total discharged (schedule 1)	1,053	100.0	1,051	100.0

NOTE.—The Junior Village annual reports for fiscal years 1961 and 1962 contain statistics showing that 77 percent of the children discharged in fiscal years 1960, 1961, and 1962 were discharged to "parents."

APPENDIXES

APPENDIX I.—*Officials of District of Columbia government responsible for the administration of activities discussed in this report*

	Term of office	
	From—	To—
Board of Commissioners:		
Walter N. Tobriner, President	March 1961	Present.
John B. Duncan	July 1961	Do.
Brig. Gen. Charles M. Duke	July 1963	Do.
Brig. Gen. Frederick J. Clarke	August 1960	July 1963.
Department of Public Welfare:		
Donald D. Brewer (Acting Director)	February 1963	Present.
Gerard M. Shea, Director	February 1950	February 1963.
Donald Gray, Chief, Public Assistance Division (Acting Chief October 1962 to May 1963).	May 1963	Present.
Alice R. Smith, Chief, Child Welfare Division	August 1953	Do.
Joseph S. Kosisky, Jr., Administrator, Junior Village	December 1959	Do.
Department of General Administration: Schuyler Lowe, Director	September 1952	Do.
Department of Buildings and Grounds: James A. Blaser, Director	November 1956	Do.
Department of Sanitary Engineering: David V. Auld, Director	April 1953	Do.

APPENDIX II.—*Monthly board rates and allowances for foster home care in nearby communities, July 1963*

	Board rate	Clothing allowance
Baltimore, Md.: [1]		
Infants to 2 years	$50.00	$8.50
2 to 6 years	40.00	8.50
6 to 12 years	44.00	14.00
12 years and over	53.00	18.00
(In addition to above, payments are made for medical and dental care.)		
Montgomery County, Md.:		
Infants to 2 years	50.00	[2] 8.50
2 to 6 years	42.50	[2] 8.50
6 to 12 years	48.00	[2] 14.00
12 years and over	58.00	[2] 18.00
Prince Georges County, Md.:		
Infants to 6 years	50.00	8.50
6 to 12 years	50.00	14.00
12 years and over	60.00	18.00
Fairfax County, Va.:		
All ages	50.00	
1 to 6 years		5.00
6 to 9 years		6.00
9 to 12 years		7.00
12 years and over		10.00
Other allowances:		
1. School supplies—60 cents a month for children of school age.		
2. Spending money:		
1st to 3d grade $0.75		
4th to 5th 1.00		
6th to 7th 1.25		
8th through high school 1.50		
Arlington County, Va.:		
Infants to 1 year	53.00	
1 to 12 years	50.00	
12 to 21 years	56.00	
Other:		
1. Allowances:		
4 to 6 years $1.00		
6 to 8 years 1.50		
8 to 10 years 2.50		
10 to 12 years 3.50		
12 to 18 years 5.00		
2. Clothing is requisitioned by worker and authorized by agency		
3. Medical and dental care		
4. School supplies		

[1] Effective Aug. 1, 1963, the board rates for children 2 to 12 years of age were increased to $50 and for children 12 and over to $60.

[2] Includes allowances for school supplies and recreation.

Senator BYRD. At this point in the record I shall include a 1959 report by Miss Doris Andrews, which appeared in the fiscal year 1963 hearings. It is in three parts.

Part I was entitled "What Elements Are Responsible for the Frequent Disagreement in Interpretation of Investigation Service Findings Which Results in Investigation Submitting What Appears to Them Conclusive Evidence of Ineligibility, and Social Service Deciding That Assistance Should, Nevertheless, Be Continued."

Part II was entitled "What Elements are Responsible for Frequent Rereferals of Cases to Investigation Service on Which What Appears To Be a Conclusive Finding Has Been Made as a Result of the Original Referral."

Part III was entitled "What Elements Are Responsible for the Wide Variation in the Number of Referrals Between Social Workers or Between Units."

(The report follows:)

OUTLINE

PURPOSE OF THE STUDY—PLAN OF THE STUDY—BACKGROUND

What Elements are Responsible for the Frequent Disagreement in Interpretation of Investigation Service Findings Which Results in Investigation Service Submitting What Appears to Them Conclusive Evidence of Ineligibility, and Social Service Deciding That Assistance Should, Nevertheless, be Continued.

A. Analysis of the 49 Cases in Which Investigation Service Reported Evidence of Access or Provided Other Information and the Assistance Payment was Continued.

1. Reason for Referral.
2. Was Referral to I. S. Justified?
3. Was Continued Assistance Justified?
4. Twenty-six Cases Where Investigation Service Reports "Evidence Found" of Access in the Home.
5. Action Taken on Information Provided by Investigation Service.
6. Community Complaints.
7. Basic Element of Disagreement Related to Policy of Continued Absence.
   a. Husband Willing to Live With and Support Family.
   b. Eligibility Requirement Other Than Need not Met.
   c. Women in Control.
8. Information Supplied by Investigation Service Not Always Helpful.

B. Comparison of 29 Cases Submitted by Investigation Service With Findings of Study.

1. Review of Eight Cases Submitted in Which Evidence Appears to Indicate Assistance Should be Discontinued.
2. Review of 21 Cases Investigation Service Believes Should Have Been Rereferred.

C. Summary of Findings.

D. Attachments.

#1—Report on Investigation Service.

#2—Forms #122—July, August, September 1958.

#3—Request by Social Worker for Information Relating to the Presence in the Home of Husband, Paramour or Other Person.

#4—Schedule for Study of ADC Cases in Which Investigation Service Believes to Have Made a Positive Report on "Access" to the Home Yet Assistance was Continued.

#5—Examples of Difficult Situations and Attitudes With Which the Investigation Service and Social Service Must Work.

#6—Action Taken by Social Worker on Information Provided by Investigation Service.

#7—Examples of Preference of Mothers for Assistance Rather Than Support From Husband.

Study of Follow-Up by Public Assistance Division Social Service on Investigation Service Findings

PURPOSE OF THE STUDY

The Investigation Service questioned the continuation of assistance in cases where the investigation revealed what appeared to be conclusive evidence that eligibility no longer existed because of the presence in the home or access to the home of a husband, paramour or other person, yet the social service staff decided that assistance should, nevertheless, be continued. The Investigation Service questioned the failure of the social service to act on the information supplied, and the frequent re-referrals of cases on which information had been supplied previously.

The purpose of the study was to make a detailed analysis and evaluation of a group of cases and to find answers to the following questions:

1. What elements are responsible for the frequent disagreement in interpretation of Investigation Service findings which results in Investigation Service submitting what appears to them conclusive evidence of ineligibility, and social service deciding that assistance should, nevertheless, be continued.
2. What elements are responsible for frequent re-referrals of cases to Investigation Service on which what appears to be a conclusive finding has been made as a result of the original referral.
3. What elements are responsible for the wide variation in the number of referrals between workers or between units.

It is expected that the results of the study will be used as a basis for a review of the policies relating to the use of the Investigation Service, referral procedures, and clarification of division of responsibility for investigations between Investigation Service and social service.[1]

PLAN OF THE STUDY

The questions raised by Investigation Service and the proposed study were discussed in conference on October 27, 1958, attended by the Superintendent, Assistant Superintendent, District Supervisors, Statistician, Chief, Investigation Service, and Standards Specialist.

There was discussion as to questions which might be answered by the study, including the following:

1. Why was the case referred to Investigation Service?
2. Was the referral justified?
   a. What attempt did the social worker make to obtain information before referral?
   b. Could action have been taken on the basis of information already available?
3. Should re-referral have meen made?
4. What were Investigation Service's findings?
5. What action did social service take on the Investigation Service report, and when?
6. Were the findings as conclusive as Investigation Service believe them to be?

The question as to what elements are responsible for the wide variation in the number of referrals between workers, units and districts was also discussed. It was decided that this question could be answered only by a study of each caseload, and would not be a part of this phase of the study.

The following decisions were made:

1. The study would not be limited to cases on which Investigation Service had raised question, but, to give proper prospective, would include statistics on all cases referred during a specified period.
2. The basis of the study would be Form #122, "Report of Investigation Service", for the months of July, August and September 1958. See Attachment No. 1.

Form #122, "Report of Investigation" serves as the basis for continuing study and evaluation of Investigation Service. Page one is completed by Investigation Service and attached to the Investigator's written report to the social worker. The form shows the information requested by the social worker and the information furnished by Investigation Service. It also shows other information developed by Investigation Service. For example—Investigation Service is requested to determine if a paramour, John Smith, has access to the home. If John Smith

[1] Informational Bulletin #24–58, dated October 29, 1958.

is found in the home, a check is entered under "Evidence Found". However, if Robert Brown, father of the client's expected child, is found living in the home, a check would be placed under "No Evidence" as to John Smith's access, but the information as to Robert Brown's presence in the home would be entered by Investigation Service under Item #11—F. Entry would be made in the same manner if the client were found to be employed full time. After the social worker acts on the Investigation Service report, or in any event within sixty days from receipt of the report, he completes Page two showing action taken and returns the form to Investigation Service. The form is signed by both the worker and the unit supervisor. The froms are submitted quarterly by Investigation Service to Research and Statistics for tabulation.

3. A detailed study of case records would be made in cases where Investigation Service believes a positive report has been made on "access", yet assistance is continued.

4. A schedule would be developed and the cases read against this schedule.

5. Findings of the study, unrelated to Investigation Service, would be submitted to the Agency for consideration and appropriate action.

The cases were read during November and December 1958 and a first draft of the study prepared during January and submitted January 22, 1959.

On February 5, 1959 there was a second meeting with the Superintendent, Assistant Superintendent, Statisician, Chief, Investgiation Service, and Standards Specialist. Comments on the draft submitted by the Superintendent on January 28, 1959 were discussed.

It was decided that the study would consist of three parts related to the purpose of the study.

Part I—What elements are responsible for the frequent disagreement in interpretation of Investigation Service findings which results in Investigation Service submitting what appears to them conclusive evidence of ineligibility, and social service deciding that assistance should, nevertheless, be continued.

It was agreed on February 5, 1959 that Investigation Service would submit a list of cases where it was believed conclusive evidence of ineligibility had been submitted.

Part II—What elements are responsible for frequent re-referrals of cases to Investigation Service on which what appears to be a conclusive finding has been made as a result of the original referral.

It was agreed on February 5, 1959 that Investigation Service would submit a list of cases which they believed should not have been re-referred.

Part III—What elements are responsible for the wide variation in the number of referrals between workers or between units.

Part I is to be completed first.

Part II is to be completed when the list of cases submitted by Investigation Service has been studied.

Part III is to be completed at a later date, when plans can be made for a study of Aid to Dependent Children caseloads.

BACKGROUND

The Investigation Service was established in October 1955 as the result of a recommendation by the Inter-Departmental Committee for the Enforcement of the Non-support Laws for the District of Columbia. This Committee recommended the establishment in the Public Assistance Division of a specialized unit of trained investigators for the purpose of determining eligibility of applicants who request assistance because of the absence of a parent. The unit was to concentrate on locating absent parents. Less than a year later, in July 1956, after operating on this limited basis, it was decided that the services of the Investigators were also needed urgently in establishing other factors of eligibility. In December 1957, the types of cases to be referred were reconsidered and redefined. Currently, the following situations are to be referred:

Cases to be Referred

1. Clarification of bank accounts, postal savings accounts, and building and loan accounts, stocks or bonds, civil service, railroad and other types of retirement, disability and veteran's benefits, workman's compensation, inheritances, accident claims, small businesses, vehicles including taxicabs, licenses, ownership, and income.

2. Any case (ADC, GPA, AB, ATD, OAA) in which there is reason to believe that client is not eligible for assistance or that there are factors in the case affecting eligibility which can not be proved by the social worker.

3. A person who reapplies for public assistance whose case had previously been closed and assistance terminated due to misrepresentation or fraud by the applicant, location of husband or other man in the home, or concealed resources. This type of case should be marked "Rush".

4. Any ADC case in which the client claims that a mother, husband or father of her or his child or children included in the grant is missing, any case in which a relative or spouse is missing whose location will benefit PAD.

A person is considered "*missing*" if:

a. Presumed to be in D.C., exact address or places of employment unknown;

b. Presumed to be outside of D.C., exact address or place of employment unknown;

c. Presumed to be deceased, no proof available.

A person is considered "*not missing*" if:

a. Social worker knows exact home address or place of employment;

b. Currently paying under Court Order or court agreement.

5. Any active ADC case in which the recipient becomes pregnant and the father is allegedly absent from the home.

6. Any case in which it appears that the recipient is living in a manner, or has use of material possessions, which does not appear compatible with the known resources of the family, and which the social worker has been unable to prove or disprove, such as concealed income, employment, illegal activity, etc.

7. Any case in which the social worker has reasonable suspicion that the man involved—either the husband, father of one or more of the children, or some other male person—is present in the home or has free access to the home, if the social worker has been unable to obtain sufficient evidence to arrive at a reasonable conclusion as to presence or absence.

8. Any complaint or denunciation—anonymous or otherwise—of a man living in, or having free access to, the home of a recipient, is to be referred *immediately* for investigation of the validity of such a complaint. The social worker will *not* discuss the complaint or denunciation with the recipient prior to the first visit by the investigator. Experience has proved that this procedure is required to protect the best interests of PAD.

9. Any complaint or denunciation concerning other factors of eligibility after the social worker has been unable to prove or disprove the assertion and feels Investigation Service can provide the proof more expeditiously.

10. All cases except OAA and AB in which the landlord lives in the same premises as recipient, or recipient's home is rented in another person's name, unless the landlord is a relative of the recipient or is a recipient.

11. All cases except OAA and AB in which the recipient shares the rent of a home or an apartment with another family, who are not relatives or recipients, and has lived with the same family at a previous address.

12. Any case in which the recipient has a roomer of the opposite sex.

13. An active or closed case when there is a Hearing pending, and the social worker needs additional information for the hearing.

Cases not to be Referred

1. To determine only the home address of persons who are "not missing". These include situations where:

a. The social worker knows person's exact home address or place of employment.

b. The person is currently paying under court order or court agreement (Father who is and has been supporting regularly through Court Order, but has otherwise been completely out of touch with the children and their mother.)

c. Paternity proceeding against putative father was dismissed by Court, even though client still asserts he is the father.

2. To determine *home address* of paramours or suspected paramours who are neither fathers of ADC children nor financially responsible for support in other categories.

3. To locate a father previously located when it has been determined that he is a derelict, or permanently incapacitated, has never supported himself, much less anybody else, and that any interest on his part in the children or their mother would be distinctly undesirable.

Action on cases does not originate with the Investigation Service. Investigation is made only on cases referred by the social service staff. The responsibility of the Investigation Service is confined to fact-finding and reporting the results of investigations. The social service staff is responsible for deciding which cases are to be referred, requesting specific information, evaluating the findings reported by Investigation Service, determining the effect of the findings on the original or continuing eligibility, and for taking action required by Agency policy.

As Investigation Service reviewed the entries made on Form No. 122 by the social service staff as to action taken on information supplied, it was found that action taken did not appear to be consistent with Agency policy. It was this concern, expressed by Investigation Service, which lead to the study.

PART 1—*What Elements are Responsible for the Frequent Disagreement in Interpretation of Investigation Service Findings Which Results in Investigation Service Submitting What Appears to Them Conclusive Evidence of Ineligibility, and Social Service Deciding That Assistance Should, Nevertheless, be Continued.*

As a means of finding answers to this question, a total of 531 Forms No. 122 for the months of July, August and September 1958 were reviewed. One hundred and seventy-two of these represented requests for the location of a husband, paramour or other person. Twenty-nine were requests for information on resources or other information. Three hundred and thirty requested infomation as to the presence in the home of a husband, paramour or other person. See Attachment #2.

A summary statistical report only was made for the cases where information was requested as to "location" or "resources".

A review was made of the 330 cases where I.S. was requested to provide information as to the presence in the home of a husband, paramour or other person. See Attachment #3.

A summary statistical report only was made for the following cases:

1. Investigation Service reports evidence of "access", and the application was held pending or denied, or the case closed.
2. Investigation Service reports no evidence found.
3. Cases withdrawn by the social worker or withdrawn from the study by I.S.
4. Cases in categories other than ADC.

Of the 330 cases requesting information as to presence in the home I.S. reported "no evidence found" in 133 of the cases. One hundred and sixteen cases were closed or the application denied prior to the study. Of these, 17 of the applications terminated and 36 of the 65 cases closed, or a total of 53, were in relation to the eligibility factor of absence.

Eighty-one cases were not closed. Of these 81 cases not closed I.W. reported evidence found in 45. In 27 cases no evidence was found on the specific reasons for referral, but other information was submitted which I.S. believed would have a bearing on the case situation. This information was supplied on Form No. 122 by an entry in red under Item 11—F—"Incidental Information Developed by I.S.". Cases withdrawn by I.S. or by the social worker were eliminated. Cases in categories other than ADC were also eliminated. This brought the total of cases included in the study to 49.

A detailed analysis was made of the 49 cases in which I.S. reported evidence found of access to the home or which no evidence was found on the specific reason for referral but other information was submitted by I.S. and the assistance payment continued. From the point of view of the Agency, there was no need to distinguish between these two groups of cases in the study.

A schedule was developed, with the assistance of the Statistician, and the 49 cases read against this schedule. See Attachment #4.

To complete the schedules, it was necessary to read each case carefully and completely. Without this complete reading, the questions on the schedule could not be answered, particularly those as to whether referral to I.S. was justified and whether the continuation of assistance was justified.

A. *Analysis of the 49 Cases in Which I.S. Reported Evidence of Access or Provided Other Information and the Assistance Payment was Continued.*

1. *Reason for Referral*

The 49 cases showed a variety of reasons for referral. In 13 cases referral was made for the purpose of obtaining new information. Fourteen cases were referred to request I.S. to confirm absence or presence where not clearly shown. Two cases were referred to confirm absence or presence when this was clearly shown in the case record. Two cases were referred to request I.S. to investigate the current situation where the cases had been closed previously because absence

was not established. In 15 cases, I.S. was asked to investigate the current situation in cases where previous I.S. report or the case record indicated the man has access to the home. Two cases were referred for a combination of reasons, and one referral was made to locate the man named as the father of a child and to determine whether he, or any man, had access to the home.

2. Was Referral to Investigation Service Justified?

In 33 of the 49 cases, the study showed that the social worker was justified in referring the case to I.S. In 16 the referral was not justified. In 13 of the 16 cases, there appeared to be adequate information in the case record on which to base a decision as to ineligibility. In one case the man was mentally incapacitated and was, therefore, no resource; in one case a follow-up on a previous I.S. report would have shown continued absence; and in one case the reason for referral was not clear.

Case #44 is an example of situations where referral to I.S. was not justified because there was adequate information in the case record on which action could be taken.

When Miss S. applied for assistance in September 1952, she was described as "meek and retiring." She had two children and was pregnant by Mr. H., who had brought her to the District of Columbia, and who was seen in February 1953. He seemed unconcerned and the worker notes that he "apparently only came to see me in order to keep his troubles regarding the situation at a minimum." Miss S. said in 1954 she did not know where he was. On 7–20–55, the worker found a report showing that Miss S. had given birth to a child on February 4, 1955. She said at first he had given the child away, then became confused and said she still had the child, whose father was Mr. P. When interviewed on 7–26–55, Mr. P. doubted he was the father, and said Miss S. had relations with and received money from other men. On 12–27–55, Mr. P. said Miss S. had "ordered him not to come there any more." He thought this was because she was interested in another man whom he thought lived with her. On 1–23–56, Mr. P. told of seeing a man there three or four times, and at 5:00 A.M. In April "a very fancy two-wheel bicycle, tricycle and other expensive toys" were noted. Miss S.'s aunt said Mr. H. stops by in the evening to see the children. On 9–17–58, Miss S. said Mr. H. usually comes on Sundays. Miss S. was described as "very arrogant and refused to give information very readily to worker."

Another example is Case #24 in which a follow-up of previous I.S. reports would have shown continued absence did not exist.

3. Was Continued Assistance Justified?

Of the 49 cases reviewed, it was found that the continuation of assistance was justified in 21 cases and not justified in 28 cases. In 18 of these 28 cases, the I.S. reported "No evidence found," on the specific reasons for referral, but other information was submitted. These cases included some of the most flagrant examples of situations where it was found the continuation of assistance was not justified.

The finding that the continuation of assistance was or was not justified was based in many instances on information contained in the case record rather than on I.S. findings.

In Case # 1, for example, there had been no real investigation of eligibility. The Agency policy regarding the requirement that the fathers of the children be interviewed when possible was ignored. The application for assistance in 1953 was terminated because Mrs. A. had not made any effort to get support from the fathers of her children. Yet, when she applied in 1958, EA was authorized and the grant continued without any substantial effort to talk with either the two fathers or with Mrs. A's. husband. The following entry is made on form No. 258—"Deprived of Parental Support—ADC," in regard to an attempt to reach one father by telephone: "I was told that he lives at this address, works at night and sleeps during the day. Hence he did not wish to be disturbed." There is no record of any attempt to "disturb" him. There is repeated reference to Mrs. A's. confusion and to conflicting information given by her. She was referred under one name and the case carried under another. This was never cleared nor her marriage verified. Although "it appears Mrs. A. could not even remember half the time what she says," and "gave repeated conflicting information," her statement that the man found in the home by I.S. is "a mere friend who lives in a different apartment," is accepted without verification.

In Case #11, I.S. reports "No evidence found", as to the specific request by the social worker, with the following incidental information added:—"May be

pregnant". In the space under "Action and Results on I.S. Report", the worker entered "No action taken—Form #29 was returned indicating no pregnancy". However, the record contains convincing evidence that continued absence was not established from the time of application in 1956. On 5–7–58 the record says: "Worker was admitted and was told by one of the children that his daddy was at home". The worker saw a man in bed, whom Miss D. said "was only a fellow she had asked to spend the night with her because she had been annoyed by men looking for the girls who lived in the apartment before her." Miss D. refused to let the worker speak with the man or to give his last name. "Worker also wondered if the man in the home was willing to support the family and he answered in a loud voice from the bedroom that he would. Miss D. stated that she knows he would not and wondered if worker could overlook what she had seen, that is, the man in the bedroom. . . . Miss D. was told that Agency would grant one more check in an attempt to help her plan for her family, however, we would have to talk with her and the man in the home before it could be clearly planned." On 5–12–58, Miss D. told worker Mr. J. had returned to his home in Virginia. The worker recommended that assistance be terminated and the case closed. However, the case was not closed. During June, July and August Miss D. kept calling the Agency, and a telephone call was received from Mr. J. who would not come to the office. "Mr. J. said that he was interested in Miss D's family receiving assistance, but he has nothing to do with her family and what PAD will do for them". Assistance was not granted during June, July and August according to Payroll Control. On 8–8–58, Miss D. talked with the supervisor and gave Mr. J's. address. "She was told that assistance would continue if it can be verified that he lives at this address." I.S. reported on 9–9–58 that Mr. J.'s address had been verified. Assistance was authorized and has continued.

In Case #13, I.S. reports on Form No. 122 "No evidence found" and I.S. reports gave no evidence of "access".

The record revealed at least 4 pregnancies by one man. No record was found of discussion of absence policy. No effort was made to communicate with the father, although both address and name of employer were known.

In most instances the decision that worker was not justified in withholding assistance without further follow-up could not be made with confidence. The decision was made in recognition of the problems for the Agency, particularly in situations where the woman's relationships were casual ones, with many different men most of whom seemed to feel no responsibility for the woman or for their children.

An illustration is Case #4. Mrs. B. was born in 1932. At least six different men are the fathers of her ten children. Five of these children are with Mrs. B., two are with an aunt who is receiving assistance, two are with Mrs. B's. mother who received assistance over a long period and one is with another aunt. When Mrs. B's. promiscuous behavior was discussed, she was described as "nonchalant and passive". On 2–21–56, Mrs. B. claimed not to know the whereabouts of the fathers of her children, including Mr. L., the father of Marjorie. A review of the case of the aunt with whom Marjorie is living, (Case #15, also included in the study) showed that Marjorie's father, Mr. L., has had frequent contacts with the Agency. He came to the office of his own volition in April 1958. He came because he was aroused about the care Marjorie was receiving in her aunt's home. He said the home was no place for any young child because men were lounging around all the time and several had already made advances to Marjorie. He said Mrs. B. had always known where he was. He said that when Mrs. B. became pregnant with Marjorie they had planned to marry and he and Mrs. B. had arranged for her to do some baby-sitting. Mr. L said Mrs. B's. mother and her aunt "had been strongly against this, saying they did not want Mrs. B. to work, they never had, but had been on assistance all their lives and they thought this was the best place for D. too." According to the record, not only Mrs. B's. mother but her grandmother had received assistance. Mr. L. aroused considerable community interest in this situation and a joint Agency conference was held on 7–25–58, including the Public Health Nurse and representatives of the C.W.D., Woman's Bureau and PAD. Referral was made to I.S. on 6–20–58 to determine whether a family relationship existed between Mrs. B. and Mr. J. or anyone else and to determine whether Mr. J. or any other man has access to the client's home. Mr. J. is the father of Mrs. B's. youngest child. In July 1958, I.S. reported that Mrs. B. was dressed up and preparing to go out with Mr. J. who was waiting for her. Mr. J. accosted the investigators, became noisily belligerent and was arrested for disorderly conduct. The referral to I.S. states,

"She does not seem to have any concept of right and wrong and the case record indicates incest in the entire family." This case was referred to a higher supervisory level for a decision as to what action the Agency should take in dealing with this situation. It is *for this reason only* that the continuing assistance was justified. It is noted with concern that Mrs. B's. case and that of her sister continue to be handled by different workers, the worker handling Mrs. B's. case being unaware of the continuing Agency contact with the father of one of Mrs. B's. children living in the home of an aunt. See also Case #26, cited under Section B.

The decision that the worker was not justified in withholding assistance was also made in recognition of the problems and attitudes with which both the social worker and I.S. must work. The records contain copious evidence of evasion, deception, fabrication and falsification. For examples of difficult situations and attitudes, see Attachment #5.

4. Twenty-six Cases Where I.S. Reports "Evidence Found" of Access in the Home

It was found that the continuation of assistance was not justified in 12 of these cases. In 14, it was believed that the continuation of assistance was justified. In 12 cases, continued absence was not clearly established, but the worker was not justified in withholding assistance without further follow-up. In only 2 cases was it believed that the continued assistance was justified without further follow-up.

In one of these two cases, #38, Mr. N. told the worker on 8–13–58 that "his wife refused to take him back because she could get more from PAD." The entry on Form #122 shows "Family given 3 months (October, November and December) for Mr. N. to find employment."

In the other case, #34, the notation on Form #122 says, "Assistance continued because Mr. L. was committed to the hospital for observation." The record shows that Mr. L. was a patient at a New York mental hospital in 1939 and at St. Elizabeth's in 1953. No medical or psychiatric reports were found in the record and Mr. L. has never been seen.

5. Action Taken on Information Provided by Investigation Service

The fact that 116 applications were terminated and cases closed prior to the study would indicate that the social worker took prompt action on information supplied by I.S.

In 24 of the 49 cases studied, the record showed that the I.S. report was discussed with the recipient. In 13 cases no action is recorded in the case record. However, in 3 of these 13 cases, the entry on Form #122 indicates there was discussion, although the discussion was not recorded. In 7 cases, no action was required. See Attachment #6.

A few instances were found where the I.S. report is misquoted.

In Case #22, an entry is made on 6–11–58, "Interim Report From I.S. that absence has been established". The I.S. report did not say this.

In Case #44, Mrs. S. had been untruthful and unreliable in her relations with the Agency since her application in 1952. In May 1958, I.S. was asked to visit the home after 10:00 P.M. to learn who was frequenting the home. The investigation was inadequate and visits were not made as requested. The entry by the social worker on Form #122 says: "Report shows no man in the home or frequenting the home. Grant continues." The I.S. report does not show this.

In other instances both Agency policy and I.S. reports are ignored.

In Case #42, referral was made to I.S. to determine the absence of Mr. S. from the home and to locate 2 fathers. No effort was made to locate Mr. S., either by the worker or by request to I.S., although his address and place of past employment are recorded. Investigation Service located both fathers in S.C., but the social worker made no attempt to communicate with them. Investigation Service reported that Mrs. S. was pregnant and found another man in the home. The following entry is made on Form #122, "Mrs. S. admits being pregnant and it has been confirmed by medical report. Since man in home was determined to be living at another address, which was verified, there is nothing we would question in this case and the grant continues." The review date is 7–31–59.

The following cases are other examples of situations where questionable use is made of information supplied by I.S.

In Case #46, when Mrs. W. reapplied for assistance in July 1958, she said she had a friend, Mr. C. Referral was made to I. S. to determine if Mrs. W's. husband or Mr. C. had access to the home. (Mr. W. had said, when Mrs. W. previously

received assistance, that he would like to live with his family.) Mr. C. was found in the home on 2 occasions in August and September. The following entry, dated 10–24–58, is made on Form #122. "Assistance is being continued pending an interview with Mrs. W. and Mr. C. and also verification of Mr. C.'s actual residence at the Dunbar Hotel. . . ."

In Case #3, I. S. furnished the address of the husband, but no effort was made to communicate with him.

In Case #24, the recorded entry, dated 8–25–58, says: "Worker told Mrs. G. that if the report indicated that Mr. P. was in the home, her assistance would be discontinued as there was no continued absence." Investigation Service report showed that Mr. P. was in the home, but the grant was continued.

Case #20 was closed in 1952 because Miss H. was arrested on a narcotics charge and engaged in an unlawful business. She applied again in 1955 after her release from Occoquan. In March and June 1958, referrals were made to I. S. to determine if Mr. B. had free access to the home. The record contains a newspaper clipping dated 3–22–56, where the Judge of the Juvenile Court questions Miss B's. eligibility for assistance.

The following reports were received from I. S.:

4–2–58—Four men found in home at 10:00 A.M. Sunday
4–3–58—Two men found in home at 9:05 P.M.
4–4–58—Two men and one woman found drinking at 9:45 P.M.
4–4–58—An undetermined number of men and women found at 2:00 P.M.
8–19–58—Four men found at 7:45 P.M.—"All showed signs of extreme intoxication."

I. S. noted on Form #122 "Four men found constantly in home."

The following entry is made in the case record:—

"9–10–58—a final report was received from I. S. dated 8–19–58 indicates that Mr. B. does not have free access to the home; however, several men were found in the home on several visits except the last. This appears that Miss H. is trying to improve her mode of living. . . ." The following entry is made on Form #122—"No action taken because I. S. report did not indicate Miss H. has a man living in the home or having free access."

6. Community Complaints

In a number of cases complaints were received as to the behavior of recipients. With few exceptions, these complaints were made by responsible members of the community. There were frequent complaints by fathers concerning care given to children by their mothers.

Procedures require the immediate referral to I. S. of "complaints and denunciations" of a man living in, or having free access to, the home of a recipient. Referral is also required of "complaints and denunciations concerning other factors of eligibility after the social worker has been unable to prove or disprove the assertion, and feels I. S. can provide the proof more expeditiously."

In only one case was it found that immediate referral was made to I. S.

Case #22. In September 1958 an "Informer" reported that Mrs. H's. behavior was "a disgrace to the neighborhood."

Case #23. In April 1958 the landlord criticized the Agency for granting assistance. He said Mrs. H. knew where her husband was, that men frequented the home, Mrs. H. neglected the children, was employed and that she was pregnant by a Mr. W. Immediate referral was made to I. S. to determine whether Mrs. H. was having relations with Mr. W. or any other man and if she was working. Investigation Service reported no employment or access.

Case #39. An anonymous letter was sent to the Director of Public Welfare complaining that Mrs. P. drinks, lives with a Mr. H. who spends the PAD grant and beats the children.

Case #6. The Parole Officer reported in 1943 that he did not think conditions in the home were all they should be, and mentioned the number of men in and entering the home. In 1944 a neighbor complained that Mrs. B. and her company came into the yard only half clad. There were three reports from neighbors complaining of Mrs. B's. conduct and conditions in her home. These reports said she kept a disorderly house, gave improper care to the children, was working, had a telephone, and kept the house filled with men every night. These letters were not of a malicious nature but pleaded with the Agency to "see to this woman". The writer of one of the letters suggested contacting property owners in the neighborhood for information but the record does not show that this was done. The most recent complaint was a letter received in August 1958 describing Mrs. B.

as a "menace", and told of her drinking, having men living with her and her having "drank so much wine and stuff until she is not herself any more". The writer of the letter suggested that the taxpayer's money could be put to better use. Referral to I.S. was not made until September 1958.

Case #20. Mrs. Hayes of Fides House reported drinking, foul language, and abuse of the children. Referral to CWD was suggested.

Case #14. Mrs. E. was evicted by NCHA because she had been a problem and a disturbance over a period of years.

Case #17. The Agency received complaints from responsible individuals concerning "wild parties, cursing and cavorting in public, a man living in the home, etc."

Case #49. Mrs. W's mother complained about her "running the streets and making no plans for the children's care." She was evicted from the Dunbar Hotel because of her behavior.

Case #18. The landlord reported that Miss G. left her children for periods as long as one week.

7. *Basic Element of Disagreement Related to Policy of Continued Absence*

The basic element responsible for disagreement between findings by I.S. and actions by the social worker was found to be in relation to the Agency policy of continued absence.

The Agency recognizes that the eligibility factor of continued absence is most complex and difficult. A great deal of staff thought and time was invested in the development of the section of the Manual relating to continued absence, which reads in part as follows:

"Continued absence does not exist solely because the parent rents or has living quarters available at another address or is supporting by court order. If the parents are engaging in a marital relationship and the man has free access to the home, then that man is not be considered as 'absent from the home'.

"Continued absence is not established when, in the judgment of the Agency, a man or woman who have lived together make separate living arrangements for the purpose of establishing eligibility for assistance.

"Only in situations where strong, convincing evidence is submitted that a parent is no longer in the home and has discontinued his relationship, shall the factor of continued absence be established. The burden of proof rests with the applicant and must be substantiated, if possible, by statements of other persons in a position to know the facts and by any other available evidence.

"There must be proof that a parent is absent from the home; there must be evidence that the absence is 'continued' and that the child is deprived of support or care because of this absence. Absence from the home is recognized as being 'continued' when reliable evidence shows that the absence has a degree of permanency in contrast to a temporary absence. There must be a logical and responsible account as to the severing of the relationship, the reason for its being broken, and the time at which the relationship ceased."

"When a parent or other relative applies for ADC, it must be understood that specific circumstances relating to deprivation of parental support must be verified, regardless of where the father is living. The applicant needs to understand and accept the fact that no parent is ever relieved of his legal responsibility in relation to his children, regardless of his feeling toward the children or their mother. It should be explained that both parents have a part in the application, if this is possible, and participate in plans for the children. It should be explained that the absent parent will be interviewed unless it is obviously impossible or inappropriate to do so. The purpose of this interview with the father is to give him an opportunity to tell his side of the story, to express his interest in and plans for his children, to provide verified information as to his income and to decide what action he wishes to take regarding support.

"If the mother or other relative applying indicates that the absent parent is not interested in taking part in planning for the child, or that it would be inadvisable or impossible for him to do so, the Agency requires the person applying to produce some evidence of this fact."

"The applicant is responsible for supplying information concerning the absent parent, and for making every effort in good faith to locate him and to have him take a responsible part in the application. If the applicant refuses to supply information concerning the absent parent, and to make efforts to locate him, eligibility can not be established.

"The requirement of seeking support from the absent parent must be met continuously and shall be a part of every re-consideration and review."

"The eligibility factor of continuous absence is established by the mother's statement and corroborating evidence. The most satisfactory corroboration or supporting evidence is to have knowledge of the whereabouts of the father who is absent and to find out by talking with him his version of the nature of the existing relationship between the parents and his ability and willingness to support the child and the mother. Such information should cover the past, present and future in order to make a proper appraisal of the child's situation in relation to the degree of support and care he can expect from his parents and the extent to which the Agency must supplement or substitute for the responsibility of the parents.

"If it is impossible for the mother to have the father come to the office to talk with the social worker, the social worker shall make every reasonable effort to get in touch with him concerning support and care for his family.

"In all active cases in which the basis for assistance is 'continued absence' of the father from the home and the Agency has a reasonable basis for believing that a parent is in the home, assistance shall be discontinued.

"If there is reason to believe that unreported contributions are being made to the support of the home, assistance shall be discontinued until information is supplied to or obtained by the Agency to enable it to determine the facts in the case."

"All resources available to the mother of the children born of a previous marriage or relationship must be determined or clarified before need can be established." [2]

Agency staff has been and continues to be deeply concerned because public funds are supporting, through the Agency, situations where absence does not in fact exist, where the Agency is deceived and provides money to supplement the income of fathers who are not absent, but who manage not to be in the home when I.S. or the worker is there.

It was primarily to deal with this most difficult and troublesome factor of eligibility that I.S. was established.

In a few of the cases read, the Agency policy is carefully explained and recorded at the point of intake, and the requirement that the father be seen is carried out. In an alarming number, the policy is disregarded completely.

Case #18 is perhaps the worst example: When Miss G. applied in 1946 she gave the address of Mr. E. who was responsible for her pregnancy, but he was not seen until 1958, twelve years later. Assistance has continued, except for a brief period in 1950.

On 5–8–58, referral was made to I.S. to determine if Miss G. has roomers and to determine whether any man has access to the home. The referral says that on two occasions the worker observed her giving hand signals to men who were about to enter her home. On 5–26–58, I.S. reported Mr. E. in the home. Miss G. said that Mr. E. "just happened to be there". On 6–5–58, Mr. E. was seen by the social worker for the first time. This interview is recorded in seven lines and this mostly of a discussion of employment and his address. The entry on Form #122 under "Action and Results on I.S. Report", "None—we obtained proof that Mr. E. was not living in the home."

In Case #13, Miss E. was 20 years of age when she applied for assistance in July 1957. Mr. B. was the father of her unborn child and had been responsible for two pregnancies resulting in miscarriages. She said she "broke off with him" the previous month. The intake worker recorded: "She understood that the area worker would want to talk with Mr. B." After termination due to loss of contact, Miss E. applied again in July 1958. She had given birth to another child by Mr. B., and gave his address and the name of his employer. His address is also shown on Form #258. Assistance continues without any request that he come to the office or any attempt to get in touch with him. Referral was made to I.S. In July 1958 to determine if Mr. B. "has free access to the home and is maintaining a continuing relationship." On 9–29–58, I.S. reported no indication of access.

This record contains a seven page report, undated and unsigned, which seems to have been a part of an unmarried mothers study, and which gives intimate information as to Miss E.'s sexual experiences. She tells of her belief that it is all right to have sexual relations "with fellows outside of marriage if you are going with them", that all her friends do it, and that, in relation to Mr. B., she "just couldn't pull herself away from him."

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[2] Manual 111—202.12.

Case #42. There is no record of any effort either by the worker or by referral to I.S. to locate Mr. S., who is said to have deserted, although his address and place of employment are recorded. I.S. located two fathers, but no effort was made by the worker to communicate with them. On 8–15–58, I.S. reported that Mrs. S. said she was pregnant by her husband. Emergency assistance was authorized 7–21–58, and the review date is set for 7–31–59. The entry on Form #122, dated 11–4–58, reads: "Mrs. S. admits being pregnant and it has been confirmed by medical report. Since man in home was determined to be living at another address, which you verified, there is nothing we would question at this time and the grant continues."

A review of what is found in this record gives a sense of knowing almost nothing whatever about Mrs. S.

There was evidence that the Agency is not able to cope with the complex situations and the deep-seated problems in some of the ADC cases, to hold to Agency policies and requirements, or to keep track of and evaluate the information already in records.

There is evidence in the cases read that the problems are too complex and complicated for the staff to grasp or to deal with effectively. The information already available is not always noted or evaluated; threads in the investigation are dropped and never picked up again.

Another important fact stands out in the relationship of the Agency to fathers: After the recipient or the I.S. or the social worker succeeds in locating a husband or father, and he comes for an interview, the Agency has failed to give the worker help in working with him. This is illustrated in Case #18, where the grant continued almost without interruption from 1946. When the father of the children was seen in 1958, the interview is recorded in seven lines and consists of a discussion of his employment and address. There is frequently a sense of anticlimax, as though the interview with the fathers were of less importance than all that preceded it. This is apparent when records are read in their entirety; and when the efforts of the Agency to talk with fathers are followed. When the interview is achieved, the record that follows indicates that it has had little meaning for the father or for the child.

It also seems apparent from the records read that many fathers are stronger and more effective persons than the mothers. These fathers frequently show a strong early interest in and concern for their children. As the mothers continue to receive assistance this interest seems to fade away, or, if the interest of the father does continue, the Agency is not aware of it.

a. Husband Willing to Live With and Support Family

It is not the intent of the Agency to provide assistance in behalf of children when this responsibility can be assumed by their father. When there is evidence that a father out of the home is willing to live with and support his family and when it is believed that this offer will benefit the children, the mother is not eligible for assistance because of her unwillingness to permit the husband to return to the home. This policy grew out of long experience of the Agency with mothers who claimed their husband were out of the home and unwilling to support, when this was found not to be true.

Eleven cases were found where the Agency had failed to communicate with the husband, or to determine his willingness to provide for his family.

Case #11. Miss D. was 19 when she applied for assistance in October 1956. She said she had been married to Mr. S. in May, but he did not want her to use his name. There was no discussion of her relationship with Mr. S. Mr. W., who Miss D. said was the father of her two children was interviewed promptly concerning his plans and ability to support. On 11–26–56, Mr. S. called and came to the office the following day. "He stated he could not understand why Agency would be considering an assistance plan with his wife since he is employed and is willing to provide a home and support her and his stepchildren to whom he is quite devoted." Mr. S., who was 55, said Miss D. left him soon after their marriage. He objected to her keeping late hours. He assured worker of his desire to support his family and of his ability to do this. She had refused a reconciliation. After further interview with Miss D. and her husband, the application was terminated.

When Miss D. re-applied in December 1957, she said her sister and her mother could not continue supporting her and the children. The only references to her husband are the following: "Miss D. states that her husband who offered support to her and the children during December 1956. She states there has been no contact with him since their telephone conversation during that month

. . ." "She stated that she found it impossible to get along with her husband because he quarreled all the time because people told him she was going with another man. She stated that her husband had never caught her with another man although she was going steady with Mr. H. from 1953 until October 1957 . . ." there is no other reference to Mr. S. although he was located by I.S.

Cases #14 and #17 illustrate situations in which the father is willing to live with and support his family, but the grant is continued. For summary of these cases, see Attachment #7.

One of the purposes of the ADC program is to help maintain and strengthen family life and to help parents to attain the maximum self-support and personal independence consistent with the maintenance of continuing parental care and protection.

There is evidence in the records read that this purpose is not always carried out; that family life is often weakened rather than strengthened, and that recipients are not helped in a responsible way to attain the maximum self-support and independence, that the mothers and the fathers expect the Agency to lift the burden of support from their shoulders, and that the Agency does this.

b. Eligibility Requirements Other Than Need Not Met

While financial need is the basic requirement for assistance, it is only one requirement, and Agency does not permit the authorization of assistance on that basis alone. There is evidence in the records read that payments are made because the workers are convinced that need exists, without recognition that all people in need are not entitled to assistance.

Cases #25, #40, #17 and #42 are examples of assistance being authorized in disregard of policy.

Case #25. When Mrs. J. applied on 6–13–58 she said she had no child care plan. She had received an allotment from Mr. J. until his discharge 5–1–58. Two years ago she began a relationship with a Mr. C., she said, which ended in May 1958. She wants to work but felt that an effective child care plan should be worked out. There was no discussion of care by Mrs. J's. mother, although when a home visit was made on 7–9–58, the older child was in the grandmother's home and when a visit was made 10–2–58, the grandmother was in Mrs. J's. home. On 10–2–58, Mrs. J. said her mother would stay with the children and this would be better than depending on assistance. Mrs. J. said she refused to accompany her husband to Louisiana where he was stationed when in the Service. She said he had returned to the District of Columbia and she saw him frequently but claimed not to know his address. I.S. located Mr. J. on August 12, 1958. Letters were written to him on 8–27 and 9–12 but no other action taken. I.S. reported that Mrs. J. was "never home." A child care plan seemed to be available. The husband and father is employed in the District but has never been interviewed. The entry on Form #122 dated 9–18–58 is "Case will be referred to I.S. at a later date."

Case #40. Miss S. applied 3–21–58 because of pregnancy. She said the father of her two children was Mr. I. with whom she had lived from 1954 to 1956. The father of her unborn child was Mr. L. She said her relationship with him began in July 1957 and ended December 1957. He was a tenant at the same address. On 5–2–58 Miss S. said she planned to return to work. An entry on 4–30–58 says it was decided to talk with Mr. L. before approval of application. There is no dictation after 5–2–58. I.S. reports that when they were in the home Mr. L. was bringing in the trash can. Miss S. pretending not to know who he was, asked him his name. On Form #122, under "Action and Result of I.S. Report" the following entry, dated 9–10–58, is made: "Assistance continued pending interview with Mr. L."

In Case #17, Mrs. J's. statements that her husband was responsible for her pregnancy were disproved but assistance was continued in August 1958 "because she was so greatly in need."

In Case #42, assistance was authorized and continued with no effort to contact the husband or the other fathers of the children.

c. Women in Control

It was noted in a number of cases that the mothers seemed to be in control, not only of their family situations, without participation by the husbands, but were able to control the Agency as well and to receive assistance on their own terms. This control is accomplished in many ways; by temper, by arrogance, by the ability to make the Agency uncertain and uncomfortable, and by sheer persistence. Perhaps these mothers are seeking in the Agency some individual who can

be firm and whom they are not able to control. They seem constantly to be exploring and testing the Agency, seeking limits they can not control.

The ability of women to control the Agency and to receive assistance on their own terms seems more true when the mothers are very young and when they are described as "dull" or "limited."

Cases #14, #16, #17, #29 and #47 illustrate the unwillingness of mothers to relinquish the assistance grant after their husbands are released from hospitals or institutions or are willing to return to the home. When application is made, the woman frequently tells the Agency that her husband worked regularly and supported adequately. This story is often changed and the Agency is told that she does not want her husband back, and that he never supported adequately.

Case #29. When Miss B. applied on 12–30–49, she said her baby was ill and she could not work because the landlord was no longer able to care for the children. She was reported to be an excellent worker. The father of both children was given as Mr. J., who was in a V.A. hospital in Virginia. Miss B. said that Mr. M. was the father of held child born in 1950. On 1–16–51, Mr. M. telephoned. He said he was a cook, was married and could not support regularly. The case was closed in March 1951 because Miss B. received a lump sum from V.A. She applied again in May 1951 saying the money was all gone. On March 25, 1952, Miss B. and her youngest daughter, born 1–11–52, were in the office. She said she "was not ashamed of the fact that her children were born out of wedlock as it could happen to any woman unless she kept to herself." She said that Corp. H. was the father of her youngest child. However, on 7–10–53 he was found by Juvenile Court "not guilty." Miss B. had told the Agency on 10–27–52, that Corp. H. had denied the paternity and had said he would not contribute unless she continued to have relations with him. On 5–28–54, a rent receipt was noted in the name of Mary L. She said this was the name of her boyfriend, Frederick L., who was in the Armed Forces. Miss B. was married to Mr. L. on 11–12–54 and the case was closed. On 5–15–56, she re-applied saying that Mr. L. had left her. Mr. L. told the Agency on 6–18–56 that he had left at Mrs. L.'s insistence and would return. They agreed to go back together. On 6–25–56, Mr. L. was in the office. He said that Mrs. L. would rather receive assistance than to have him return. The application was terminated because of no continued absence. Mrs. L. came in on 1–18–57 to say that her husband had been absent since 8–56. On 2–12–57, she said he drank, wouldn't support and she locked him out. On 2–18–57, Mr. L. said she had locked him out. She is never satisfied with what he does for her. When they were together and he came home, she was either out or getting ready to go out. She told she could do better without him. On one occasion when he protested, she struck him with an iron pipe. Mr. L. said she had a friend named George, and he had seem him in the home. Mrs. L. said later he was only a "family friend." No further contact was made with Mr. L. On 5–21–57, Mrs. L. complained that the Agency had too many restrictions. When asked what she meant by this, she said, "You can't do this and you can't do that and the Welfare always wants to know all about your business." She said she "likes to be independent and do as she pleases, not having to explain things to anyone." She said she was "through with men." An explanation of Agency policy regarding absence was recorded for the first time. On 3–18–58, Mrs. L. said she was pregnant and that Mr. E. was the father of the unborn child. She used to meet him at Tourist homes but the relationship has been discontinued.

Referral was made to I.S. 7–16–58 to determine whether a family relationships exists between the client and Mr. E.

On 7–24–58, I.S. reported that Mrs. L. was pregnant and on 9–3– that no man was seen in the home.

The following notation is made by the social worker on Form #122, "Since no evidence was found of paramour, assistance was continued. We were aware of Mrs. L's. pregnancy."

See also cases #14 and #17 summarized in Attachment #7.

8. Information Supplied by Investigation Service Not Always Helpful

There were instances in which information supplied by I.S. was not of value to the worker.

For example, in Case #21, the worker was concerned about the continuing relationship between Miss H. and Mr. B., who is the father of two children and who, according to Miss H., had asked her to marry him. She said Mr. B. "knows better than to visit her in her home, and gave as the reason that Agency would not allow her to have male visitors." She said she sees him at his apartment when

she visits her sister who lives two doors from Mr. B. On 6–30–58, I.S. was asked to determine the extent of Miss H. and Mr. B.'s relationship and to determine if Miss H. had access to Mr. B's. apartment. The investigation was terminated with no information supplied as to Miss H's. visits to Mr. B's. apartment.

In Case #46, Mrs. W's. friend was seen in the home asleep. I.S. did not awaken the man or check his address as is usually done.

In case #44, I.S. was asked to visit after 10:00 P.M. to see who was frequenting the home. The investigation was inadequate and visits were not made as requested.

In other cases, I.S. interim reports clearly show that a man has access to the home, yet the final report is that no evidence is found.

Case #18 is an example of this. Mr. E. was the father of several of Mrs. G's. children. I.S. found him in the home on 5–26–58, yet the final report of 7–17–58 says, "No man has access" and Form #122 is checked, "No evidence found".

In case #7, I.S. was asked to locate Mr. A., with whom Miss B. said she had been having marital relations, and to determine if a family relationship existed with Mr. A. or any man. On 9–16–58, I.S. reported on Form #197 that Mr. A. had been located at the Marine Base in Camp Le Jeune, N.C. Form #122 was checked to show that evidence was found of a paramour's presence in the home.

In case #29, the I.S. reported 9–3–58 that no man was found in the home. Form #122 was checked "No evidence found." These reports have little meaning in cases such as this, where Mrs. L. has had 6 illegitimate pregnancies by 4 different men while receiving assistance.

B. *Comparison of Twenty-nine Cases Submitted by Investigation Service With Findings of Study.*

1. Review of Eight Cases Submitted by I.S. 2–9–58 in Which Evidence Appeared to Indicate Assistance Should be Discontinued

On February 9, 1959, I.S. submitted a list of eight cases "in which evidence appears to indicate that assistance should be discontinued", and a list of 21 cases "in which evidence appears to indicate that if assistance was not discontinued, cases should have been referred to I.S. giving specific requests for follow-up action." Investigation Service noted that this second group consists of two categories: One, where the social worker talks with the recipient and believes her story that absence exists and, two, the social worker can not make a definite finding on the information furnished by I.S. or contained in the record. Investigation Service believed such cases should be rereferred by the social worker, with a request for specific information needed for a definite finding.

The 8 cases in which I.S. believed assistance should be discontinued were reviewed and compared with the findings of the study as to whether or not the continuation of assistance was justified. In 4 of these cases, the findings of the study were the same as that by I.S.—that the continuation of assistance was not justified. In one of the four other cases where the finding of the study was that the continuation of assistance was justified, assistance was to continue only for a three-month period and then the case was to be closed because absence no longer existed. In the second case, Case #19, the study showed that the continuation of assistance was justified, not on the basis of absence, but because of physical incapacity. The third case was Case #4, a most difficult situation cited elsewhere in the study where it was decided that the continuation of assistance was justified because of the problems in the case and because the case had been referred to a higher supervisory level for a decision. In the 4th case, #26, the decision on the basis of the study was that the continuation of assistance was justified although continued absence was not clearly established but the worker was not justified in discontinuing assistance without further follow-up. In this case, application for assistance was not made until June 1958. Mrs. K. said she had lived with her husband until April 1958 when they were forced to move and she had rented an apartment in her own name and Mr. K had gone to live with his mother. Referral was made to I.S. on 6–20–58 to determine if Mr. K. had free access to the home. On 8–7–58, I.S. reported that a Mr. Y. had been found in the home. Mrs. K. told the investigators that her children go to Mr. K's. place each morning for breakfast. On 8–12–58, I.S. reported that they visited the home on Sunday at 10:00 A.M. and had been told by a woman who was looking after the baby that Mrs. K. and the children were at their grandmother's. The Investiga-

tion was closed as evidence indicated that the recipient is in regular contact with Mr. K. Mr. K. had told the Agency that Mrs. K. has a friend who plays the role of father to his children. He said Mrs. K. drinks and cares little for the children. Mr. K's mother said neither parent cares for the children properly. When the worker talked with Mrs. K. about the relationship between Mr. K. and his children, she said there were close family ties. There would appear to be real question that continued absence exists when the children are in such close contact with the father and when the mother also has contacts with the father. In finding that the continuation of assistance was justified, it was believed that re-referral should be made to I.S. and that the relationship with Mr. K. and Mr. Y. be cleared. It is noted that in July 1958 the Agency pointed out to Mr. and Mrs. K. that the Agency can not assume support of children when their parents are able to do so, yet the Agency has continued to do this. This may well be a separation of convenience.

2. *Review of Twenty-one Cases Investigation Service Believes Should Have Been Re-referred*

The 21 cases where I.S. believed evidence appeared to indicate that if assistance was not discontinued, the cases should have been referred back to I.S., were compared with the findings of the study. Of these 21 cases, the study showed—

Continuation of Assistance Not Justified	13
Continuation of Assistance Justified	8

Of the eight cases, the study showed that continued absence was not clearly established, and further follow-up was needed. In only one was re-referral made to I.S. In the remaining seven, the study showed re-referral should have been made.

From this comparison of I.S. recommendations and the findings of the study, it was found that the two are in substantial agreement.

C—SUMMARY OF FINDINGS

1. Attention is directed to the fact that the cases read in this study represent only 49 out of a total caseload of 3,589 cases active in December 1958, or less than 1.4%.

2. No "frequent" disagreement was found between Investigation Service findings and the action taken by the social service staff. Of the 531 cases included in the study, I.S. questioned only 29.

3. The basic element of disagreement was found to be in relation to the continuation of assistance in cases where I.S. believed the eligibility requirement of continued absence did not exist.

4. Information provided by I.S. has been used by staff in determining both eligibility and ineligibility. Of the 330 cases in which information had been requested as to presence in the home, no evidence was found in 133 cases. One hundred and sixteen cases were closed or the application denied prior to the study, 53 of them because absence was not found to exist.

5. In more than half of the 49 cases, it was believed that the continuation of assistance was not justified. In only two cases was it believed that the continuation of assistance was justified without further follow-up.

6. The decision to terminate an investigation seems to be made in most cases by I.S. alone without any communication or discussion with the social worker as to whether he wishes the investigation to be continued.

7. The Manual provides for a conference to be arranged with appropriate persons, "when questions arise in the process of an investigation." No record was found of such conferences, although it is possible that they were held and were not recorded.

8. In at least 6 cases, the I.S. reports were not found in the case records. In instances of "current" and "retired" case records, I.S. reports were sometimes in the "current" record, sometimes in the "retired" record, and sometimes scattered between the two records.

9. In most cases the procedure established for referral to and reporting by I.S. were followed.

10. In a number of cases referral was made to I.S. before action was taken on information already available.

11. Assistance was frequently continued where absence was not clearly established and no re-referral to I.S. was made.

12. There was indication in the records read that clients are aware of I.S.'s method of working, time of visiting, etc., and visit with men in the men's living quarters or elsewhere.

13. Mothers are able to make the Agency uncomfortable and uncertain and to receive assistance on their own terms.

14. It is difficult for the staff to cope with the complex problems in some of the ADC cases, to hold themselves and the client's to Agency policies.

15. It is difficult for the staff to carry adequately responsibility for evaluating the information already in case records or supplied by I.S.

16. Some cases show complete disregard of information supplied by I. S., as well as of Agency policy. This was found to be true when referral was made to a higher level for decision, as well as in other cases.

17. The staff is caught between conflicting pressures to provide assistance promptly to persons in need and of making a determination that need exists. Assistance is frequently authorized before any real effort is made, either by the client or the Agency, to locate the fathers who are supposed to be "absent".

18. The staff needs help in working with both mothers and fathers around the eligibility factor of continued absence, so that the interest of the fathers in their children is rekindled or sustained, and does not decline as assistance continued.

19. There is evidence that, once assistance is granted, the mothers prefer this and go to any lengths to see that it continues. The records indicate that:

a. The amount of the assistance payment is greater than husbands or paramours are able to earn,

b. The payment is more regular than the money received from husbands or paramours,

c. The mothers have complete control over the way the payment is spent, in contrast to earnings supplied by husband or paramour.

d. The mothers make every effort to convince the Agency of their continuing eligibility and, at the same time, continue the relationships which, if known to the Agency, would make them ineligible.

e. Advantage is gained from both the assistance payments and the earnings of husbands or paramours.

20. Many records show frequent moving from place to place and nearly always at increased cost. In almost no instance did the record show why the recipient moved, how moving costs or the new rent were paid, or that the new address and living arrangements were verified in accordance with Agency policy.

21. Clients are permitted to move from the home of relatives without contact by the Agency with the relative to verify that the client is required to move or why. This seems to be particularly true where the clients are very young and where supervision of their behavior is indicated.

22. The clients' statements and explanations are often accepted at face value, in spite of repeated evidence of falsification and deception.

23. The procedures established for seeking support from fathers in the Armed Forces are not followed.

24. The records reveal surprising evidence of well-being. There were references to the fact that children were well dressed, to expensive appliances and televisions, to the purchase of clothing and furniture in amounts of several hundreds of dollars, and to bicycles and "other expensive toys". There were also references to "good" meals being prepared by the recipients when visits were made.

ATTACHMENT #1

District of Columbia Department of Public Welfare, Public Assistance Division—Report on Investigation Service

Investigation Service No. _____
☐ Appl. ☐ Active case

Name of client _____ Category and case No. _____ *Race:* W N O

	II. Information furnished by Investigation Service		
	Located	Withdrawn by social worker	Not located
I. Request by social worker:			
A. Locate:			
1. Husband			
2. Paramour _____ (number)			
3. Mother			
4. Other (specify)			
	Evidence found	Withdrawn by social worker	No evidence found
B. Information on presence in the home of—			
1. Husband			
2. Paramour _____ (number)			
3. Male visitors			
4. Other: (specify)			
C. Information on resources:			
1. Real estate ownership			
2. Car ownership			
3. Employment			
4. Business activity			
5. Illegal activity			
6. Roomers			
7. Other (specify)			

D. Other service requested (specify) _____

II. E. Refusal to sign PAD No. 77 (reason) _____

III. F. Incidental information developed by Investigation Service _____

	Date of Investigation Service report.	To social worker.
Social worker _____		
Date of social worker memo _____		
Date of receipt of social worker memo _____		
Investigator _____		
122 partial _____ Final _____		
Return 122 to Chief, Investigation Service, by _____		

II. ACTION TAKEN BY SOCIAL WORKER

A. Application
1. Approved: _____
Amount $_____
3. Still pending

B. Case
1. Assistance continued unchanged
Amount $_____
2. Assistance increased:
Date _____
From $_____ To $_____
3. Assistance decreased:
Date _____
From $_____ To $_____
2. Denied:
Code Reason for denial_____
Date _____
4. Assistance Suspended
Case not closed
Amount $_____
Date Suspended_____
Date case last opened_____
5. Assistance Suspended
Code reason for closing_____
Amount $_____
Date suspended_____
Date case last opened_____
6. Assistance reinstated
Amount $_____

Action and Results On Nonsupport

Inapplicable because—
0. No man involved
1. Man already supporting
2. Man's whereabouts unknown
3. Time for filing complaint expired
4. Case closed or application denied
5. Other: Specify _____
6. Voluntary agreement signed: Date_____ Amount $_____
7. Referral to Juvenile Court: Date_____
a. Support ordered: Amount $_____
b. Bench warrant issued
c. Other action: Specify_____
8. Referral to District Attorney: Specify action:_____
_____
9. Action by PAD staff pending: Note reason_____
_____

Action and results on I.S. Report:

Supervisor Date Social Worker Date

ATTACHMENT #2

Forms 122—July, August, September 1958

Total	531
Location of Person	172
Information on location only	140
Other information submitted	32
Case closed or application denied	19
Case not closed	13
Resources and Other Requests	29
Closed or suspended	12
No evidence found	11
Evidence found—not closed	6
Presence in the Home	330
No evidence found	133
Closed or application denied	116
Cases not closed	81

ATTACHMENT #3

Request by social worker for information relating to the presence in the home of husband, paramour or other person

Total	330
No evidence found	133
Case closed or application denied	116
Cases not closed	81
Withdrawn by Social Worker	7
Withdrawn by I.S.	2
Evidence found	45
Grant suspended	11
Application held pending	4
Grant continued	30
OAA	1
GPA	2
ADC	27
Record not located	1
No evidence found on specific reason for referral but other information submitted	27
Grant suspended	2
Grant continued	25
ATD	1
GPA	1
ADC	23
Records read and schedules prepared:	
Evidence Found	26
Evidence not found on specific reason for referral but other information submitted	23
Total	49

ATTACHMENT #4

Schedule for study of ADC cases in which investigation service believes to have made a positive report on "access" to the home yet assistance was continued

Case Name_____ Case Number_____

A. Date of Referral to I.S._____

_____

_____

Race:
W - N - O

B. Reason for Referral
1. To obtain new information
2. To confirm absence or presence where not clearly shown
3. To confirm absence or presence although clearly shown
4. To investigate current situation in cases previously closed because absence was not established.
5. To investigate current situation in cases where previous I.S. report or case record indicates man had access to home.
6. Other—(specify) _____

C. Relationship to Woman of Man Found in Home
1. Husband
Paramour—
2. Father of 1 or more children
3. Father of none
4. Other—(Specify) _____

D. Date of Report by I.S. Requiring Action by Social Worker_____

Schedule for study of ADC cases in which investigation service believes to have made a positive report on "access" to the home yet assistance was continued—Continued

E. Action by Social Worker
1. Discussion of I.S. Report with woman and/or man—Date_____
2. Referred to Unit and/or District Supervisor for decision—Date_____
3. Re-referred to I.S.—Date_____
4. Other—(Specify) _____

F. Recorded Reason Assistance was Continued
Denial of relationship by recipient
1. Re-referral not indicated
Re-referral seems indicated
2. Referral made
3. Referral not made
Change in recipient's situation concurrent with I.S. Report
4. Man in jail or hospital
5. Man left D.C.
6. Mother out of home—Change in grantee relative
7. Man's unemployability verified
8. Other—(Specify) _____
_____
Report returned to I.S. before final action has been taken
9. Referred to higher supervisory level
10. Other—(Specify) _____
11. Inapplicable because man a relative or other person not connected with family.

G. Was Referral to I.S. Justified?
____ Yes
1. Continued absence not clearly established
2. Other—(Specify)_____
____ No
3. Adequate information for decision in case record
Ineligible under Agency policy before referral
4. No continued absence
Eligibility not affected by "Access"
5. Man physically or mentally incapacitated
6. Other—(Specify) _____
7. Other—(Specify) _____

H. Was Continuation of Assistance Justified?

____ Yes
1. Explanation by recipient and follow-up by Worker clearly establish continued absence
2. Continued absence not clearly established, but Worker not justified in discontinuing assistance without further follow-up
3. Eligibility not affected by access
4. Incidental information provided by I.S. does not affect eligibility after follow-up by Social Worker

____ No
Continued absence not established
1. Man's intimate relationship with woman clearly established.
2. Man found in home 2 or more times
3. Record gives evidence of unconvincing explanations by client.
4. Other—(Specify) _____

_____

I. Other Action Indicated Related to Continued Absence
1. Effort to locate or communicate with husband
2. Re-referral to I.S.
3. Other—(Specify) _____
_____

REMARKS:

ATTACHMENT #5

EXAMPLES OF DIFFICULT SITUATIONS AND ATTITUDES WITH WHICH THE INVESTIGATION SERVICE AND SOCIAL SERVICE MUST WORK

Case No. 28

8–24–53: Mrs. L. applied for herself and two children. She said her allotment had stopped because her husband was AWOL. She was pregnant by Robert J., who was interviewed 9–1–53 and agreed to support. There was no discussion recorded of a continuing relationship or of Agency policy. When Mr. L. was interviewed, he said he would support. He said he had no plans to live with his wife. He said his wife had purchased a 1947 Cadillac. Mrs. L. said she had permitted Mr. Y. to buy a car in her name.

12–7–53: Mrs. L's. mother, who had been known to the Agency under several different names, said Mrs. L. is continuing her relationship with Mr. J. and that she spends the grant foolishly.

3–10–55: Mrs. L. said she was pregnant by Mr. J. and that her relationship with him has continued. When Mr. J. was interviewed, he said he felt sorry for Mrs. L. He does not want his child on relief. He said the Agency had no right to question his relationship with Mrs. L. as this was a personal matter.

4–22–55: Mrs. L. was told she was no longer eligible for assistance and the case was closed.

1–56: Mrs. L. reapplied. She said that Mr. J. had died, she has no boyfriend and she does not intend to have any more children.

2–24–58: Mrs. L. is pregnant by Mr. W. She said she had been seeing him for a year. Mrs. L. readily accepted the fact when it was explained that her March check would probably "be her last check". Case is discussed with Supervisor, "Free access of the man from the home cannot be established since Mr. W. is stationed at Bolling Field in Washington. Therefore absence cannot be established and assistance will be discontinued."

4–1–59: Check cancelled. However, the 4–1 check was reinstated with no reason given and the grant continued.

6–12–58: Mrs. L. wanted "to know her limits". She also wanted to know how long I.S. would be visiting.

5–58: Referral was made to I.S. regarding Mr. W., but a Mr. R. was found in the home. The address he gave was found to be an empty house. There is no further mention in the record of Mr. W. There is no record of an interview with him.

In 1957 there is an entry in the record that Mr. L. is the paramour of another ADC mother who has had three children by him.

Case No. 47

In this case, which is 76 pages long, the Agency learned on 10–17–51 that Mrs. W. had given birth to a child on 10–3–51. (Mrs. W. had been seen on 9–25–51 and employment discussed. There was no mention of pregnancy.) Mr. T. was named as the father. An entry, dated 12–5–51, said the check was released with the understanding that Mrs. W. would have Mr. T. come to the office. He was not seen until December 1952. There is no record of any discussion with him then, except support.

In 1955, Mrs. W. named Mr. D. as the father of her child born 9–10–55. In October 1955, the worker recorded—"I also asked Mrs. W. if she were continuing her relationship with Mr. D., and she said she really did not know . . .".

A letter was received from Mrs. W. saying she had broken off with Mr. D. and had nothing else to do with him. On 12–2–55, Mr. D. was seen. He said he was so disgusted with Mrs. W. for not wanting to keep his child that he had stopped seeing her in January or February and there has been no relationship between them since that time. "They both promised to contact us if they decided to resume their relationship."

In October 1956 a furniture company reported that Mrs. W. had bought $516.00 worth of furniture, increased the debt to $560.00, and had made monthly payments of $30.00 until July 1955. (The worker noted that Mr. T. came into Mrs. W.'s life in 1955—and that she had said the furniture belonged to her mother.) On 4–13–57, the worker notes that a man has been seen in Mrs. W.'s home several times, whom Mrs. W. said was her uncle.

In May 1957, the case was closed because Mrs. W. went to work. She reapplied in August 1958 and referral was made to I.S. to determine that Mr. D. is continuously absent. On 9–18–58, I.S. reported finding Mr. D. in the home. The following entry, dated 11–5–58, is made on Form #122: "Assistance continued pending interview with Mrs. W. and Mr. D."

Case No. 48

Mrs. W. had received assistance since 1949. In August 1953 the Agency learned she was pregnant by Mr. L. He was seen in October 1953 and agreed to give Mrs. W. $6.00 each week.

In 1954 a department store reported that Mrs. W. had purchased clothing amounting to $140.95. The store was informed that "We took no responsibility for what our recipients did." Mrs. W. moved frequently, no questions were raised as to how moving costs or rent were paid, and living arrangements were not satisfactorily verified.

In January 1956, the Agency learned that Mrs. W. had given birth to a male infant. When Mrs. W. and Mr. L. were seen in February 1956, Mr. L. said he planned to marry someone else and would be unable to provide for the children. He said later he would support and that the Agency had no right to "know his business." In March the case was closed. Mrs. W. appealed and the action of the Agency was sustained. Mrs. W. said had she known that by bringing Mr. L. to the Agency she was not eligible for further assistance, she would have brought some other man and said he was the father. In May she applied again, and both she and Mr. L. said their relationship was not continuing. However, he was seen in the home in June, and the application was terminated. In September 1956, Mrs. W. was referred by C.W.D., became pregnant again by Mr. L. and the case was again closed in March 1958. Her last application was in May 1958. She denied any further relationship with Mr. L. Referral was made to I.S. on 6–6–58 to determine if Mr. L. is absent from the home. On 7–8–58, I.S. reported that Mrs. W. said she had never heard of Mr. L. "When it was pointed out that this was not true, recipient readily admitted this, but stated she felt it was not necessary to tell investigators things that don't concern them. Recipient then began speaking in a loud belligerent voice and would not be interrupted in her harangue." Investigation Service suggested that the social worker should interview Mrs. W. with the investigator present, and that unless she cooperated, no purpose would be served by further home visits. On 8–6–58, I.S. reported that Mrs. W. was not at home when visited. The final report, dated 8–18–58, points out that Mrs. W. has not given correct information as to persons living in the household and that "this closes investigation by I.S.". No information was obtained concerning Mr. L.'s presence or absence in the home.

Case No. 49

When Mrs. W. applied for assistance in 1955 she was 18 years old and had three children. She was 15 when she married Mr. W.; he was 17. She said Mr. W. had deserted. In 1956 Mrs. W.'s mother complained that she was "running the streets", sometimes stayed out all night, and made no plans for care of the children. In May 1956, Mr. W., who was not yet 20, was interviewed at the jail. He said he had not deserted. His wife and children had gone to her mother's home when he was out of work, and he had refused to go there. He said he had supported himself since he was 14 and could do several kinds of work. He had been a ward of C.W.D. He said he planned to return to his family. In May 1956, Mrs. W's. behavior and drinking were discussed. She said she felt her behavior was due to Mr. W's. incarceration and that she "just can't wait" for him to be released. Mr. W. was released and returned to his family. He was made payee, which made Mrs. W. angry. In August 1956, Mr. W. obtained work. Both Mr. and Mrs. W assured the worker they did not consider themselves separated, and the case was closed.

In May 1957, Mrs. W. reapplied, saying Mr. W. had deserted. She talked "loudly and snappily" with worker, and paid little attention to the worker's explanation regarding efforts to locate Mr. W. and to obtain support. The record says Mr. W. has "a history of irresponsibility, incarceration and failure to support", but the record does not bear this out. On September 22, 1957 Mrs. W. called to ask that her case be closed because she was working. The Agency learned later that she began working 7–18–57.

In March 1958, Mrs. W. applied again. She said she was laid off at H.E.W. It was learned that she had lost her job because of too frequent absences due

to illness and her work was not satisfactory. She said she had been separated from Mr. W. for a year and had been going with a Mr. B. She was demanding and controlling. The worker notes in referral to I.S. Mrs. W. is very unpleasant. "I believe she is mentally disturbed." In May 1958, a man from the realty company called to say that Mrs. W. had moved in the middle of the night, that a man helped her move, and that he thinks the man stayed all night.

In June 1957, referral was made to locate Mr. W. Investigation Service reported they could not locate Mrs. W. Referral to I.S. was made 6-26-58 to determine whether a family relationship existed with any man. Investigation Service reported they were not admitted to the home, that Mrs. W. was not at home on the last 2 visits and that no evidence was found of male access. On Form #122, I.S. noted—"Possible neglect of children." The form was returned to I.S. with no notation by the social worker, except that the grant continued unchanged.

Case No. 15

Mrs. E. told the agency in 1951 that Mr. E. had deserted six years before. In 1956 (after Mrs. E's. 5th application since 1933) I.S. reported that Mr. E. was employed, that his address was the same as Mrs. E's. and that he claimed five dependents for income tax purposes. Mr. and Mrs. E. denied living together and the grant continued.

In 1958 Mrs. E. was forced to move from NCHA because of the illegal sale of alcohol. (The father of one of her children had told the Agency in 1956 that Mrs. E. did not need assistance, that Mrs. E. was selling liquor and numbers.)

In September 1958, I.S. reported no evidence of liquor sale or access.

Case No. 16

Mrs. F. told the Agency on 8-7-53 that if her husband was able to work and to return home, she would be pleased to have him, since he had always supported and worked regularly. In 1957, on two occasions, she said he had never supported adequately. Mr. F. claimed his wife did not want him back because she was interested in someone else.

Case No. 31

Investigation Service found Mr. M. in Miss L's. home. She said he was her cousin, not her "boyfriend". She admitted later that he was her "boyfriend" and that she had tried to conceal this information from the Agency.

Case No. 37

Referral was made to I.S. to determine the relationship of Mrs. M. and Mr. A. When I.S. visited in September 1958 Mr. A. answered the door. Mrs. A. said Mr. A. visited every day because she was in arrears with her rent, and he had rented the house for her. New men's suits were found in the closet. The grant continues, with the notation on Form #122 that I.S. report did not reveal conclusive evidence of Mr. A's. having free access to the client's home. Mrs. M. showed worker that she had altered the new suits to fit her young sons.

ATTACHMENT #6

Action taken by social worker on information provided by investigation service

Total	49
Report discussed with client	24
In less than 1 month	15
In less than 2 months	6
In less than 3 months	1
In less than 4 months	1
Date not recorded, but record mentions discussion	1
Letters written to arrange interview	4
Action taken prior to I.S. report	1
No action required	7
No action recorded	13

ATTACHMENT #7

EXAMPLES OF PREFERENCE OF MOTHERS FOR ASSISTANCE RATHER THAN SUPPORT FROM HUSBAND

Case No. 14

Mrs. E., age twenty-three, applied for assistance for herself and four children in July 1952, saying Mr. E. had been incarcerated for non-support. She said Mr. E. had been fairly reliable until about three years ago when he started drinking and staying out nights. They were married in April 1947; the oldest child was born in January 1947. Mrs. E's, fifth child was born in 1953. She said she was not going to permit her husband to live with her again after his release. On 5–8–53 Mr. E. was visited at the District Jail. He said he was anxious to return to his family and support them, but Mrs. E. had written him of her desire for a divorce. After Mr. E. was released, Mr. and Mrs. E. were seen at the office 5–19–53. Mr. E. felt that his children should not receive assistance, as long as he was able-bodied and can work and care for them. He accused Mrs. E. of running the streets all hours of the night and not looking after the children as a mother should. He gave the car license number of the car belonging to a man she was "running around with". Mrs. E. said the car belonged to Mr. A., a friend of hers. On a visit to the home on 2–10–53, Worker had seen an elderly man mopping the kitchen floor. In June 1953, Mr. E. obtained employment. He complained about Mrs. E's. behavior, her care of the children, and her threat to put him back in jail, and how difficult Mrs. E. makes it for him to see the children. The Worker talked with Mrs. E. in July about giving Mr. E. "an opportunity to prove himself", but she was unwilling. In November 1953, when a visit was made, an "old gentleman" was sitting in the kitchen with the children. Mrs. E. was dressed to go out and a young man came in, and was introduced as Mr. O. The Worker again talked about permitting Mr. E. to return. The Worker "remarked that sometimes it might be easier to depend on the Agency rather than to give her husband an opportunity to prove that she could depend on him." Mr. and Mrs. E. were again seen together at the office. Mr. E. said he is making $82.72 every two weeks, that he loved his wife and children and wanted to support them. He worked steadily and tried to show his wife that he had changed. He said he could support the family on his salary "if she would listen to reason and let him come home". He thought it would be possible to reason with Mrs. E. "if she did not feel so independent on him". He said he could not understand why his wife and children needed assistance, when he was willing to return and give the family advantage of all his earnings. He said "as long as his wife could get public assistance she wouldn't listen to anything he had to say". After conference with the Supervisor, the Worker told Mrs. E. she was not eligible for continued assistance, because of Mr. E's. offer to support in the home. In December Mr. E. said he had thought about it and did not want to return home. "He thinks they could not get along and thinks he might end up in jail." The grant continued. In February 1954, Mrs. E. said Mr. E. was picked up on his job for non-support and lost his job because of being held in jail. In March 1954 Mrs. E. was pregnant by Mr. A., lost the baby, and said she was still "keeping company" with Mr. A. During the interview, Mr. A. came to visit Mrs. E. Mr. A. said he would take care of any children born to them. In March 1955, Mrs. E. said she had no further relationship with Mr. A. In May 1956, a Mr. R. came to complain about Mrs. E's. neglect of the children, and spending money she gets from the Agency on herself. Mr. R. said Mrs. E. is pregnant by him. He has stayed with Mrs. E.

He has offered to marry her and care for the children, "but she wants to be free to run the streets". He said she drinks heavily. Mrs. E. denied any relationship with Mr. R. or pregnancy. In September there was a discussion with Mrs. E. as to her behavior, parties, etc. She said she was "ready to settle down and plan for her children and stop running around." In October Mrs. E. was evicted by NCHA. Although her back rent was paid by "some men", she had been a problem and disturbance over a period of years. A Mr. Y. was seen in the home in October 1956 and January 1957. In January and March, Investigation Service reported finding a Mr. J. in the home. In April 1957 and again in January 1958, Mrs. E. was told that a relationship with a man similar to that of husband and wife might jeopardize the grant. She said she was well aware of this policy.

In April 1958 Investigation Service located Mr. E. In August 1958, Mr. E. came to the office of his own accord. He signed a voluntary support agreement. He again said he would like to make a home for his family, but "would not want

to return to the home unless Mrs. E. accepted him on her own". On 8–13–58, I.S. found Mr. B. in the home, and a Mr. L. staggered in from the street. Mr. L. had come "staggering" in on a previous I.S. visit. On 8–18–58 Mrs. E. said Mr. B. was a friend she hadn't seen for six years. She would not consider going back with Mr. E. He would leave her and take trips with other women, and stay away from home drunk. On 10–6–58, Mrs. E. said that she had moved and her rent had been increased to $65.00, plus heating oil and utilities. She was reminded of the Agency maximum of $64.00 for all shelter costs, and she said she could manage.

Case No. 17

When Mrs. J. applied for assistance in 1955 she was not quite nineteen. Her husband had been incarcerated for robbery and Mrs. J.'s stepfather said he could not continue to provide for her and the two children. She had never worked and her mother was not willing to care for the children. Her mother and stepfather rented quarters for her, provided furniture and a television, and assistance was authorized.

In August 1956 an anonymous telephone call was received saying that Mrs. J. did not live at the address she had given, but was living with a man in Northeast.

In January 1957 a man was seen in the home. Mrs. J. said he was her stepbrother, Mr. C., but when the Social Worker addressed him as Mr. C., he did not respond. Mrs. J. interrupted and introduced him as her cousin and said she had been confused. The young man said he was not Mr. C. and was not related to Mrs. J., but was a friend of her brother who had just stopped by because it was a rainy day and he had nothing to do.

Mr. J. was paroled and came to the Agency in October 1957. He said he loved Mrs. J. and wanted to provide a home for her but she was not interested because she was living with a Mr. W. who had told him to stay away. Mrs. J. denied living with a man, or that she was working, as her husband had said. She said Mr. J. was good to her and provided well for her prior to his incarceration "but she just didn't want him anymore". It was explained that assistance could not be continued since Mr. J. had offered to provide for his family. Mrs. J. said she "would see him put in jail" at which time she would "be back to see us".

In April 1958 Mrs. J. reapplied. She said her mother and stepfather had been helping her and that she had no intention of going back to Mr. J. When Mr. J. was reached by telephone he said he was out of work and did not want to live with Mrs. J. In May 1958, Mr. J. said he was working and was willing to establish a home, but Mrs. J. did not want him. He said she had done everything she could to make trouble for him. Mrs. J. made it clear that "she felt the children were exclusively hers" and refused to let Mr. J. come to see the children. She had not looked for work. A child care plan was arranged by the Agency with another mother who was receiving assistance, and Mrs. J. was told that she would not receive assistance after July 31, 1958.

Referral was made to the Investigation Service on May 23, 1958 to determine if the man Mr. J. said was living with Mrs. J., or any other man, had free access to the home, or if she has a husband-wife relationship with any man. The Investigation Service was also asked to determine if Mrs. J. was or had been employed. On June 3, 1958, I.S. reported that Mrs. J. was pregnant and that she had been employed under another name.

On June 2, 1958, a neighbor told the Agency of Mrs. J.'s pregnancy, of her running with a fast, rough crowd, drinking heavily and "cursing and cavorting in public".

Mrs. J. insisted that Mr. J. was responsible for her pregnancy, but he denied this. He said his wife had been pregnant while he was in prison, but that he was not responsible for either that pregnancy or this one. Mr. J's. manager was contacted. He said he had seen the man Mrs. J. was living with in the home and told of evidences of a "wild party" with couples sleeping in various parts of the house. Mr. J's. Probation Officer said he was in Mrs. J's. home in November 1957 and there was a man living with her then. He said "It was apparent to him that Mrs. J. was trying to have Mr. J. readmitted to prison."

On July 28, 1958 Mrs. J. came to the office saying the Agency would have to help her now because Mr. J. was incarcerated. She was told that she was still ineligible for assistance because she had failed to establish the paternity of her unborn child. Mrs. J. saw the District Supervisor, who decided the grant should be continued, with continued efforts to locate the father of her child.

On October 6, 1958, Mrs. J. admitted that a Mr. Y., not Mr. J., was responsible for her pregnancy. She said she had withheld this information for fear of jeopardizing her assistance. She said she and Mr. Y. were not resuming their relationship. On October 15, 1958, Mr. Y. said he never expects to live with Mrs. J. again. He said he was ill and was advised to undergo surgery. On October 22, 1958, Mrs. J. discussed plans to marry Mr. Y. Since they plan to marry as soon as they obtain divorces, "she felt it would be all right for them to live together as husband and wife". On November 19, 1958, she told I.S. she did not have any intention of seeing Mr. Y. again.

The grant continues with the review date set for April 1, 1959.

STUDY OF FOLLOW-UP BY PUBLIC ASSISTANCE DIVISION SOCIAL SERVICE ON INVESTIGATION SERVICE FINDINGS

What Elements Are Responsible For Frequent Re-referrals of Cases to Investigation Service on Which What Appears to be a Conclusive Finding Has Been Made as a Result of the Original Referral.

At a meeting on February 5, 1959, of the Superintendent, Assistant Superintendent, Statistician, Chief, Investigation Service, and the Standards Specialist, it was decided that investigation Service would submit a list of the cases which Investigation Service believed should not have been re-referred.

On February 16, 1959 the Chief of the Investigation Service submitted a list of 8 cases selected from the 127 cases re-referred to Investigation Service by the Field staff during July, August and September 1958. Five of these cases were closed and three were active.

Only one case (Case B) was among the 49 cases on which Part I of the study was based. This case was identified in Part I as Case #20 and was cited to illustrate action taken on information supplied by Investigation Service and community complaints.

These 8 cases were read during the last week in February 1959. They were divided by category as follows:

Aid to Dependent Children	6
Old Age Assistance	1
Aid to the Disabled	1

A. *Findings on Case Situations and Re-referrals.*

1. Elements Responsible for Re-referrals

From a review of the 8 cases, it appears that the following elements are responsible for re-referrals:

a. Reluctance of staff to make decisions to deny assistance.
b. Vehement denial by recipients of relationships.
c. Care in weighing information received in relation to source and clients' statements.
d. Need for support by I.S. findings before finding client ineligible.
e. Conflicting information received.
f. Change in worker.

2. Summary of Findings

a. Investigation Service questioned the re-referral of only 8 of the 127 cases re-referred in July, August and September 1958.

b. The study showed that in 6 cases there was enough information in the I.S. reports or in the case records on which to base a decision.

c. In one case there was sufficient reason for re-referral.

d. In one case acceptance of the case was questioned, but since this was done, Agency policy required re-referral.

B. *Case Summaries.* See Attachment II—1.

ATTACHMENT II—1

CASE A—OAA

1. *Investigation Service Reason for Believing Re-referral Should Not Have Been Made*

Investigation Service believed this case should not have been re-referred because I.S. had furnished enough information on original investigation for social service staff to make a decision.

2. *Information in Case Record*

Mrs. C. applied in 1956. She had been living with Mr. G., in what appeared to be a common-law relationship, but said he could not continue keeping her. In January 1958, after a report was received that Mrs. C. had a man and a child living with her, referral was made to I.S. to determine this. On 2–5–58, I.S. reported finding Mr. G. hiding in a closet, and his grandchild in the home. The janitor confirmed the living arrangements. Mr. G. and Mrs. C. both denied that he lived there. Calls were received from Mrs. C's. landlady, Mr. G's. landlady and from the child's mother saying Mr. G. and the child were not in Mr. C's. home. In his re-referral to I.S. on 9–9–58, the worker says he was informed by neighbors that Mr. G. had returned home, but Mrs. C. said he was in Virginia. On 9–15–58, I.S. reported finding Mr. G. in bed in Mrs. C's. home feigning sleep. The case was closed in October 1958.

3. *Elements Responsible for Re-referral*

It appears that the case was re-referred because information was received from three presumably reliable persons that Mr. G. and his grandchild were no longer in the home, after I.S. had found them there, yet neighbors had reported Mr. G. had returned. A change in worker may also have had something to do with re-referral.

4. *Findings*

In review of the conflicting information the worker had received from persons presumed to be reliable, re-referral was justified.

CASE B—ADC

1. *Investigation Service Reason for Believing Re-referral Should Not Have Been Made*

Investigation Service believed this case should not have been re-referred because:

a. I.S. had furnished enough information on original investigation for social service to make a decision.

b. Reason for re-ferral is inconsistent with information previously submitted by I.S.

2. *Information in Case Record*

This is the case of a 54 year old woman whose child was born in 1943.

In 1952 she was arrested on a narcotics charge and sentenced to Occoquan. The child was committed to C.W.D. on two occasions. In March 1956 the Judge of the Juvenile Court questioned Miss H's eligibility for continued assistance. A memorandum, dated 3–29–56, from the Assistant Superintendent to the Deputy Director of Public Welfare describes Miss H. as a "pathetic piece of human wreckage . . ." who is "apparently not too bright". In 1956 C.W.D. noted report that Miss H. has "reverted to the same pattern of living she had at the time of her arrest on the narcotics charge."

Mr. B., father of Miss H's. child, was seen in 1948 and in 1957. The record does not indicate any continuing relationship. C.W.D. record indicated he was living with another woman.

3. *Elements Responsible for Re-referral*

On 3–19–58, referral was made to I.S. to determine if Mr. B. had free access to Miss H's. home. I.S. submitted 5 reports. Many men and also women, were found drinking in the home. The final report dated 4–4–58 notes that in discussion with the supervisor, "it was decided that I.S. should close its investigation, because of conditions found."

On 6–24–58, the case was re-referred to I.S. to determine if Mr. B. has free access to Miss H's. home. In an entry dated 6–4–58, the record says, "Since I.S. was unable to make a determination on our previous referral because of the living arrangements of the home on L Street, the case is being re-referred to the Unit at this time."

In August 1958, I.S. reported numerous visits had been made to the home, that Mr. B. had never been seen, but that on all visits except the last, several men had been seen in the apartment. "These men have all shown signs of extreme intoxication, on the other hand there has not been any indication these men were more than friends or acquaintances who had dropped by to visit and drink."

On Form #122 I.S. noted, "Four men found constantly in home."

3. *Elements Responsible for Re-referral*

The elements responsible for re-referral are not clear, since the record showed no indication of a continuing relationship.

4. *Findings*

Re-referral was not justified, since there is no indication, either in the record or in previous I.S. report, of a continuing relationship with Mr. B.

CASE C—ADC

1. *Investigation Service Reason for Believing Re-referral Should Not Have Been Made*

Investigation Service believed this case should not have been re-referred because I.S. had furnished enough information on original investigation for the social service staff to make a decision.

2. *Information in Case Record*

Mrs. H. applied 5–25–53. She said she could not continue working because she had no child care plan. Mr. H. deserted in North Carolina in 1951. She came to D.C. in 1952. Her father had helped her. On May 4, 1954, M.A.D. reported that Mrs. H. was pregnant. She said Mr. G. was responsible for her pregnancy but changed her story and said Mr. W. was responsible. She said Mr. W. was in Japan. He denied paternity. On 10–5–54, Mrs. H. said she could return to her mother in North Carolina. On 4–9–56 referral was made to I.S. to locate Mr. H. and Mr. W. In 1956 I.S. located Mr. H., husband and father of 3 children, in S.C. Mrs. H. sent him a registered letter but received no reply. No action since 1956 to locate Mr. H. except referral to R.E.S. in 1958, who found not at 1956 address.

3–1–57—Complaint received from a former recipient about people hanging around the house playing cards. She said a man was involved. On 6–6–57, landlady complained about Mrs. H., saying she should not have help. She said Mr. H. had been in town around Christmas time. Mrs. H. denied this. On 1–20–58, I.S. reported Mr. G. found under the porch. On 2–6–58 I.S. reported Mr. G. in home second time and at the social worker's verbal request, I.S. case was closed. Mrs. H. was told she was no longer eligible for assistance. She wanted to talk with the supervisor and a conference was arranged on 2–21–58 and the case was kept open. She was asked to bring Mr. G. to the office which she did on 2–24–58. He said he was only a casual friend and assumed no responsibility for Mrs. H. or her children. On 7–8–58 another referral was made to I.S. to determine whether Mr. G. lives in the home or whether he or any other man frequents the home. On 7–30–58, I.S. reports Mr. G. in the home conducting himself like the master of the home. Mrs. H. was out and he was caring for the children. The case was closed 8–27–58 because the man was found living in the home. On 10–23–58 Mrs. H. re-applied. She denied a continuing relationship with Mr. G. Her application was accepted and she was told her case would be assigned to the area worker and that it would be necessary that the area worker interview Mr. G. The record say, "No re-referral was made to FIS due to recent report submitted by FIS re Mr. G." This is contrary to Agency policy regarding re-referrals in Manual 303.4–3.

No dictation after November 1958.

3. *Elements Responsible for Re-referral*

After I.S. had found Mr. G. in the home on two occasions, she denied that he frequents her home and said it was just by coincidence he was found there. It was for this reason re-referral was made to determine again whether Mr. G. lives in the home or whether he or any other man frequents the home.

4. *Findings*

In view of Mrs. H's. unconvincing explanations, it is believed that I.S. had furnished enough information on which to base a decision.

CASE D—ATD

1. *Investigation Service Reason for Believing Re-referral Should Not Have Been Made*

Investigation Service believed this case should not have been re-referred because:

a. I.S. had furnished enough information on original investigation for social service to make a decision.

b. Information in case record.

2. *Information In Case Record*

Mrs. H. is blind and an alcoholic. Record of arrest and drinking, under several different names, date back to 1933. She has received assistance almost continuously since 1942. Care at DCV suggested in 1942. Child born 1948 was committed to CWD because Mrs. H. was not capable of providing care. On almost every page of the record there is a change of address. On 4–23–56, two men were seen in the home. On 12–15–56, report received that Mrs. H. was living with a man. On 1–7–57 referral was made to I.S. to determine whether a man lives in the home. January 16, 1957 I.S. reports three men found in home and 2–11–57 two men found. On 2–18–57 worker found two men in home. Mrs. H. admitted having lived with Mr. D. for seven or eight years. Mr. D. was found eligible for assistance until his death 4–3–58. On 6–4–58 worker found a man in Mrs. H's. room, and told her the grant could not continue "unless she moved to a room and board arrangement because she appears to be an easy victim for worthless men to take advantage of her." Room and board arrangements were made by worker with a Mrs. W., who telephoned on 6–5–58 to say she could not allow Mrs. H. to remain because she had too many men friends visiting her. Goodwill Industries had also reported men frequenting the home. August 1, 1958 check cancelled because Mrs. H's. whereabouts were unknown. On 9–17–58, referral was made to I.S. to determine whether there was a man living in the home or having free access. On 9–22–58, I.S. reported finding two men. They and Mrs. H. were drunk. The landlady said one of the men was always there. A large quantity of food was found. The case was closed in September.

3. *Elements Responsible for Referral*

The man I.S. found to be living with Mrs. D. in 1957 died in April 1958. This may have been why the case was re-referred. The worker may have referred to substantiate reports received in June 1958 of frequent male visitors, although she herself had found a man in the home.

4. *Findings*

Re-referral was not justified since the worker had obtained enough information on which to base a decision.

CASE E—ADC

1. *Investigation Service Reason for Believing Re-referral Should Not Have Been Made*

Investigation Service believed this case should not have been re-referred because:

a. I.S. had furnished enough information on original investigation for social service staff to make a decision.
b. Information in case record.

2. *Information in Case Record*

Miss K. has received assistance continuously since 1952 when the grant was made on a "temporary" basis. She lived with her faimly, rent free, until 1955 when she moved to NCHA. Reports concerning Miss K's. behavior have come to the Agency since August 1953. The first report of her relationship with Mr. S. was received in May 1956. In August they both said the relationship was being discontinued so that the grant would continue. In November 1956, referral was made to I.S. to determine whether or not Mr. S. or any man was in or visiting the home and to locate Mr. B., father of Miss K's. two eldest children. I.S. located Mr. B. and found Mr. S. in the home. The record is 62 pages in length, composed for the most part of reports concerning Miss K's. behavior, her denials, and page after page of Agency explanation of policy in relation to continued absence. No action was taken and no referral made. Numerous reports were received from the NCHA Manager who reported from time to time that Mr. S. was living in the home. For example, on July 23, 1957, I.S. reported that the Manager of Stanton Dwellings said he had "positive information" tha tMiss K. is being supported by Mr. S. The Manager also said that Miss K. was writing numbers and that several "persons in the neighborhood act as lookout for Miss K." so that Miss K. can be warned to "clear house". This warning service also extends through the entire Stanton Dwelling area for the benefit of other recipients. Miss K. told NCHA whatever she did was her business. On Page 56 of the case record, (undated), there were reports of illegal activities,

writing numbers, sale of liquor, "large parties" and that Mr. S. was in the home. The worker points out that "the reports were not conclusive enough to warrant withoholding of assistance." On 9-9-57 NCHA again reported that Miss K. has a paramour. Both Miss K. and Mr. S. again denied any continuing relationship. In spite of Agency policy that complaints are to be referred immediately to I.S., more than 10 months elapsed until 5-7-58 when the case was again referred to I.S. to establish whether Miss K. has resources from illegal activities and whether Mr. S. or any man was residing in the home. On 5-15-58, I.S. reported Mr. S's. car parked in front of the home. On 6-30-58, I.S. reported Mr. S. found in the home. On 7-29-58 I.S. reported Mr. S. in the home on 6-30 and 7-28-58. On 8-26 the case was closed because of Miss K's. continued relationship with Mr. S. Form #11, Notice of Discontinuance, also notes that Mr. S. and Miss K. were married.

3. *Elements Responsible for Referral*

The elements responsible for referral were not clear since there appeared to be ample evidence in the record and from I.S. reports that Miss K. was continuing her relationship with Mr. S.

4. *Findings*

Re-referral was not justified. Reports concerning Miss K's. ineligibility came to the Agency as early as 1953 and have continued. Miss K. seems to have been clearly ineligible for assistance at least since 1956.

Case F—ADC

1. *Investigation Service Reason for Believing Re-referral Should Not Have Been Made*

Investigation Service believed this case should not have been re-referred because:

a. I.S. had furnished enough information on original investigation for social service to make a decision.

b. Application should not have been accepted since landlord is paramour and case was closed previously due to I.S. finding him in home.

2. *Information in Case Record*

In old Protective Service record of Miss S's. mother, Miss S. is described by her teacher as "a well-behaved child who is unable to learn anything at school." A note in the case record, dated 1-26-59 says her I.Q. is 53.

Miss S. applied in 1954 because her paramour and the father of her three youngest children had died. Received assistance and continued to live with mother, with whom she had always lived. In 1957 Mr. B. was found in home by I.S. Miss S. said he was her uncle. Said she wanted to move from her mother's home. She was told there was no objection to this. The case was closed in March 1958 because Mr. S. and Mr. W. had access to the home. It was noted that Miss S. describes all men found in her home as "uncles".

3. *Elements Responsible for Re-referral*

Miss S. reapplied again in June 1958 and after conference with the supervisor, referral was made to I.S. 7-17-58 to determine whether Mr. S. had access and Miss S's. relationship to him. The referral noted that the apartment was rented in Mr. S's. name. On 8-26-58 I.S. reported the apartment was rented in Mr. S's. name, that he was still paying the rent and terminated the investigation because of the continued access of Mr. S. On 8-12-58, before I.S. report was received, the application was prepared for termination. However, on 8-22-58, Miss S. and Mr. S. were in the office. He denied any relationship to Miss S. On 9-17-58 the case was again submitted for termination, but in supervisory conference 9-29-58, it was decided to ask Miss S. and Mr. S. to come to the office again. There were two failed appointments and the application was finally terminated due to loss of contact.

At the time of Miss S's. last application 12-17-58, she again said the house was rented in the name of an uncle.

4. *Findings*

Since case was accepted, re-referral was justified on basis of policy covering cases to be referred. However, acceptance of the application is seriously questioned.

Case G—ADC

1. *Investigation Service Reason for Believing Re-referral Should Not Have Been Made*

Investigation Service believed this case should not have been re-referred because: I.S. had furnished enough information on original investigation for social service staff to make a decision.

2. *Information in Case Record*

Mrs. S. applied for assistance in February 1956. She had three children and was pregnant. She said Mr. S. had deserted, that he was a poor provider and drank. On 5–22–56 the Woman's Bureau's record was read. Mr. S. reported that Mrs. S. had left him periodically and that on several occasions he had found her in bed with a man at the Dunbar Hotel. He asked the Woman's Bureau to take the children. The last recorded Woman's Bureau contact was in October 1955 when both Mr. and Mrs. S. were found at home watching television and Mrs. S. said she had returned and decided not to separate from her husband. In June 1956, the application was terminated because continued absence was not established. Mrs. S. re-applied in November 1956. In January 1957, referral was made to I.S. to locate Mr. S. In October 1957 I.S. reported they had located Mr. S. in Baltimore. A letter was written to him and returned marked "Unknown". In December 1957 a careful explanation of Agency policy is recorded. Mrs. S. said she was not participating in such a relationship. On 7–29–58 referral was made to I.S. to determine whether Mrs. S. was participating in a relationship with any man. It was pointed out in the referral that on a recent visit a man was seen who was introduced as a cousin. On 8–11–58, I.S. reported Mrs. S. unclad in an unlighted living room with a man she identified as John L., who ran out the back door. On 8–21–58 I.S. reported that Mrs. S. had said the man found in the home was not John L. but Ralph H. Mrs. S. was pregnant and said that the father of her new baby was Mr. L. Mrs. S. and the man seen at the time of the previous visit were engaging in sexual intercourse at time of I.S. visit. On 8–19–58 pregnancy was discussed. She said a close relationship had existed for six or seven months prior to Mr. L's disappearance about two months ago. On 8–21–58 Mrs. S. said she could not obtain any information about Mr. L. or Mr. H. She "was advised that the information which she had provided the Agency is not logical and is definitely insufficient grounds for continuing assistance to her and the children." "The client was advised if she is willing a request would be made to our I.S. regarding locating Mr. L. She was told that this would be a 'Rush Referral' and that assistance would continue to be suspended pending the report. At first Mrs. S. did not reply as to whether she was willing or not for this investigation but said that she does not feel that it is necessary for the investigators to again come snooping around her house when there is nothing to find." On 8–29 a re-referral was submitted to I.S. to determine whether Mrs. S. is participating in a family relationship with any man and to locate Mr. L. On 9–4–58, Mrs. S. called to know why she had not received her check. It was explained that she would need to bring the father of her expected child to the office and she replied she did not intend to do this. She said it was "O.K." to close the case. On 9–22–58 I.S. reported that Mrs. S. had refused to admit them because she said her case was closed for failure to bring in the man discovered leaving her apartment on 8–7–58. On 10–6–58 the case was closed because continued absence was not established.

3. *Elements Responsible for Re-referral*

It appears from the case record re-referral was made because of Mrs. S's. vehement denial in the interview of 8–21–58.

4. *Findings*

Re-referral was not justified because I.S. had furnished enough information to justify a decision of ineligibility.

CASE H—ADC

1. *Investigation Service Reason for Believing Re-referral Should Not Have Been Made*

Investigation Service believed this case should not have been re-referred because:

a. Investigation Service had furnished enough information on original investigation for social service staff to make a decision.

b. Information in Case Record.

2. *Information in Case Record*

When Miss T. applied in May 1957 she was employed as a Nurse's Aide at Doctor's Hospital but said she had no child care plan. She said she lived with Mr. J., father of the two children who were with her, from 1952 until 1954 and irregularly until June 1956. Referral was made to I.S. to locate Mr. J. On 2–19–58, I.S. reported they had located Mr. J. in Miami. Miss T. was referred to RES but the case could not be accepted because paternity had not been adjudicated or established under oath. In March 1958 a report was received from the Resident Manager of the apartment that Mr. P. stays at Miss T's. apartment nights at a time and helps her to buy expensive food. She said Mr. P. and another male tenant have dinner with Miss T. every evening; that Miss T. is cruel to her children and its not a fit mother. On March 28, a referral was made to I.S. to determine Miss T's. relationship with Mr. P., whether she has boarders and whether she is employed. On 4–23–58 I.S. reported finding Mr. P. in Miss T's. apartment. Miss T. said he was her girlfriend's husband but he told I.S. later he did not know why she had said this. On 5–13–58 I.S. reported finding Miss T. in Mr. P's. apartment. On 5–8–58 the I.S. report was discussed with Miss T., who denied any relationship whatsoever with Mr. P. On 5–13–58, Mr. P. telephoned. He also denied any relationship. The record says, "I let him know that assistance would be withheld for Miss T. until he did come in to talk with us." Mr. P. said he did not care whether or not Miss T. received assistance and he did not come to the office. On 5–27–58, it was decided in supervisory conference that the I.S. report did not contain sufficient evidence for a family relationship between Miss T. and Mr. P. Assistance was continued. On June 17, 1958, further reports were received from the Resident Manager, whose attitude showed considerable malice toward Miss T. On 7–30–58 reports were received from another individual that Miss T. had been visiting in the apartment of Mr. P. for the past three nights and that since Miss T. had moved she has been to Mr. P's. apartment every weekend. She said she is cooking for Mr. P. and does not need assistance because Mr. P. is taking care of her. On 8–18–58, re-referral was made to I.S. to ascertain if a family relationship existed with Mr. P. On 9–16–58 Miss T. telephoned to say she is going to work at Doctor's Hospital. "She was quite upset and said she could not continue to live as she had been and be haunted and live like a hermit, not being able to to have visitors and being followed wherever she goes. . . . She said Mr. P. is her boyfriend and she has been going with him two or three months. . . ." On 9–26–58 I.S. reported finding Miss T. in Mr. P's. apartment. The case was closed 11–19–58 because Miss T. was employed.

3. *Elements Responsible for Re-referral*

The element responsible for re-referral seems to have been the decision at supervisory conference that the I.S. report did not contain sufficient evidence of a family relationship. The animosity of the Resident Manager toward Miss T. may also have been a factor. However, prior to the re-referral on 8–18–58, an additional report had been received.

4. *Findings*

A re-referral was not justified on the basis of I.S. reports and other information in the case record.

STUDY OF FOLLOW-UP BY PUBLIC ASSISTANCE DIVISION SOCIAL SERVICE ON INVESTIGATION SERVICE FINDINGS

PART III—WHAT ELEMENTS ARE RESPONSIBLE FOR THE WIDE VARIATION IN THE NUMBER OF REFERRALS BETWEEN SOCIAL WORKERS OR BETWEEN UNITS

A. Caseload of Social Worker Making Fewest Referrals to I.S.

1. Summary of Findings
   a. Cases Read
   b. Cases Which Should Have Been Referred
   c. Elements Responsible for Failure to Refer to I.S.
2. Description of Area
3. Basis for Decisions as to Referral

B. Caseload of Social Worker Making Greatest Number of Referrals to I.S.

1. Summary of findings
   a. Cases Read
   b. Cases Referred to I.S.
   c. Cases Which Should Have Been Referred
   d. Other Findings
2. Description of Area and Caseload

C. Elements Responsible for Variation in the Number of Cases Referred to I.S.

Case Illustrations
Attachment A
Attachment B
Attachment C

At a meeting on March 2, 1959 with the Superintendent, Assistant Superintendent, Statistician, Chief, Investigation Service, and the Standards Specialist, it was decided that Part III would be developed by a study of two caseloads: the one carried by the worker making the fewest number of referrals to Investigation Service and the caseload carried by the worker making the largest number of referrals to Investigation Service, during the period October 1955 through September 1958. These caseloads were #152 and #223 respectively.

It was decided that a schedule would not be developed for reading these cases. Instead, a chart would be used showing, for the "minimum" caseload, the cases which should have been referred and the reason and date referral should have been made. For the "maximum" caseload the chart would show the reason referrals were made and dates.

The reading was to begin with the caseload #152. The Assistant Superintendent explained to the District Supervisor, the Supervisor and the worker that the cases would be read and the purpose of the reading.

On March 3, 1959 the Chief, Registration and Files prepared a list of cases in Caseload #152 as of February 28, 1959. A copy of this list was sent to the Chief of Investigation Service, who prepared a list of cases referred to I.S. and the action taken.

A. Caseload of Social Worker Making Fewest Referrals to I.S.

1. Summary of Findings

a. Cases Read: Seventy-four cases from a caseload of 124 were read.

In 40, or 54.1% of the 74 cases, referral to I.S. by this social worker was not indicated. Fifteen of these 40 cases had been referred previously, two by the present worker, and 13 by intake or by the previous worker. Twenty-five had not been referred.

In approximately 24 cases, referral was not indicated because of the case situation. In most of these situations there was no question of access as the children were living in the home of a relative other than the parent, or both parents were living in the home. In the other 16 cases, referral was not indicated for a number of reasons. In 2 cases, the worker initiated action. In the other 14, action on the basis of information already at hand rather than referral to I.S. was indicated, or the action indicated was not referral or re-referral, but the closing of the case. See Case illustrations—Attachment A.

In 32 cases, or 43.2% of the 74, referral or re-referral to I.S. should have been made, as each case record included information that should have been followed up or clarified to eliminate any question of eligibility. Of these 32 cases, 14 had never been referred to I.S.; 18 had been referred previously but should have been re-referred.

In 2 cases, Case #1 and Case #59, there was not enough information in the record on which the reviewer could base a decision, as to whether or not there should have been referral to I.S. In both of these cases the father was incarcerated when application was made. The records were read several months after the sentences were to have been completed. The records did not show what had happened in relation to the fathers since their release.

b. Cases Which Should Have Been Referred: Of the 32 cases which should have been referred, referral should have been made for the following reasons listed in the Manual, Part III–303.4—Cases to be Referred.

Reason Cases Should Have Been Referred to I.S.	*Number of cases total 32*
(1) Cases in which there is reason to believe that client is not eligible for assistance or that there are factors in the case affecting eligibility which cannot be proved by the social worker	5
(2) A person who reapplies for public assistance whose case had previously been closed and assistance terminated due to misrepresentation or fraud by the applicant, location of husband or other man in the home, or concealed resources. This type of case should be marked "Rush"	4
(3) Any ADC case in which the client claims that a mother, husband or father of her or his child or children included in the grant is missing; any case in which a relative or spouse is missing whose location will benefit PAD	7
(4) Any case in which the social worker has reasonable suspicion that the man involved is present in the home or has free access to the home, if the social worker has been unable to obtain sufficient evidence to arrive at a reasonable conclusion as to presence or absence	8
(5) Any complaint or denunciation—anonymous or otherwise—of a man living in, or having free access to, the home of a recipient	1
(6) Any complaint or denunciation concerning other factors of eligibility after the social worker has been unable to prove or disprove the assertion and feels I.S. can provide the proof more expeditiously	1
(7) All cases except OAA and AB in which the recipient shares the rent of a home or an apartment with another family, who are not relatives or recipients, and has lived with the same family at a previous address	1
Combination of Reasons	

c. *Elements Responsible for Failure to Refer to I.S.:* From the reading of 74 cases in this caseload it appears that the following elements are responsible for failure to refer to I.S.:

(1) Failure to carry out Agency policies in relation to the eligibility requirements:

(a) Acceptance of client's statements without verification.

(b) Too ready assumption by Agency of support of children when this support should be carried by parents.

1. Husband or Other Man Located by I.S. or Address Known But Not Seen Nor Appropriate Action Taken

In 13 cases the address of the husband or father was known, but appropriate action was not taken. In a number of instances the husband or father had been

seen when assistance was granted previously, and the case may have been closed because absence was not established. When the most recent application was made, no effort was made to communicate with him. See Case Illustrations—Attachment A.

2. No Effort Made by Mother to Locate Husband or Fathers

In approximately 18 cases, no effort was made by the mother to locate the husband or father, although she may have been held to this requirement when previous applications were made. See Case Illustration—Attachment A.

3. Child Care Plan Seems to be Available:

In approximately 13 cases a child care plan seemed to be available. These cases included only those where the mother had work experience, and had made arrangements for care of the children in the past, where several relatives were receiving ADC and it would appear reasonable to expect that at least one mother could work, or those where other relatives were living reasonably close to the mother. See Case Illustrations—Attachment A.

(c) Failure to carry out Agency policies in relation to continued absence.

(d) Too much emphasis on establishing a placid and reassuring relationship with the client and too little emphasis on eligibility factors in spite of repeated evidence of falsification and deception.

Eligibility Not Clearly Established.—In approximately 22 cases, eligibility did not appear to be clearly established. In nearly all instances this finding was related to c–1–(b) above. For example, in Case #14, Mrs. D's. statements that her husband was absent were found on 2 previous occasions to be untrue and the case closed, yet when she applied again, assistance was authorized and the grant continues with no effort to talk with him or to learn the true facts. See Case Illustrations—Attachment A.

(e) No action taken on cases transferred into the caseload until a review is due.

(2) Inadequate Agency controls to assure that the Agency knows what is happening and what is not happening in cases and that policies are understood and carried out.

2. Description of Area

The worker has carried her caseload in essentially the same area since June 1956. The area is composed of Census Tracts 49–B and 52–A. It includes the odd side of Massachusetts Avenue, N.W., to the even side of S Street, N.W. and from 10th to 16th Street, N.W. Most of the clients live between 10th and 12th and between M and P Streets, N.W. The houses in this area were described by the worker as being very old, rat and vermin infested. The houses are for the most part three stories, cut up into apartments. Some floors are made into two apartments so that, including the basement, houses in which one family used to live now house eight families. Some are used as rooming houses, housing eight roomers. The worker estimated that 99% of the clients in her area are Negro. Although the worker has carried cases in this area since June 1956 the boundaries of the area have changed somewhat to adjust the caseload with that of the worker in the adjoining area carrying Caseload #151. This has resulted in the transfer of cases between these two workers.

3. Basis for Decisions as to Referral

It was not always possible to determine when a case was transferred to the present worker. The date of the first recorded entry was usually used to determine this date. When there was no recording by the present worker, but other documents were in the record, the dates on these were used. For example, in one case there was no recorded entry, but there was a memorandum dated 12-16-58 addressed to the worker by R & F. That date was used.

In deciding whether or not referral to I.S. was indicated, continuous reference was made by the reviewer to Agency policy explaining situations which are to be referred. This pocily is in Section III–303.4 of the Agency Manual and is included in Part I of this study.

The reviewer's decision in each case was made on the basis of information found in the case record.

The decision by the reviewer as to whether or not referral should be made to I.S. was not an easy one. In some instances there is not enough information in the record on which to base a decision.

In others the recording was not up to date.

The status of the recording by the present worker was as follows:

Date of Last Recorded Entry	*Number of cases total 74*
1957	5
January–June 1958	16
July–December 1958	24
1959	14
No entry by present worker	14
Undetermined	1

In most cases referral to I.S. and the reason for referral are recorded. In most cases, too, reports from I.S. and the action taken as a result of the information furnished are also recorded. In a few cases, however, there is no entry concerning referral or I.S. reports, nor of action taken, although the case was referred and I.S. reports were in the record.

Another factor which made the reviewer's decision as to referral difficult was the method of recording. The forms used for recording and the narrative were not complete or up to date, or missing. Information for the Study was found for the most part in narrative recording which is now filed in "Retired" records.

B. *Caseload of Social Worker Making Greatest Number of Referrals to I.S.*

1. *Summary of Findings*

a. *Cases Read:* Forty-one cases from a caseload of 165 were read. Ten, or 24.4% of the 41 cases had been referred to I.S. by the social worker responsible for the caseload. Of these 10 cases, only 1 had been previously referred. Of the 41 cases, 15 had been referred by previous workers. In 9 of the 10 cases referred, the review showed that the referral was justified on the basis of Agency policy. One referral was made which should not have been made. See Case Illustrations—Attachment B.

In 7 cases, referral should have been made and was not made, because each of the case records included information that should have been followed up or clarified. Of these 7 cases, 2 had been referred by the previous workers and should have been re-referred and 2 were referred by the subsequent workers. See Case Illustrations—Attachment B.

b. *Cases Referred to I.S.:* The 10 cases were referred for the following reasons listed in the Manual, Part III—303.4, Cases to be Referred.

	Number of cases total 10
(1) Clarification of Resources, such as bank accounts, Civil Service and other types of retirement, veterans' benefits, etc	3
(2) Re-application by a person whose case had been closed previously and assistance terminated due to misrepresentation or fraud by the applicant, location of husband or other men in the home, or concealed resources	1
(3) Any ADC case in which the client claims that a mother, husband, or father of her or his child or children included in the grant is missing; any case in which a relative or spouse is missing whose location would benefit PAD	1
(4) Any case in which the social worker has reasonable suspicion that the man involved is present in the home or has free access to the home, if a social worker has been unable to obtain sufficient evidence to arrive at a reasonable conclusion as to presence or absence	2
Combination of Reasons	3

c. *Cases Which Should Have Been Referred*: The 7 cases where the review showed a referral should have been made were carried only briefly by the worker whose caseload is under study and who carried more than twice the normal number of cases. One case was carried by the worker from June 1958 to February 1959, and one from November 1958 to February 1959. In 5 of the cases, the length of time carried could not be determined.

d. *Other findings*: As the cases were read, the following additional findings were made.

(1) Husband or Other Man Located by I.S. or Address Known but not Seen nor Appropriate Action Taken

In approximately 7 cases the address of the husband or father was known, but appropriate action was not taken.

(2) No Effort Made by Mother to Locate Husband or Fathers

In approximately 4 cases, no effort was made by the mother to locate the husband or father, although she may have been held to this requirement when previous applications were made.

(3) Child Care Plan Seems to be Available

In approximately 9 cases a child care plan seemed to be available. These cases included only those where the mother had work experience, and had made arrangements for care of the children in the past or those where other relatives were living reasonably close to the mother.

(4) Eligibility Not Clearly Established

In approximately 8 cases, eligibility did not appear to be clearly established. In nearly all instances this finding was related to (1), (2), and (3) above.

2. Description of Area and Caseload

The cases in this caseload are located in Census Tracts 73, 74.3 and 74.4. The area is at the southern tip of the District, for the most part east of South Capitol Street. It includes the area north of D.C. Village and around Bolling Field and St. Elizabeth's Hospital, over to the Maryland Line. This is a large and diversified area including private homes, apartments and 4 NCHA Dwellings. The residents of the area are for the most part white, with the exception of 2 NCHA Dwellings. Twenty-nine or 70.7% live in NCHA Dwellings.

The worker carried the caseload in this area for about 5 years until February 1959. However, in 17 of the records read there was no recording by this worker. It appears that in late 1958 a large number of cases were transferred into this caseload and the worker had no contact with the clients by the time he left the caseload in February 1959. The length of time the cases read were carried by this worker was as follows:

Total	41
4 years	1
3 years	1
2 years	6
9 months	1
8 months	1
7 months	1
6 months	2
5 months	5
4 months	2
3 months	2
2 months	1
Less than 1 month	1
Undetermined (Recent Transfer)	17

Whenever possible the date of the first recorded entry was used to determine when the case was transferred into the caseload. Even when there was an entry in the case record it was not always possible to determine when the case was received by the worker. For example, in one case there was only a one-line entry by the worker dated 10–1–58 which read as follows: "Review completed on Form 55. For Budget computation, see Form 58." The Form 55 was unsigned and undated. The authorization on Form 58 by the worker, effective from 7–1–58 to 9–30–58 was signed but undated. In this instance, the date of 7–58 was used as the date the worker became responsible for the case.

With 4 exceptions, the dictation on the cases read was up to date, entries having been made by the workers to whom the cases were assigned after February 1959.

C. *Elements Responsible for Variation in the Number of Cases Referred to I.S.*

From the review of cases in the two caseloads, it appears that the basic element responsible for the wide variation in the number of cases referred to I.S. is the wide variation in the understanding, acceptance and use of Agency policy.

The worker making the highest number of referrals (Caseload 223) should actually have referred 17.3% more of the cases read, but was prevented from doing so by the fact that the cases were assigned to him for such a brief period of time. Of the cases he did refer to I.S., only one case was found where an unnecessary referral was made when conclusive evidence for action was available without referral.

The worker making the fewest number of referrals (Caseload 152) should have referred 43.2% more of the cases read.

The decision to refer or not to refer seems to have been made on the basis of the judgment of the individual worker, rather than on the basis of policy established by the Agency.

Although the worker carrying Caseload #152 had been responsible for her caseload since June 1956 and the worker carrying Caseload #223 had been responsible for his caseload two and one-half years, some of the cases read were carried by these workers for only brief periods. For details as to length of time cases were carried by present workers, see Attachment C.

In Caseload #152 there were 14 cases with no recording by the worker, and in Caseload #223 there were 17 such cases. The records read were, for the most part, also carried by other workers in the Agency. These records showed that the effect of lack of consistency in the use of Agency policy extends beyond the two workers whose caseloads were reviewed and beyond referral or failure to refer to I.S.

In the cases read, there was evidence that the eligibility requirements and the responsibilities to which clients were held and the granting or denial of assistance depended upon the worker to whom the case was assigned. The concept of the worker as a representative of the Agency, in contrast to the worker as an individual, is not clear to staff.

Another element responsible for the variation in the number of cases referred to I.S. is the lack of controls established by the Agency to assure that policies are understood and followed by each worker. Under present policy, the supervisor is in no way involved in referrals to I.S.

It is hoped that one of the values of the Administrative Case Review to be undertaken by the Agency in September 1959, will be to determine the validity of actions taken by the staff. In the last analysis, it is always the worker and the worker alone who either expresses or defeats the intent of the Agency.

Attachment A

Case Illustrations

Case should be referred eligibility not clearly established

Case #24

Miss G., age eighteen, applied for assistance 2–26–56 having been referred by Family and Child Services. She said she did not get along with her mother who complained that Miss G. sees the mother's boyfriend when the mother is away. Miss G. said she wanted to demonstrate she could care for her children. The father of the oldest child lives with his family at an address given by Miss G. He contributed $15.00 every two weeks. The father of the second child is at Fort Belvoir. On 5–23–56 Miss G's. Probation Officer told of her conviction for assault. She has a Juvenile Court record for housebreaking, shoplifting, disorderly conduct and assault. She was also known to the Woman's Bureau through prostitution and committed to B.P. She was given a mental evaluation and was found not to be psychotic—"just unable to take care of herself—has many ways of a girl about four years old, is considered promiscuous." It was said she regards her children as a child would a doll. When she gets tired of them she wants to throw them away. *It was felt that the mother and grandmother, not Miss G., should be responsible for the two children.* An entry, dated 7–2–56, says "the Agency did not plan to approve assistance because Miss G. had not met all requirements in having the fathers of the children come to the

office." The application was terminated because absence was not established. On January 28, 1958 referral was made by CWD. Shirley was placed in Junior Village because Miss G. had beaten her with an electric light cord. The neighbors had called the police. CWD referral said Miss G. had expressed a desire to establish a home of her own if eligible for assistance. The mother and grandmother have been helping. On 2–24–58 the Woman's Bureau said they had known Miss G. since 1948. Since 1954 there had been frequent reports about the neglect of the children. On 4–2–58 information was received that Miss G. was pregnant. The faher was given as Mr. C. In the CWD referral Mr. C. was said to be the father of Miss G's. second child and his address is "unknown". Assistance has continued to Miss G. in spite of the report from the Probation Officer in May 1956, without referral to I.S. to determine access, and without any effort on Miss G's. part to locate the fathers. There was no record of the Woman's Bureau or the CWD records having been read or of any interview with the mother or grandmother, although Miss G. was told at the time of her application in 1956 that this would have to be done.

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ACTION BY WORKER SEEMS INDICATED RATHER THAN RE-FERRAL TO I.S. ELIGIBILITY NOT CLEARLY ESTABLISHED

Case #48

Mrs. M's first application for assistance was in November 1951 for herself and four children. She said Mr. M. had deserted in July and that his sister has helped her. In June 1952, Mr. M. was to pay $15.00 a week through J.C. On 4–13–53 Mr. M. called. He had arranged with Mrs. M. to take two of the children to enable her to go to work. He was to assist with the care of the two children remaining with her. "When he went to get the children she raved and said she was not going to work as long as she could get a check and his help too." On 11–17–53 it was learned that Mrs. M. was pregnant. She said William G. was the father of the child born 11–20–53. On 11–30–53, Mr. G. was seen in the home. They planned to continue their relationship. Mrs. M. and the baby were not included in the code. In 1954 Mr. M. went into the Service, made an allotment to his family and the case was closed. On 9–27–55 Mrs. M. re-applied. She said her husband had been discharged from the service and the allotment ceased. Her relationship with Mr. G. continues and the application was terminated because absence was not established. She re-applied 11–30–55. Another baby by Mr. G. was born in January 1955. This application was also terminated because absence was not established. She was received assistance continuously since her last application in January 1956. She wanted CWD to place two of the boys and this was done. On 2–15–56, Mr. G. in the office in response to a letter. He said he had had no contact with Mrs. M. since last Fall. He gave his address, the name of his employer and signed an agreement to pay $5.00 a week. On 2–16–56 Mrs. M. was told she must try to locate her husband before assistance could be given. She said she could not locate him. However, on 3–7–56, he came to the office. He gave his address and his employer. He said he had been employed at the same place since 1951. He would like his sister to have the two boys since Mrs. M. is not able to give proper care and supervision. In 1955 he filed for a divorce on the grounds of adultery. He said he intended to seek custody of all the children. He has no interest in Mrs. M. and said Mr. G. broke up his home. On 3–12–56 CWD expressed the opinion that Mrs. M. should have the children. On 3–16–56 Mr. M's sister was seen. The girls are living with her and she would also take the boys. When the girls first came to her, they were quite vulgar and talked about things they had seen their mother do. The girls said their mother slept with Mr. G. and they slept on the floor. She said the girls refused to visit their mother overnight. She said the boys need not have been placed by CWD as she would have taken them. She mentioned a sister in South Carolina who would be glad to have the boys with her. The worker recorded she was impressed with Mrs. E., Mr. M's. sister. In March 1956 the boys were in Mrs. E's. home, placement having been arranged by CWD. Temporary assistance was authorized for Mrs. M. and the baby until she could get work, the worker to follow the case closely regarding employment. In May Mrs. M. said she could not seek employment because her child was ill. In March 1957 the record says as-

sistance was granted on a temporary basis because of the verified illness of the child. On August 3, 1957 Mrs. M. was arrested for larceny. She was released after thirty days, although this was her second offense. Assistance continued on a temporary basis. On January 10, 1958 it was learned that a female child had been born on 12–19–57. William M. was named as the father. On 1–24–58 referral was made to I.S. to determine the access of Mr. M. On 1–28–58 Mr. M. was found by I.S. in the home and was found not to be living at the address given. On 2–4–58 Mrs. M. denied that Mr. M. lived in her home and said the relationship had been discontinued. On 2–19–58 Mr. M. was in the office. He "seemed sincere." He said Mrs. M. used to visit him in his apartment but that the relationship had ended.

The entry on Form #22, dated 3–27–58, says Mr. G. and Mrs. M. "claim their relationship was a casual one" and that "referral is being made again to verify this. . . ." No re-referral was made, and the grant continues.

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REFERRAL NOT INDICATED—ACTION SHOULD BE TAKEN BY WORKER—ELIGIBILITY QUESTIONED

Case #63

Mrs. S., age eighteen, applied for assistance 9–17–58 because of her pregnancy. She said she came to the District in 1957 from North Carolina, because she was not getting along with her husband. She said she had received help from an uncle and aunt and from her boyfriend, Joseph T., from whom she has "broken" off. In an entry on Form #246, Mrs. S. said her husband had never contributed toward her support. She has two other children supported by his parents in North Carolina. She had lived with a Mr. T. from April to August 1958 when she left him because he became abusive because of information given by his sister that Mrs. S. was having "other affairs and accepting money from other men." She denied this. She said she was an "A" student in North Carolina and left school at fourteen to marry because she was pregnant. Emergency assistance was authorized and the grant has continued. There is no discussion recorded as to who is the father of her coming baby. There is no record of any discussion with the aunt and uncle with whom Mrs. S. is living. Form #258 says Mrs. S. is living with her aunt rent free. However, Payroll Control says the grant is $109.00, which seems to include shelter. Support was taken over by the Agency without question, with no investigation and no communication with the husband or father of the expected child.

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CASE SHOULD NOT BE REFERRED—ACTION SHOULD BE TAKEN BY WORKER

Case #60

Mrs. S. applied for assistance 12–20–57. She said Mr. S. is under court order to pay $22.00 a week. Form #258, "Living Arrangements", says the apartment is rented in the name of a friend, David L., who works at the Sanitation Department. There is no recorded information concerning Mrs. S's. separation from her husband and no request that he be interviewed, although his address is known.

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ELIGIBILITY NOT CLEARLY ESTABLISHED—REFERRAL NOT INDICATED

Case #31

Miss H. applied 10–12–50 saying she had one child and was pregnant by Mr. S. She has been working and has never taken Mr. S. to court. He came to the office with Miss H. and agreed to give $20.00 a month. In January 1952 Miss H. called to say that she was working and asked that her case be closed. She re-applied 5–8–58 saying that she was ill and could not continue employment. Referral was made to I.S. to locate Mr. S. but no report has been received from I.S. A medical report dated 5–12–58 gives Miss H's. prognosis as "good". Entry on Form #246 says Miss H. will continue to work three days a week. There is no current medical information.

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ACTION INDICATED BY SOCIAL WORKER RATHER THAN RE-REFFERAL TO I.S.
ELIGIBILITY NOT CLEARLY ESTABLISHED

Case #8

When Miss C. applied for assistance in 1947 she was seventeen years old and had two children. Since 1947 Miss C. has had six additional children. When a home visit was made on 1–3–52, a fourteen year old cousin appeared to be part of the family. This child was pregnant by Mr. Harry E., who is the brother of Blondell E., the father of one of Miss C's. children. In May 1952 a report was received concerning a sixteen year old girl with two children living with Miss C. The report also revealed that Miss C. and the sixteen year old girl are both pregnant. The father of Miss C's. expected child was given as Clarence J. Mr. J. was seen on a number of occasions but his continuing relationship with Miss C. was not discussed or at least not recorded. He said he had three other children born out of wedlock and contributes toward their support. On 4–6–55 another ADC client reported that her daughter had moved out of her home and had gone to live with Miss C. When this was discussed with Miss C. she said the girl was no longer in her home. She said the girl goes with her brother, Clyde C. In an undated entry on Page 41, a young man ran out of the home when the worker visited. Miss C. identified him as Nathaniel M. her boyfriend, and said she had been keeping company with him for about five months. She said he gave her approximately $25.00 a month. This was later verified by talking with Mr. M. Both admitted their intimate relationship. She said she usually goes to Mr. M's. house, leaving the children with a neighbor's daughter. On 9–7–55 worker told Miss C. that no further assistance could be authorized until the purchase of a television could be cleared. She had said previously that her brother had bought the set for her, paying $99 cash for it. On 10–3–55 it was verified that Miss C's. brother had purchased the television set for $299. On 10–10–55 Miss C. said Mr. M. had been helping her. She said she had been seeing him about four times a week. She thinks this relationship should not affect her eligibility for assistance. She was told "that we would have to consider her case in every detail before we could make a decision as to her continued eligibility for assistance." It appeared she was not eligible for assistance. On 10–14–55 another ADC recipient told of staying temporarily in Miss C's. home and that her brother Clyde and his girlfriend were also there. Miss C. denied this but later admitted they were there. On 10–20–55 the NCHA Project Manager called. Miss C. had told him that her uncle and his wife from North Carolina were visiting her. The worker remarks in the record—"It seems as if Miss C. finds it as difficult to tell other people the truth as much as she does us". On 1–19–56 referral was made to I.S. to establish where Mr. M. is actually living. I.S. reported that Mr. M. lives with his brother. Mr. M. admitted that he is still Miss C's. boyfriend. On 2–20–56 Miss C. said Mr. M. was very much interested in marrying her. She said she "could not make up her mind as to whether she wanted to continue to receive public assistance for the children or depend upon Mr. M. for the support of them. I told her that it seemed as if she would prefer to have her independence and choose to be supported by a husband rather than by an agency. She agreed with me but said that as long as she had received assistance she had gotten used to the idea and thought of it as something on which she could depend." The case was closed 3–56. On 10–23–57 Miss C. re-applied. Reference is made to Form #25 for details but this form was not found in the record. When the worker talked with Miss C. about her relationship with Mr. M. she hesitated before answering. "In the meantime Patricia said that Mr. M. has been to visit and he used to live with them at the present apartment. Miss C. told Patricia to close her mouth because I was talking to her. Miss C. then told me that Mr. M. has been to visit but did not remain overnight." She said she was not going to let him live in her home again. Referral had been made to I.S. by Intake on 10–24–57 to establish whether Mr. M. was living in or frequenting the home. On 11–27–57 I.S. reported not finding Mr. M. On one of the three visits, Miss C. had gone to a movie. On 12–23–57 I.S. reported Miss C. was not at home when a visit was made on 12–13–57 at 10:00 P.M. On 11–19–57 it was decided that since Mr. M. was not found in the home assistance would be authorized. The references in the record to I.S. reports indicate only that Mr. M. was not found there. There is no mention of Miss C's absences from the home. The last entry in the record dated 11–21–58 says that Miss C. has told the worker she has given up her relationship with Mr. M., and the Agency's policy was emphasized again.

At the time of Miss C's. last application for assistance, no mention is made of her youngest child, Nathaniel, born 8–2–56, except that his name appears on the Form #108 and he is mentioned in the 10–24–57 referral to I.S. In an entry dated 10–1–58 Miss C. said she was keeping four of her brother's children. Miss C's situation when her application was accepted in October 1957 seemed no different from the situation when her case was closed in 1956. The three reports concerning the young pregnant girls in Miss C's. home were apparently unquestioned and no referral was made to the Woman's Bureau to see what was going on in this home. Assistance was authorized and has continued without any effort to communicate with Mr. M.

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REFERRAL NOT INDICATED—MOTHER SEEMS TO BE EMPLOYABLE—ELIGIBILITY QUESTIONED

Case #32

Mrs. H. has made 7 applications and has received assistance continuously since 1950. In 1943 Mrs. H. said her husband had deserted. The case was closed after a neighbor reported that Mr. H. had been in the home all the time and was employed. The neighbor complained of the family's unclean habits and drunken behavior, saying, "When the relief checks come the entire family become intoxicated." In 1947 and 1948 complaints were received regarding the care of the children, drinking, sale of "smoke," Mr. H's. employment and the need for a careful investigation. In 1948 referral was made to Protective Services and the case was closed. In June 1950 CWD referred Mrs. H. because her three daughters, born 1937, 1940 and 1942, were to be returned to her. In 1952 a complaint was received as to Mrs. H's. drinking and failure to buy food for the children. When the worker visited, Mrs. H. was found "dead drunk." The record refers to many discussions as to employment, beginning in 1954. In 1955 she was to be given 3 months in which to find work, and in June 1956, the record says assistance was to be discontinued as of 7–1–56. When nothing was heard from Mrs. H., a home visit was made and it was learned she had been sick. The last medical report for Mrs. H. is dated 8–11–56. No prognosis was given, the disability could be corrected or reduced and it is suggested that we inquire in three months as to when she will be able to work.

In 1957 there were only two daughters in the home, B. and G. B. had a baby by a nineteen-year old boy and G. was said to have a heart condition.

An entry dated 5–57, Page 77, reads: "Mrs. H., 43 years old, is small, youthful appearing and very neat. She is now employable and was actually seeking work when Gladys' illness became known. Now Gladys has to have long periods of bed rest and Mrs. H. feels she is needed in the home to care for her child." The last recorded entry is dated 12–18–57—"Mrs. H. said she is in fairly good health herself and that she has been discharged from the clinic. She said further she has not sought any employment because of her need to care for Gladys." No medical information was found in relation to Gladys' illness.

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CHILD CARE PLAN SHOULD BE AVAILABLE

Case #52

Mrs. O. applied for assistance 9–27–55 saying she had no child care plan for her six month old baby and was therefore, unemployable. She gave up her job at Mack's Waffle Shop because of pregnancy and had been collecting UCB benefits of $19.00 a week. Her brother and his wife and her father lived at the same address. Many other relatives were listed in D.C. She said the father of her child, Lester K., works at the Washington Post and that there is no continuing relationship. Intake explained the need for her to get Mr. K's. address and for the Agency to talk with him. On 10–7–55 she gave Mr. K's. home address. She said she would ask him to come to the office on 10–12–55. Apparently he did not keep this appointment because the application was terminated on 11–14–55. Mrs. O. re-applied 10–22–56 for herself and two children. She said Lester K. was the father of the baby born March 1956. She was living with her father, her brother, his wife and two children in an apartment described as "'spacious".

From the record there would appear to be no reason why Mrs. O. could not have accepted employment and made a child care arrangement. Employment

was discussed with her on a number of occasions. On 10–22–56 she said she would like to work but could not make enough to pay for a child care plan. On four other occasions employment was discussed. A child care plan seemed to be available either with the sister-in-law or with one of Mr. K's. relatives, none of whom was contacted.

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CASE SHOULD BE RE-REFERRED—CHILD CARE PLAN SEEMS TO BE AVAILABLE

Case #19

Mrs. F. applied in June 1958 saying she had been separated from Mr. F. for one month. On 7–2–58 referral was made by Intake to determine if Mr. F. had access. An entry on Form #246 says, "Mrs. F's. relatives are well-known to PAD. See 249". From Form #252 it was learned that Mrs. F's. mother receives GPA and three sisters receive ADC. These relatives all live close to her and it would appear they would be available to provide care for the children. Employment was discussed but Mrs. F. gave a number of excuses for not working. On 8–27–58 Mr. K. was found in the home. He said "he believes neighbors refer to him as Mrs. F's. husband because Mr. K. sometimes visits Mrs. F. to see the children". On 6–26–58 referral was made to I.S. to determine access of Mr. F. or any man. On 7–10–58 I.S. reported Mrs. F. was not at the address given. Another referral was made on 7–14–58 giving the new address. This address was also found to be incorrect and I.S. closed its case in September 1958. Re-referral was made on 10–27–58 to determine access. This referral was made after the social worker had found a man in the home. On 12–8–58 I.S. reported an accurate check could not be made because of the locked front door. I.S. also reported that Mrs. F. appeared to be pregnant. A re-referral should have been made to determine access.

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EXAMPLE OF CASE REFERRED FOR LOCATION—SHOULD BE REFERRED FOR ACCESS

Case #69

The "Retired" record could not be found for reading. According to the information on Form #246, Mrs. W. applied December 1949 because her "husband had been incarcerated for cutting". The case was closed after his release. She re-applied in August 1950 because Mr. W. was "again in jail for fighting her". The case was closed when he returned to the home. Her next application was 9–26–52. She said she was separated and living with a Mr. Thomas M. and had just given birth to his child. The application was terminated when Mr. W. was interviewed and agreed to support. She re-applied in October 1957 saying she had been employed since 1953 but had to give up her employment to look after her children. The case was closed in September 1958 when it was learned she had given birth to another child and had work. She re-applied November 25, 1958 saying she had to give up her job because her earnings were insufficient and she was no longer intimate with the baby's father. According to the entry on Form #247, Family Group Sheet, Mrs. W. has eight children; three with relatives out of the home and five with her. Mr. W. is the father of two children; Mr. M., who is now in Lorton, is the father of two and Mr. John K., with whom she is no longer intimate, is the father of the youngest child.

Referral was made to I.S. in November 1957 to locate Mr. W. On 12–9–57 I.S. reported that Mr. W. was located. On 12–15–58 re-referral was made to locate Mr. W. Form #122, prepared by Caseworker #152, says, "Case Closed. Request to locate Mr. K. withdrawn by previous worker because Mr. K. agreed to support voluntarily and signed Form #57 on 12–20–58." This entry is confusing because there was no referral to I.S. to locate Mr. K. Referral should have been made to determine access.

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CASES WHICH SHOULD HAVE BEEN REFERRED BECAUSE OF BEHAVIOR

Case #27

Miss G. was thirty-three years old when she applied for assistance in September 1956. She had received a disciplinary discharge from D.C.G.H., T.B. Ward because she failed to return after Labor Day weekend. She was approved for

ATD in October 1956. She lived in what has been described by a member of the Woman's Bureau as the "red light district". Her residence was "established" by taverns and bars. On 3–17–58 notice was received from R & F that Miss G. had given birth to an infant on 3–8–58. It was at this point that referral should have been made to I.S. to determine access. On 4–8–58 the Woman's Bureau record was read. Their case opened in 1936 when eight children of Miss G.'s mother were removed after the fatal shooting of the husband. The mother was acquitted after relating a story of abject poverty and abuse. There were many other contacts with Miss G.'s mother regarding neglect of the children and disorderly conduct. Miss G.'s adult record at WB began in 1948. There were 12 arrests for drunken and disorderly conduct and one for assault. Miss G. and her sister were involved with men and alcohol from a very early age. The brother's children were committed to DPW and his daughter accused him of attempted incest.

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CASE SHOULD HAVE BEEN REFERRED BECAUSE OF COMPLAINTS AND BEHAVIOR

Case #18

On 10–15–58 Mrs. D. applied for assistance saying she had to stop work because her husband has stopped supporting. She also said she was needed in the home to care for her mother. In 1954 the family moved to Mr. D.'s home in Cleveland. She remained there, except for visits to her mother, until October 1957 when she came back to be with her mother who was ill. She planned to return to her husband but he did not send enough money at any one time for her to make the trip. She said she had learned from friends in Cleveland that he had been "running around with another women". She does not want to return to him. On 11–17–58 a letter was written to the DPW in Cleveland. That agency replied on 12–4–58. Mr. D. told the agency he tried to furnish a home for Mrs. D. and the children in Cleveland but she kept "running back home to see her relatives all the time", which was expensive. He said he had written to Mrs. D. telling her he felt they should get a divorce. On 12–4–58 a letter was received from Mr. D. He said he and his wife were forced into marriage by someone much older than they. He thought he would fall in love with his wife but she made it impossible by not conducting herself as a wife should. She was unclean about her person and she "went out at night and came back drunk with the baby in her arms." While Mr. D. was hospitalized she went out with other men. When he tried to talk with her she would "get mad and pack her clothes and leave me." He told of trying unsuccessfully to get his wife to come back to him. He said he was "fed up with her" and could not "stand any more". He said he would like to send money for his children to the Agency instead of Mrs. D. He enclosed a letter written to him concerning Mrs. D. who was "running wild" and "running crazy". She was described as staying away from her children all night and coming home drunk. She is also described as "about to run her mother crazy". She was said to have gone to Atlantic City with a man for a weekend. The money Mr. D. sent was not spent on the children. It was suggested that Mr. D. come and see for himself on Friday nights about 10:00 or 10:30. Mr. D. requested an answer to his letter but there is no copy of a reply in the record.

No referral was made to I.S. There is no verification of age or relationship for the younger child, Don. Form #248, Living Arrangements, says that Mrs. D. is living with her mother rent free. In the record there is a rent receipt for $55.00 in Mrs. D.'s name dated February 3, 1959.

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CASE SHOULD BE REFERRED BECAUSE OF BEHAVIOR

Case #73 and Case #74

Mrs. Y. had received assistance intermittently since 1934 and continuously since 1950. Prior to 1934 she was assisted by the Associated Charities. Mrs. Y. seemed always to live beyond her income and there were two instances of overpayment; one in 1953 and one in 1956. Mrs. Y. moved constantly without advising the Agency. It was usually learned that she moved only when a home visit was made or when checks were returned. In May 1956, there was discussion of employment. In the worker's opinion, there were enough adults in the home so

that a plan could be worked out whereby Mrs. Y. would not need assistance. As Mrs. Y's. three daughters entered their teens each became pregnant. The case of one daughter, V., is also part of Caseload #152. According to Form #257, the mother, two children, and a brother are all receiving assistance. Mrs. Y. is said to take the pregnancy of her daughters casually. According to an entry dated 9-27-57, when she learned another daughter, P., was pregnant, Mrs. Y. was "not aware nor upset". She said she expected this daughter's marital relations with the father, who is still in school, to continue. The daughter, V., Case #74, was twenty years old when she applied for assistance in March 1957. There are two references, March 26, 1957 and February 24, 1958 of referral to I.S. to locate Mr. B., the father of Miss Y's. youngest child. I.S. has no record of the referral and no copy was found in the record. The reviewer's decision was that little was to be gained by referral to I.S. of the mother's case but that referral should have been made in the daughter's case because of behavior and to locate the fathers of her children, even though the daughter had made no effort to do so.

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REFERRAL SHOULD BE MADE ON BASIS OF BEHAVIOR

Case #33

When Mrs. H. applied in June 1954 she said Charles L. did not support his three month old child and was awaiting Grand Jury action on a narcotics charge. She said she had three children by her husband, who had deserted her in Texas. This was found later to be untrue. These three children are in Alabama with her mother who is also keeping Mrs. H's. nineteen month old child by Mr. L. Mrs. H. said the whole family was moving to D.C. soon, which they did. The application was terminated because Mrs. H's. needs were being met by her brother. She re-applied in September 1954 for herself and five children. She said Mr. H. had deserted in Alabama three years ago and Mr. L. was in prison on a narcotics charge. On 10-6-54 she said she met Mr. L. when he was in the Armed Forces in Alabama and did not know he was married until she came to D.C. An entry dated 4-7-55 says Mr. L's. wife, Sylvia, is receiving ADC, Case #518-332.0.

On August 19, 1955 a letter was received from the Department of Public Welfare in Athens, Texas, enclosing a letter Mrs. H. had written to Mr. H's. mother. (In an interview 4-7-55 Mrs. H. had said Mr. H's. mother was dead.) In the letter to Mr. M's. mother, Mrs. H. explained the "lies" she had told the Agency in order to get assistance. On 2-14-58 Mrs. H. bitterly attacked the Agency because she was not able to have boyfriends and because of the lack of privacy. In May 1958 a portable phonograph was seen which Mrs. H. said was a gift and she said an uncle wished to provide a telephone and a television.

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REFERRAL SHOULD BE MADE ON BASIS OF BEHAVIOR

Case #23

Miss G. has received assistance continuously since 1948. When he applied in May 1948 she had one child and was pregnant. She now has 7 children. She said she was not married to Mr. G. but had lived with him since 1945. She applied because he was ill. He was admitted to Glenn Dale in 1950 and died in March 1951.

On 2-5-51 a new baby was seen. Miss G. said she had not reported this because the father of the baby was taking care of it. The worker asked Miss G. to have the father come to the office to discuss his intentions to support her and the baby. This was not done and the case was closed. However, the check was continued in error. In June 1951 Miss G. said that Comer B. was the father of her child. On 5-20-52 there was a telephone conversation with Mr. B. who said he was temporarily unemployed. He gave his address and said that he was giving Miss G. $4.00 a week.

On 7-9-52 the birth of a new baby by Mr. B. was discussed. She said, "Oh yes, I did not think you would hold my check, the children need food." The worker reminded her that in an interview on 5-20-52 she had denied pregnancy. Miss G's. reply was "We all tell little white lies once in a while."

March 15, 1954—Miss G. is again pregnant by Mr. B., who came to the office and said that he lives with his wife and five children. NOTE: Mr. B. has a long police record dating back to 1927 when he gave his age as 20.

On 7–5–54 Miss G. gave birth to her third child by Mr. B. In September 1956 Miss G. was again pregnant and was reminded that she had said she had not seen or heard from Mr. B. Meanwhile, Mr. B. has been incarcerated several times. In December 1956 she was told that when Mr. B. was released she would receive no further assistance and that he would be expected to assume support for the entire family. An entry dated 2–25–57 says that Mr. B. was released and she was told her case would be closed. On 4–8–57 Mr. B. was held for murder and Page 39 of the record says that he is in St. Elizabeth's.

Referral was made to I.S. in 1955, 1956 and 1957 to locate Mr. B. The 1957 referral was withdrawn after Mr. B's. arrest for murder.

In view of Miss G's. past record and behavior, re-referral should be made to I.S. to determine access.

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CASE SHOULD BE REFERRED

NO EFFORT MADE BY MOTHER TO LOCATE FATHER

CHILD CARE PLAN SEEMS TO BE AVAILABLE

ELIGIBILITY NOT CLEARLY ESTABLISHED

ASSISTANCE GRANTED ON A TEMPORARY BASIS, BUT CONTINUED

Case #64

Mrs. S. applied for assitance on 7–1–53. She said she had to stop work due to pregnancy and requested only temporary assistance. She said Mr. S. deserted six weeks ago. She said she thought he was in Brooklyn working as a saxophone player. On 7–6–53 Mrs. S. telephoned to say that her husband had returned home and the application was terminated. On 4–9–54 Mrs. S. re-applied saying she was pregnant and her husband was in jail for selling narcotics. She said she has been selling insurance and hoped to make this her career. On 4–16–54 she said she was living in the home with her mother and aunt and that the aunt is willing to provide shelter for her. On 5–4–54 the aunt verified that she is willing for Mrs. S. to remain in the home rent free. On 4–21–55 Mrs. S. said she is no longer interested in selling insurance. "It seemed very hard for Mrs. S. to accept the fact that a mother takes over part of the support whenever possible if the husband is not available. I pointed out to Mrs. S. that when she applied for assistance she merely asked for assistance until her baby was born." She said she planned to live with Mr. S. when he was released. On 11–17–55 the worker pointed out that Mrs. S. did not appear to have done very much about securing employment and wondered if she really wants to work. When the worker visited on 4–16–56 she noted that Mrs. S. and the children were still in bed when the worker arrived at 10:00 A.M. Mrs. S. said they never get up before 10:00 in the morning because they are up late at night and the children take naps. On 9–25–56 Mrs. S's. mother-in-law came to the office to say that the Agency should be interested in knowing how Mrs. S. has been using the money she receives from the Agency. She wanted to tell this some time ago but felt that Mrs. S. would improve. Since Mrs. S. has done nothing to try to do better she felt it was her place to notify the Agency so that an investigation could be made. She told of Mrs. S. going with a Louis P. and remaining with him for as long as three for four days. Mr. P. is a musician and does not get off from work until early in the morning. At 2:00 or 3:00 A.M. Mrs. S. goes to his home. The children are left with Mrs. S's. mother who can not properly care for them because of her paraletic condition. She said she "just could not stand it any longer with her son coming home from prison to someone like Mrs. S." Mrs. S. misuses the money she receives from the Agency. She said that Mrs. S. had been working for her as an agent during the summer selling merchandise. She believes Mrs. S. is a call girl at a house on T Street, across from the Howard Theater and is of the opinion that Mrs. S. uses dope. At times she has smelled whiskey on Mrs. S's. breath. She said Mrs. S. manages to get back home about the time she thinks the worker will visit. Mrs. S's. check was held and on 10–5–56, a visit was made and there was a long discussion with Mrs. S. The worker told her of reports she stays with a boyfriend for two or three days. Mrs. S. "wondered just why she could not have a boyfriend when her husband

has been in prison for almost three years. Any woman would want a man." She admitted having a boyfriend but refused to give his name. She refused to discuss the matter of whether she goes to her boyfriend's for two or three days at a time. When asked about frequently going to the T Street address, she jumped up and screamed that a lie had been told.

On 10–11–56 the Woman's Bureau telephoned. The Woman's Bureau felt there was something wrong in this situation. Mrs. S's. mother admitted that Mrs. S. drinks and stays away from home two or three nights at a time. The worker explained to Mrs. S. that assistance would be discontinued because she was not willing to give information nor to have a further investigation made. After the worker explained to Mrs. S. that assistance would be discontinued, she notes that the case was discussed with the supervisor and it was decided that the case should not be closed at this time but that a letter should be written giving her an office appointment. On 10–16–56 Mrs. S. was interviewed by the supervisor and had decided after discussion with her mother and her aunt that "she would not go through with receiving public assistance". The supervisor pointed out the need for the investigation of all resources. Mrs. S. said her husband would be released about 1–25–57 and she felt she would be able to support the two children from her employment until that time. On 4–4–58 Mrs. S. re-applied for assistance. She had given birth to a child on 3–20–58 and was unable to work. She is still living with her aunt, her mother and three cousins. She said Mr. S. had deserted in February 1957 after she had asked him to leave her mother's home. She said Rudy W. was the father of her last baby. Mr. W. is a musician who travels and did not know of her pregnancy. The baby is now with a family who want to adopt him. Mrs. S. was told that referral would be made to I.S. to locate her husband. Referral was made to I.S. 4–11–58 by the intake worker to locate Mr. S and to determine access. On 7–17–58 I.S. reported no man was found present in the home after several visits.

An entry dated 5–22–58 said that the shelter costs were prorated although the aunt had said on several occasions she would not charge any rent. There is no record of any recent discussion with the aunt. The ADC policy concerning access to the home was discussed. Mrs. S. said she had "done a great deal of growing up in the past year."

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CASE SHOULD BE REFERRED

MAN LOCATED—NO ACTION TAKEN

NO EFFORT MADE BY MOTHER TO LOCATE FATHERS

CHILD CARE PLAN SHOULD BE AVAILABLE

ELIGIBILITY NOT CLEARLY ESTABLISHED

Case #38

Miss J's. applications for assistance in 1948 and 1949 were terminated because she was employed or employable. When she re-applied 5–25–50 she said she was pregnant and could not continue to work. She was told that no assistance could be authorized until she made efforts to locate the father of her unborn child. The application was terminated. She re-applied in December 1950. She gave the last name and address of the man responsible for her last pregnancy. She said she had lived with Frank S. Miss J. was told by Intake that we would need to see the fathers of her children before assistance could be continued. The case was closed in May 1951 after the landlord reported that a man had helped Miss J. move and her address was unknown. Miss J. re-applied 7–23–51. She was told by Intake it would be necessary for the Agency to see Mr. M., father of her older child; Mr. T., the father of her younger child and Mr. S. with whom she had been living. The application was terminated in August. On 8–28–51 she applied again. She said she could not bring the two fathers to the office. No mention was made of Mr. S. at this time and he is not mentioned again in the record. After conference with the supervisor, it was decided Miss J. had made efforts to locate the fathers and a grant was authorized. In April 1952, when Miss J. inquired about renting an apartment, she asked about the privilege of entertaining men. Also in April 1952, child care arrangements were discussed and Miss J. said she preferred to remain on assistance. The record shows that child care plans and employment were discussed in May 1953 and June 1954. At the time of the June 23, 1954 visit, the worker noted that Miss J. was just getting

up at the time of the visit which was at 1:00 P.M. On 7–30–54 a report was received that Miss J. and the children were being supported by Mr. G., "who gives her everything she wants." In August 1954 this report was discussed with Miss J. and the need to have Mr. G. come to the office. "Miss J. said she was not going to do this because she did not want to have anything to do with him and if we wanted to withhold assistance, that would be all right with her." She came in later "to tell me she had done all she intended to do and wanted her check for September 1954." Under date of 8–24–54 the following entry is made: "G.G. in office, said they are no longer friends but she has another man. Knows where father of both children are". On 9–27–54 Miss J. brought Mr. G. to the office. He said he had known Miss J. only a short while. "He stated that he met her one day while sitting in the park and that she told him of her plight and he felt sorry for her and loaned her $20.00. . . . He emphatically stated that he was not her boyfriend and had nothing at all to do with Miss J." There was no reference in this interview to Mr. G's. statement on 8–24 that Miss J. "has another man". On 12–16–54 employment was discussed and the worker explained that assistance was being put on a temporary basis so that she could put forth efforts to locate work and locate the fathers of her children. On 6–23–55 it was noted that Miss J. appeared to be pregnant. She denied this. There was also discussion regarding Mr. M. and Mr. T., the fathers of Miss J's. two children. She said she did not know where they were. The worker also noticed a comparatively new 21 inch television. Miss J. said this had been purchased by her sister-in-law's husband. "Miss J. became very upset. She stated that if she had to secure all that information concerning the television she did not see any need of going on accepting assistance. She stated that Public Assistance has been worrying her about different things for the past four years and she was tired of them 'heckling' about everything. She further stated that there was no need to drill on her about the television. She was not going to make any effort to secure any information concerning the television. . . . Miss J. explained that she was not coming to the office to bring information or to do anything further. We could withdraw aid. She did not know how she would manage but she was just tired of being worried to death by PAD." The worker explained that Miss J. would be given until 7–15–55 to bring in information concerning the fathers of her children and the television. Miss J. said we could set any date we desired, she was not coming to the office and she wanted assistance discontinued. It was recommended that assistance be discontinued but it would appear that the case was not closed. During July 1955, Miss J. was in the office several times to discuss her continued eligibility for assistance. In August the case was closed because Miss J. refused to comply with the Agency's policy concerning the television, to clarify her present living arrangements and to have the fathers of the children visit the office concerning plans for the care and support of the children.

Six other re-applications were terminated during 1956 and 1958. On November 10, 1958, Miss J. made her 13th application for assistance. She said that she was physically unable to work more than one day a week. She had been meeting her needs mainly through her paramour, Charles A. An entry on Form #258, "Deprivation of Parental Support—ADC", says that Mr. M's. address is unknown. She said that Earnest T. is under court order to pay $6.00 a week. His address is also unknown. She said both men are married. On Form #252, Charles A. is listed as a paramour, address unknown. Miss J. was referred to DCGH 11–10–58 but there is no medical information in the record. Miss J. said that Mr. A. was a "shellshocked drunkard". She said she did not know how to begin looking for him and was afraid to continue any association with him. Emergency assistance was authorized and referral to I.S. made by Intake to locate Mr. T. and to determine if any man has access to the home. On 1–8–59 I.S. located Mr. T. in D.C. I.S. report of 2–5–59 was not found in the case record. In this report no man was found in the home but the circumstances were suspicious and re-referral was suggested.

The Agency's requirements to which Miss J. had been held at the time of her previous 12 applications were disregarded and the emergency assistance was authorized. The review date was set for 10–31–59. In the recorded interview 12–17–58 the reviewer sensed that Miss J. was "settling down on assistance". Nothing was required of her and "she said she was glad that she was able to establish eligibility for assistance again, and believed things would be better for her and the children from now on. She added that she believed that she could keep her eligibility clear by cooperating with Agency and maintaining a satisfactory home for her children.

NO EFFORT MADE BY MOTHER TO LOCATE FATHERS

CHILD CARE PLAN SEEMED AVAILABLE

SHOULD BE REFERRED TO DETERMINE ACCESS

ELIGIBILITY NOT CLEARLY ESTABLISHED

Case #12; Case #13

Miss J.D. and Miss E.D. are sisters, both receiving assistance. Their mother is also receiving assistance. The three assistance payments for March 1959 totaled $517.00. The mother's case is not a part of Caseload #152 and was not read. The CWD record on Miss J.D. was read.

Miss J.D., age nineteen, applied in May 1957. She had one child, was pregnant and lived with her parents who were receiving ADC. The need to talk with the fathers of her children was explained. She failed to provide information and the application was terminated. She re-applied in November 1957. Her sister, E., was receiving assistance for her four children and Miss D. said the mother wanted the daughters to move away. No discussion regarding need to talk with the fathers is recorded. Assistance was authorized. In January 1958 the J.C. reported a finding of "not guilty" because Miss D's. testimony indicated a pattern of promiscuity. She admitted relations with 2 men prior to and during both pregnancies.

In February 1958 assistance was continued on a temporary basis while Miss D. looked for work. She seemed to make no effort to find employment and the case was closed, in June 1958, since both her mother and sister were in the home. She re-applied in December 1958, saying her mother was planning to go to work and her sister had moved away. An EA grant was authorized, and no discussion recorded as to need to talk with fathers. No address was shown on the application form and no information found as to living arrangements. The finding of the reviewer was that referall to I.S. did not appear to be indicated at this time since Miss D. had not been required to make any effort to locate the fathers and since it would seem that either the mother or the sister receiving assistance could be expected to care for the children while Miss D. worked.

The CWD record, #T15673, was read. Miss D. was committed in 1954 for "revoke of probation". She was placed on probation following a period of truancy. She was disorderly and belligerent in school. The case was in court in November 1955. Miss D. was disorderly in a grill and had been drinking and cursing. She ran away from B.P. in April 1954 and was "lost to the Agency until October 1955". She said when she ran away she had been "right at home". (Presumably in the home of her mother receiving ADC). The CWD record made no mention of the mother receiving assistance. The CWD record mentions a Mr. O. Miss D. said she had known him for a long time and stayed frequently with him at his address. She said he visited her in her home most of the time and she would probably continue going with him. CWD decided J. should return to her home. In August 1956 there was another complaint of drunk and disorderly at 2:30 A.M.

Miss E.D. applied for assistance in June 1955. (She was not yet nineteen. She had two children. When the record was read in March 1959 she had 4 children and was pregnant.) The children were with relatives. The application was terminated and she was advised to look for work. "The applicant seemed to resent such a suggestion and said she had never worked." She applied again in December 1955 saying she was pregnant by Mr. S., the father of her two children. Mr. S. was incarcerated. The application was terminated since he was to be released in about 2 weeks. She re-applied in May 1957 for herself and 4 children. The father of all the children, Mr. S., was in prison for non-support. "Mrs. S. is aware of Mr. S's. family by Miss D. and both mothers are applying for ADC at this time. Miss D. said Mr. S. keeps regularly employed but finds it impossible to support two growing families . . . Miss D. seems to be competing with Mrs. S. and wants to believe he will divorce his wife and marry her. She refers to him as her husband and did not deny that their relationship will be resumed upon his release." She said her relationship with Mr. S. began when she was 14 and he was 18. Mr. S. was already married, but made repeated promises to get a divorce and marry her. Miss D. said her life at home had not been good. "In addition, she said Mrs. D. was so preoccupied with her own love affairs that they had to make their own decisions and grow up as best they could". It was decided in conference with the supervisor and District Supervisor "that putting another grant into the D's. household would not help our applicant". Mr. S. was to be released soon and it was felt that Miss D.

should seek employment, and try to acquire some skill. Before the case was closed in June 1957 "Miss D. talked with me at some length about how she perhaps would not find herself in the predicament if she had had the benefit of some guidance. She was not bitter toward her mother but said that her mother had not had the benefit of guidance either since her family had begun when she was 14 years old." Miss D. re-applied 12–23–57. She said she wanted to move out of her mother's home. She said she no longer sees Mr. S. She is pregnant by Mr. R., who came to the office and gave his employer and address. He agreed to support "their children voluntarily." He plans to reunite with his legal family. In view of Miss D's. past behavior, referral to I.S. should have been made to determine access. Mr. S. was never seen.

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CASE SHOULD BE REFERRED

HUSBAND'S ADDRESS KNOWN BUT NO ACTION TAKEN

NO EFFORTS BY MOTHER TO LOCATE THE FATHER

ELIGIBILITY NOT CLEARLY ESTABLISHED

Case #14

At the time of Mrs. D's. first application 10–20–54 she had three children and was pregnant. She asked assistance to supplement the court order of $10.00 a week from her husband. She said that the nurse in the clinic suggested she apply for ADC and stay in the home with her children. She was employed and decided that she would be better off to continue work and find someone to care for her children. She moved leaving no address and the application was terminated due to loss of contact. She re-applied in July 1957, saying that her husband had been out of the home for five months. The aunt, in whose home she lives, has helped her. She received $2,000.00 from her father's estate and said she put $800.00 down on a home. Her husband did not pay the notes on the property but paid on a car instead. She had also been doing some work. On 7–19–57 Mrs. D. said that Mr. D. was actually her commonlaw husband. He lived with her for ten years until Febraury 1957 when he left the family. She gave the name of his employer. "She said that she was at her wits end, that she has tried everything, she has tried to have something, to own a piece of property, to make a future for her children and her husband had just seemed to do everything he could possibly do to destroy all the good that has come out of her efforts." She has made up her mind that he can not return to the home. He likes to run around and show off and take no responsibility. On 7–29–57, when the worker visited the home, Mr. D. was there. He said he was not aware of his wife's application for assistance or that the family had been threatened with eviction. When Mrs. D. had made her application she said he had deserted the family in February 1957 and she did not know where he lived. Mrs. D's. aunt, Mrs. E., was also present during the interview and she and Mr. D. "hurled accusations at each other". Mrs. D. had made a down payment on the home from an inheritance left by her father. The aunt and uncle moved in supposedly on a temporary basis. They were supposed to share shelter expenses, but Mr. E. was out of work. Mr. D. grew tired of supporting the E. family. After the foreclosure, the house was rented to the E's. and Mrs. E. told Mr. D. to get out. He left the home in April 1957 and asked Mrs. D. and the children to come with him to a house he had rented. She refused to move with him because she said she thought he might have another woman living there. He said he visits the home three or four times a week, makes repairs, cuts the boys' hair. Mrs. D. spent the night with him in his rooms one night the previous week. He said he was trying to get Mrs. D. away from her relatives. He has brought food each week. He said Mrs. D. had told him he was too old for her. Mrs. D. said she thought she should stay with her aunt so that she could care for the children while Mrs. D. worked. Mr. D. wanted to rent an apartment for the family. On 7–31–57 Mr. D. said that Mrs. D. had decided to remain in the aunt's home so that she could work and Mrs. E. could look after the children. He thinks Mrs. D. may be interested in a younger man she has permitted to come there. He thinks someone has told Mrs. D. that she could work, obtain support from him and also receive assistance. The application was terminated in August 1957. Mr. D. was to continue to provide food, clothing and incidentals for the family and a share of the shelter expenses. On 1–21–58, the aunt's employer telephoned to say that Mr. D. had deserted. On 2–20–58 Mrs. D. re-applied. She said that Mr. D. sepa-

rated from the family and was not supporting except for occasional small amounts of food. They were evicted and forced to move with Mrs. E. Emergency assistance was authorized "due to emergency need" and the Intake worker noted on Form #246 that Mr. D's. absence was to be confirmed through I.S. and that Mr. D. was to be seen regarding support. An undated entry on Form #246 reads: "Interview with Mr. D. established that absence did not exist. Family was split by eviction. Mr. D. supporting family to the best of his ability. Mrs. D. never able to come in with Mr. D. but admits that Mr. D. not absent at first but does not want him now." Mrs. D. refused her husband's offer of a home. The case was recommended for closing under Code 8—"Originally ineligible under State Plan."

On May 26, 1958 CWD referred Mrs. D. and the children. The referral states that Mr. D. had deserted in February 1958 and that Mrs. D. and the children were sheltered temporarily by Mrs. E. The referral said that Mr. D's. whereabouts were unknown and she did not intend to resume her commonlaw relationship with him. Mrs. D. impressed CWD as a mother who is sincerely interested in her children, who are in Junior Village. On 6–9–58, Mrs. D. re-applied saying she wanted to re-establish a home for the children. She is working but said she would need to stop work and stay home with the children. She said she would not consider going back with Mr. D. Mrs. D. was told that the Agency can assist her when she has a place large enough to accommodate the family. After a conference with CWD on 8–12–58 emergency assistance was authorized. The following entry is made on Form #246, "Deprivation of parental support exist because of continued absence. Mr. D., commonlaw husband of Mrs. D. and father of all children denied paternity at J.C. on 6–23–58 and case was referred to Corporation Counsel. See Form #241. Hearing to be held on 8–14–58." An entry on Form #259 reads in part as follows: "Contacts we have had with the father gives picture of sincere intent and acknowledgment of responsibility. . . . Was seen in PAD on 2–25 after Mrs. D. received EA. . . . He contends children need and want him, says neglect of children, if any, due to mother's unconcern and desire for immorality."

Although Mrs. D's statements were found to be untrue on two previous applications, emergency assistance was again authorized and no attempt made to talk with Mr. D. Mrs. D's. grant of $203.00 continues with a review date set for 6–30–59. There is no dictation by the present worker and no report on the J.C. hearing set for 8–14–58. This case was accepted without any attempt to talk with Mr. D., whose address is known and his previous statements concerning support and interest in the children were known. Since the case was accepted, policy requires referral to I.S. No referral was made.

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CASE SHOULD BE RE-REFERRED

ELIGIBILITY NOT CLEARLY ESTABLISHED

FATHER NOT SEEN ALTHOUGH ADDRESS KNOWN

NO EFFORT MADE BY MOTHER TO HAVE FATHER COME TO OFFICE

Case No. 26

Miss H. was twenty-three years old when she applied in May 1955 for herself and four children. She said that the children's father, Mr. D., with who she had been living had left the home. Miss H. knew where he was working and in view of his availability and employability, the application was terminated. She re-applied again in May 1955. She said she could not find Mr. D. and then later said she thought she could find him. This application was terminated due to failure to obtain support. In July 1955 she came in again to apply for ADC. She was pregnant and said that Mr. D. was not the father of the expected child. This application was terminated because of failure to obtain support from the father of the children. She re-applied in September 1955. The two oldest children were in Junior Village. She named Frank H. as the father of her unborn child. She said she sees him twice a week but has no marital relations with him, because he said he would not be responsible for anyone in her present condition. The location of Mr. D. was explained as a condition of eligibility. Mr. H. was seen. He has a wife and three children and was planning to live again with his wife. He said he had not been intimate with Miss H. since September 1955. He confirmed her statements that their intimacies always took place at his home. He was undecided as to continuing his relationship with Miss H. and said he would let the worker know on Oc-

tober 10th what he planned to do about this. On 10–21–55 Miss H. told a weird story about not knowing who the father of her second child was because she had "a few drinks" and had been dragged into an alley by five men, all of whom were intimate with her. On 10–27–55 the worker read the Woman's Bureau record. Miss H. was known to them for drunk and disorderly conduct and was brought in five times from 1953 to 1955. On 11–4–55 Mr. H. came to the office and said he planned to live with his wife in North Carolina. On 12–6–55 a visit was made to Mrs. C., who said Miss H. is her adopted daughter. Mrs. C. said that when Miss H. was young she refused to mind and was placed in a home. "Since she has been discharged from the home she has been having children regularly." Mrs. C's. son sees Mr. D. every day. On 12–8–55 a visit was made to the home of Mrs. C's. son. "He said he did not think Miss H. could ever be a good mother and that whether she got on the welfare or not would not make any difference in her behavior because she likes to live around from hand to mouth and have babies." It seemed to him that Miss H. did not want to work. He thought the children are better off away from Miss H. On 12–8–55 a conference was held with CWD. "Much discussion went on concerning Miss H's. behavior as a mother and meeting public assistance requirements. Conclusion: CWD is willing to have the children returned to the home with supervision from their agency provided public assistance is granted". On 1–11–56 Mr. D. was seen in the Juvenile Court worker's office. He denied paternity of all but two children. "Mr. D. explained that he would love to live with Miss H. again in order that the whole family could be together even though he knows R. and D. are not his children. This makes no difference to him. He stated he could overlook Miss H's. faults because he really loved Miss H." He said Miss H. had known where he was and has seen him constantly. He visits at least once a week. He said the father of the coming baby "could be anyone because Miss H. was constantly out in the street."

On January 13th and 18th, 1956 there were long interviews with Miss H. and Mr. D. It was pointed out that the Agency did not consider them to be separated. Mr. D. tried to live with Miss H. and wanted to accept all the children but she did not act toward him as a wife should and he was not going to live with her. His decision was accepted and a grant authorized. Later it was decided that the assistance payment could not be approved because Miss H. had not demonstrated that she could be a responsible mother. CWD was notified that the grant was not approved as planned. On 3–13–56 Miss H. was again in office and there was a long discussion regarding her behavior. She admitted that she had left the children on different occasions. She feels she can be a good mother. She said she had left the children to obtain money for food and rent. She had gone to gambling houses because she knew Mr. D. could be found there and she had on occasions tried her own luck. Her drinking began when she became angry with Mr. D. On 3–16–56 another visit was paid to Mrs. C., Miss H's. adoptive mother. Miss H. had recently been in her home but she had to ask her to move. She took Miss H. in because of her pregnancy. Miss H. allowed Mr. D. to come there. Miss H. expected Mrs. C. to stay home with the children while she ran the streets. Miss H. left the children twice and did not return until morning. "She doesn't feel that Miss H. will change as long as she hangs with that group of girls on 7th Street, they only want to drink and stay with one man after another for one meal and later end up with children they can not support." Mrs. C. doubts that Miss H. really wants her children. She feels that Miss H. should not have her eight year old daughter because of the men Miss H. has coming and going in the home. She believes that this child was attacked by a man when she was left alone. She does not believe Miss H. will stay in the home and care for her children properly. She has always had trouble with Miss H. and that is the reason why she had her committed to CWD some time back. She believes if she works she would not have time to run the streets. She has never worked since she has been grown. She merely drags the children from place to place. On 3–21–56 there was another conference with CWD who believed that Miss H. has never had a chance to see what she could do if she had financial support. On 3–23–56 the worker and supervisor decided to approve Miss H's. grant for a two week period "with both CWD and PAD watching the situation very closely to determine Miss H's. adequacy as a parent". This was explained carefully to Miss H. on 3–26–56. On 4–19–56 notation is made that the "case is being referred to I.S. so that Miss H's. home will be under surveillance night and day to determine whether she is following through on the advice given." It was planned with CWD to have Miss H's. three children returned to the home with close supervision.

Assistance was authorized on a "monthly basis because of Miss H's. promiscuous behavior and evidence of being a weak parent." In June 1956 the case was transferred to another worker. An entry dated 6–8–56 refers to a referral to I.S. to locate Mr. D., but the request to I.S. does not mention this. On 7–12–56 the Woman's Bureau telephoned to say that Miss H. had left the children alone at 2:00 A.M. Miss H. said she had gone out to find Mr. D. She was told by PAD that another such report would mean referral to CWD. On 9–17–56 I.S. reported no men seen in the home. On 10–3–56 Mr. D. was in the office. He told of living with Miss H. and of their frequent separations. He said their last separation was because Miss H. would go out "and stay until the wee hours of morning." He said he has tried hard to provide a home and has begged Miss H. to change. He said she drinks excessively. He talked about how much he loved Miss H. On 10–4–56 worker told Miss H. of the interview with Mr. D. She said she sees him often as he is fond of the children and comes to see them. He has proved himself to be an irresponsible person who does not care whether the family has food or not when he gambles. "She told the worker a great deal about the underworld, about gambling, homosexuality and prostitution. She wanted worker to know though that she had no part in any of these but that she had lived in the environment of people who indulged in all of them. She talked about her many incarcerations and what her life had been like inside of Women's Bureau and jails. She said she knew she had many weaknesses but felt she could work them out herself." On 10–15–56 the landlady called to complain about the rent and Miss H's. neglect of the children. On 10–23–56 the Women's Bureau called to say that Miss H. was placed in jail, charged with being drunk and disorderly. This information was given to CWD and the children were placed in Junior Village. The case was closed in January 1957. CWD felt that Miss H. was not ready to have the children returned to her. Miss H. re-applied 8–14–58, having been referred by CWD. An entry on Form #25–B says Miss H. is employed as a dishwasher at Normandy Farms and will have to give up her employment when the children are returned home. An entry on Form #246, dated 8–21–58, says that Miss H. has an infant born 2–15–58 and that she is again separated from Mr. D. On 8–26–58 referral was made by intake to I.S. to establish the absence of Mr. D. Miss H. said she has severed her relationship with her undesirable companions and will try to work toward greater responsibility in regard to the care and supervision of her children. Emergency assistance was authorized with the review date set for 9–30–59. There is no record of any attempt since the last application to talk with Mr. D., whose relationship with Miss H. began in 1945 and has continued. His address is given on Form #252–A. I.S. report dated 9–22–58 says: "On 9–22–58 I was advised by Miss Jones, social worker, that we had no authority to investigate this case and that it should not have been referred as Miss H. is not receiving a grant until 10–1–58 and that child care arrangements have been arranged and that Miss H's. children will not be returned to the home until all arrangements have been completed. In view of the above I.S. is closing the investigation." The entry on Form #122, dated 11–5–58 reads: "Request is withdrawn, knew of employment. Children being returned 10–1–58. New request will be sent for information as whether any man has free access to the home." There is no record of re-referral.

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CASES REFERRED FOR ONE REASON SHOULD BE REFERRED FOR ANOTHER

NO EFFORT MADE BY MOTHER TO LOCATE FATHERS

ELIGIBILITY NOT CLEARLY ESTABLISHED

Case #61

Mrs. S. was twenty-three when she applied for assistance in July 1950. (At the time of application she had 2 children. She has had 3 other children since that time.) She said she had separated from her husband six months ago. Then she said she and her husband had never lived together since their marriage, "because of his failure to find a place for themselves". She is living with her mother and Mr. S. is living with his mother in the same block of O Street. This has continued since their marriage. Mrs. S. had two children at the time of application, one by Mr. S. and the older one by Samuel B., who had disappeared. Mrs. S's. mother said Mrs. S. and the children could remain in the home without paying shelter costs. The worker talked with Mr. S's. mother by telephone and

she said she did not know where her son was living. On 2–8–51 Mrs. S. told worker she had given birth to a son on 1–4–51. The father of the child was Henry D. She said he "lives in the home with her mother" and has "several other children in the neighborhood". The worker talked with him by telephone on 1–19–51 regarding support he was giving to another ADC recipient for the support of her two children. He buys milk and clothing for his child by Mrs. S. On 10–17–52 and 7–12–53 Mr. S. was arrested for violation of ABC regulations. On 3–29–54 Mrs. S's. mother telephoned to say she had to give up her home and is living with a friend. On 8–11–54 Mr. and Mrs. S. were in the office. At first he said he would be willing to live with his family. "Mr. S. said he sees his child and Mrs. S. very often and when worker said that Mrs. S. had advised she had not seen him and that she had no idea where he was living, he just looked at her." "After Mr. S. said he would be willing to go back and live with Mrs. S. she spoke up and said, 'you know you have a girlfriend and I have a boyfriend', and they asked the worker if it would be all right if they talked a little bit alone. So the worker left the booth for a few minutes. After I returned to the booth Mrs. S. said she did not wish to go back to live with her husband. We then advised her that there was very little doubt that we could continue giving her assistance since her husband said he would be willing to live with her." She said her boyfriend is Robert H. and that he comes to see her two or three times a week and usually each weekend. Mr. H. called the worker the following day and said in an angry tone that he is not responsible for the support of Mrs. S. and her children and he did not think it was any of our business to inquire as to his circumstances and that he only helps her out when she runs short." Mrs. S. said she expected a job and had found a woman to look after the children. The case was closed. Mrs. S. re-applied 11–15–54 and 11–18–54. These applications were terminated because Mrs. S. was employable. The Notice of Ineligibility, Form #12, dated 11–15–54, contains the following paragraph: "If you should re-apply for assistance it would be necessary for us to have some contact from Mr. Robert H. as to his plans for the family, if any, and some effort would have to be made to try to locate and obtain support from Mr. B. and Mr. D."

On 8–22–58 Mrs. S. re-applied for assistance. She has been working but had to stop because the children have been sick. She said she planned to return to work when her children are well again. Since her case was closed, two more children have been born. She named Robert H. as the father. Referral to I.S. was made by intake 10–22–58 to locate Mr. S. and Samuel B. An entry on Form #258—Deprivation of Parental Support—ADC, says there is no continuing relationship with any of the fathers of her children. She gave Robert H's. address. She said she had not seen Mr. B. for several years and did not know his whereabouts. She said she has not been Mr. S. in three or four years. Mr. D., she said, was under court order to pay for the support of his child. According to longhand notes in the record, dated 11–4–58, she said she did not know where Mr. S. is living except "in the 2000 block of 14th Street, N.W." She said his child visits him and she will give him a card asking him to telephone for an interview. "As to the other fathers, Mrs. S. claims no knowledge of their whereabouts. Mr. H. is now said to be in N.Y.C." It was noted that on 3–29–54 Mrs. S's. mother had said she was forced to give up her home and was living with a friend. However, her address at the time of this application was given at 936–O Street where she had lived with Mr. S. and had been offered rent free.

The referral by intake to I.S. was for the location of Mr. S. and Mr. B. There was no referral for the location of Henry D. Robert H's. address is given on Form #258. Referral should have been made to I.S. to determine access. No effort was required by Mrs. S. to have any of the fathers come to the office.

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SHOULD HAVE BEEN REFERRED BECAUSE OF DENUNCIATION, TO LOCATE FATHERS, AND TO DETERMINE ACCESS

NO REAL EFFORT BY MOTHER TO LOCATE FATHERS

ELIGIBILITY NOT CLEARLY ESTABLISHED

Case #55

Mrs. R. applied for assistance in April 1948 for herself and two children. There have been four other pregnancies since she has been receiving assistance. She

lived with her mother, Amanda Newman, who was receiving GPA. She worked until she became ill and her mother cared for the children. She returned to work and the application was terminated. She applied again in January 1949 because of pregnancy. She said Laddie B., the father of the expected child, has been helping her. He lives with his wife. She gave Mr. R's. address as Cleveland and said he was contributing through the D.A.'s office. She gave Mr. B's. Washington address and assistance was authorized with the understanding that she would contact Mr. B. and have him come to the office. The worker talked with Mrs. N., who was identified as Mrs. R's. grandmother. She described Mrs. R. as irresponsible and unappreciative of the efforts Mrs. N. had made in caring for the children. She described Mr. B. as "no good". The Public Health Nurse said Mrs. N. had "hinted that Mrs. R. was promiscuous". On 2–15–51, when the worker talked with Mrs. R. concerning employment, she said she was expecting a child in April. She named Mr. John S. as the father and was told that we would like to talk with him. She said at the time of this interview that Mr. B. lives now in North Carolina. On 3–5–51 Mr. S. telephoned to say that he would give $10.00 a week. He came in in April to say that he was not working. In an undated entry on Page 13 of the record the worker discussed plans for returning to work and Mrs. R. said she had none. "In discussing the situation of the family, it was to be noted that Mrs. R. participated very little in saying anything and even started reading the newspaper, apparently ignoring worker during the interview. . . . Worker has attempted to impress upon Mrs. R. that the Agency will not be able to go along with her unless she attempts to show some cooperation and ambition in assisting her total family picture." "Mrs. N. told worker she was very upset at Mrs. R's. history of illegitimate children." She told of friends who used to be kind to her and give her gifts avoiding her because she lived with Mrs. R. and withholding gifts which they felt would benefit Mrs. R. On 3–6–52 Mrs. N. telephoned and worker learned that Mrs. R. had had a miscarriage in February. Mr. S. was responsible. Mrs. R. came to the office on 3–10–52 and was told that assistance could no longer be continued because absence could not be established. Mrs. R. kept the two youngest children with her and the older two remained with Mrs. N., who received ADC for them. Mrs. R. re-applied for assistance in September 1952 saying she was again pregnant by Mr. S. On 10–7–52, "Mrs. R. was advised that we definitely had to see Mr. S. and we left the responsibility to her to secure his cooperation in coming into the office."

On 9–11–53 worker expressed the opinion that Mrs. R. had "made no considerable effort toward locating Mr. S." In an undated entry on Page 29 the worker told Mrs. R. that she would be expected to find employment and care for the children and that the Agency would not go along with her previous type of behavior. On 12–1–55, the landlady telephoned to say that a Mr. James H. was living with Mrs. R. She said that Mrs. R. had requested that Mr. H. be allowed to stay a little longer and she had refused. She said she felt Mrs. R. was going to move in order to continue living with Mr. H. The landlady's statements were discussed with Mrs. R. on 12–5–55 and she denied that Mr. H. was her boyfriend. She said she had not seen Mr. H. but would try and get in touch with him. On 12–14–55 Mr. H. came to the office. He described the landlady as "crazy". He said he had helped Mrs. R. to move and that he had no interest in her. On 12–16–55 referral was made to R.I.U. to locate Mr. B. and Mr. S. I.S. located Mr. B. in South Carolina and Mr. S. in DCGH. On 2–29–56 Mr. S. was seen in DCGH. He said he had not seen Mrs. R. for over two years. "Mr. S. stated that back in 1953, or whenever they were together, he caught her with a fellow. He stated that it surprised him as this was the fellow that she had gone with before. However, he thought they had discontinued their relationship. He stated that as the result, he sometimes wondered if the children were his. . . . Mr. S. stated that he does not see Mrs. R. and does not plan to because of her conduct when they were together." On 5–17–56 a letter was received from Mr. R. in Cleveland, Ohio. He said he had not seen Mrs. R. since 1953 or lived with her since 1942. There is no record that this letter was acknowledged. On 3–26–57 a memorandum was received from the I.S. saying a report had been received that a man was living with Mrs. R. This report was not discussed with Mrs. R. until 5–3–57. "Mrs. R. received this information jubilantly, laughed and said no man did not live in the home with her. . . ." On 12–12–58 a discussion of the ADC policy is recorded. No referral was made to I.S. in spite of the many complaints of Mrs. R's. behavior.

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CASES SHOULD BE RE-REFERRED

NO ACTION AFTER LOCATION

Case #66

Miss T., age twenty-three, applied 11–1–51. The father of her expected child was Charles H. She gave his D.C. address and said that he worked in Baltimore. She said he stopped seeing her when he learned she was pregnant. In January 1953, the case was closed after it was learned that she was again pregnant by Mr. H. Miss T. requested an appeal and in March 1953 it was decided to accept another application. She said she had not seen Mr. H. since December 1952 but that she made a child care plan and was looking for work. The application was terminated when she failed to provide information needed to establish eligibility. She re-applied 3–18–54 saying she was pregnant by Johnny C. She gave his address and social security number. She was told on 3–23–54 that the Agency "would be interested" in talking with Mr. H. as to his plans for his children. She was "informed that the Agency would also have to talk to Mr. C. before any further consideration could be given to her application." In August 1954 she said she wanted help until she could get work. Assistance was authorized on a temporary basis and on 7–29–55 she was told again that Mr. H. and Mr. C. must be seen. On 12–21–55 referral was made to I.S. to establish the presence or absence of Mr. C. and Mr. H. On 12–29–55 I.S. reported they had located both Mr. C. and Mr. H. Mr. C. was advised by I.S. that the social worker would contact him and that Mr. H. would contact the social worker on 2–23–56. Both these men have police records. Entries dated 9–17–58 on Forms 247 and 248 say that Mr. C. was found Not Guilty of paternity. The record also contains a Voluntary Support Agreement, Form #57, dated February 1959 which could not be read but on which the name appeared to be Thomas S.

The Agency has had no contact with either Mr. H. or Mr. C. in spite of repeated statements to Miss T. that this was necessary. There was no referral to I.S. regarding access.

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CASES WHICH SHOULD BE RE-REFERRED

Case #37

Miss S. applied for assistance 3–22–57. She was twenty-three. She said she had lived with the father of her children, Mr. E., for three years but that he had deserted and left town. She was told by the Intake Worker that she must make efforts to locate Mr. E. and to support the children. She seemed reluctant to seek employment saying she did not think she could make enough money to support the children and arrange for their care. Referral was made to I.S. by Intake 4–29–57 to locate Mr. E. and on 3–18–58 he was found by I.S. to be living in the District of Columbia. The record is not clear as to what action was taken in regard to Mr. E. but there is no record of his having been seen. In July 1957 Mr. E. bought a television set giving his wife's name as that of Miss S. According to a 4–1–59 entry, Miss S. has another television. This record indicates that re-referral should be made to locate Mr. E. and also to determine access.

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SHOULD BE REFERRED TO DETERMINE ACCESS

NO ACTION AFTER LOCATION

Case #53

Mrs. P. has received assistance continuously since 1948. Her husband was drowned in August 1948. He was the father of two of her three children. Three more children have been born since 1948. On 3–6–50 the worker learned that Mrs. P. had given birth to a child on 11–2–49. A visit had been made on 9–4–49 but Mrs. P's. pregnancy was not noticed or at least not mentioned. William H. was the father of this child and of a child born in 1951. The grant continued with no discussion of the need to see Mr. H. nor of Mrs. P's. continued relationship with him. On 6–29–63 the landlord told the Agency that Mrs. P. is planning to be married, that her boyfriend had "hit the numbers". On 7–14–53 Mr. Joe W. was in the office saying that he has no intention of marrying Mrs. P. since he already has a wife. There was no discussion recorded of any continuing re-

lationship. On 1–10–54 a new baby is seen. Mrs. P. named Joseph W. as the father and said she did not tell the Agency because her assistance would be stopped. The worker explained the need to talk to Mr. W. and he came to the office 1–25–54. He said he would support the baby. There was no discussion of a continuing relationship. On 11–21–56 referral was made to I.S. to locate Mr. H. and Mr. W. Mr. W. was located in D.C. Jail in April 1947 and in July 1947 Mr. H. was located in D.C. Although located by I.S., Mr. H. was never seen. Referral should have been made to determine access.

CASES REFERRED FOR ONE REASON BUT SHOULD HAVE BEEN RE-REFERRED FOR ANOTHER REASON NO ACTION TAKEN AFTER LOCATED

Case #70

Miss W. received assistance from 1947 until 1951 when an attorney called regarding arrangements to purchase a home by a Mr. T. and Miss W. who gave her name as Dorothy T. The case was closed because need could not be established. She re-applied for assistance 7–24–51. Another child was born in December 1951 and she has received assistance continuously since that time. Mr. T. died in October 1951. In July 1956 it was learned that she was pregnant by Mr. P. She said she had known him for four years and he had visited "as a regular friend for one year." Mr. P. was seen on 10–18–56. He said he had five children and a mother to support. He said he was not intimate with Miss W. at present and did not "intend to have any more transactions with her." Miss W.'s mother is also receiving assistance and there is difficulty in verifying shelter costs and living arrangements. Miss W. moved constantly and she and her mother live together and then apart. A man always rents the house for them. Referral to I.S. on 1–25–57 was made by the previous worker to determine resources or roomers and to locate Mr. W. On 8–29–58 Mr. W. was located in D.C. but no action was taken to get in touch with him. The fact that he was located was not mentioned in the dictation. This case should have been re-referred to I.S. to determine access.

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CASES WHICH SHOULD HAVE BEEN RE-REFERRED ELIGIBILITY NOT CLEARLY ESTABLISHED

Case #56

Mrs. R. made two applications in 1954, two in 1955, two in 1956 and one in 1957. Each of these applications were terminated because she had done nothing to get support from her paramour, John W., because Mr. W. was able to work or absence of Mr. W. from the home was not established. When she applied for the eighth time on 2–13–58 she was again pregnant by Mr. W. She said he had not had regular work for several months so she asked him to leave the home. Emergency assistance was authorized. She said she had lived with Mr. W. since 1953 and that he was the father of her two children and the unborn child. She said she and her husband separated in 1953 "because Mr. W. was living in the home and he would not support all of them". Referral was made to I.S. 3–10–58 to determine if Mr. W. had access to the home. On 4–29–58 I.S. reported no sign of a man at the time of visits. However, Mr. W. gave Mrs. R's. address as recently as 2–28–58 when he was arrested for being drunk. I.S. suggested re-referral after three months but this was not done. Eligibility in this case was not clearly established. From Mrs. R's. statements it would appear that either absence does not exist or, if Mr. W. is absent, the separation is one of convenience for assistance purposes. Mrs. R. appeared to be no more eligible at the time of the eighth application than when the previous seven applications were made. Since the case was accepted, re-referral should have been made to determine access.

SHOULD HAVE BEEN RE-REFERRED

Case #3

Mrs. B., age twenty-four, applied for assistance in May 1956. She had four children by four different fathers. Referral to I.S. was made in September 1956 to locate the father of one of the children and to determine access. On 11–20–56 I.S. reported they had located Mr. M. His address and employer were given. The case was closed in April 1957 after Mrs. B. had given false information as to the whereabouts of two of her children. She re-applied 5–2–57. She said she had

never lived with any of the fathers of her children, although when one of them was seen on 9–4–56 he said he had lived with Mrs. B. for the past two years. Referral should have been made to I.S. at that time to determine access. Referral was made to determine access. This was done after the paternal grandmother of one of the children had telephoned to say that Mrs. B. was living with a Mr. A., spending nights at his quarters and had a child by him this past summer. On 10–9–58 I.S. reported two men in the home. On 10–28–58 the investigators were admitted by the same man who had opened the door at the time of the previous visit. Mrs. B cursed violently and threw an object at the investigator. On 2–19–59 I.S. reported that no men were seen in the apartment but that Mrs. B. appears to have a new baby. On 2–2–59 I.S. reported a baby was born 9–16–58 and that the house was rented by Joseph A., whose place of employment showed his address as the same as Mrs. B's. and who claimed a wife and two children for tax purposes.

On 2–20–59 a letter was written to Mrs. B. saying assistance could not be continued until her living arrangements were clarified. She was seen in February and March 1959. At first she denied having had a child and then said she had given the infant away on the hospital steps to a person whose name she did not know.

Form #122, dated 2–25–59, said the grant continued unchanged as Mrs. B. continues to deny the birth of the baby. A check with Payroll Control revealed that the 3–1–59 check was cancelled. This case should have been re-referred for access at the time of re-application in May 1957.

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CASE ILLUSTRATIONS

EXAMPLE OF CASE WHERE REFERRAL TO I.S. WAS JUSTIFIED—NO ACTION TAKEN ON INFORMATION SUPPLIED BY I.S.—ELIGIBILITY QUESTIONED

Case #204

When Mrs. B. applied for assistance on 2–6–51, at the age of twenty, she had one child and was pregnant. She said she only wanted assistance until her child was born and she can return to work. She said she had been separated from Mr. B. for four years. She named Mr. F. as the father of her child and said that Mr. Lloyd T. was the father of her unborn child. The case was closed in December 1951 when Mrs. B. obtained employment. She re-applied in July 1953 saying she was pregnant by Mr. Samuel T., who was the brother of the father of her last child. The application was terminated because Mrs. B. had made no effort to obtain support from the fathers of her children. When she re-applied in November 1953 she was again pregnant by Samuel T. Mrs. B. said she was really not sure who was the father of her oldest child. She went with Mr. F. and then became intimate with Mr. Lloyd T. Mr. Lloyd T. denied paternity and the court upheld this. He admitted paternity of the child born in 1951 and was under court order. He had not paid regularly as he became angry with her when she began a relationship with his brother, Mr. Samuel T. Mrs. B. was told in November and December that it would be necessary for Mr. B., her husband, and Mr. Lloyd T., to contact the Agency. Mr. Lloyd T. telephoned on 2–16–54 to say that he was making the payment ordered by the court but his payments were in arrears. "He doubted paternity to the child saying he had been caught and Mrs. B. did not know who the actual father is." He said he is married and lived with his family and that his brother, Mr. Samuel T., is also "happily married". On 12–17–54 Mrs. B. said that she was seven months pregnant. She said that Mr. F. is also the father of this child. "It was decided that Mrs. B. would receive no further assistance until resource in Mr. F., putative father, was cleared and efforts to secure support from Mr. Samuel T. cleared. . . ." Mr. F., father of 2 of Mrs. B's. children, was in the office on 1–21–55. He said his relationship with Mrs. B. was "merely a passing fancy", and that "he considers her as a girl to take to one of the motels or out night clubbing." He said he has a family of his own. Later in the interview, he said he has a common-law wife with whom he has been in a close relationship since 1949 and with whom he spends the night whenever he desires. On 4–12–55 Mr. Lloyd T. was in the office. He said he was under court order to pay Mrs. B. $6.00 a week. He said he has a wife and 4 children and that he and his wife had tried to help Mrs. B. in 1953 by keeping the children. He said he and Mrs. B. were friends during school days. He planned at one time to marry her but decided against this because of her relationship with his brother. He said

that "she will be intimate with any man that comes along. He states that he knows from her previous behavior that she will have another child next year if she meets another man. He has tried to talk to her about her relationship with so many men but it does not seem to help. He was her regular boyfriend for over four years." On May 18, 1955 Mr. B. was seen. He said he does not feel any responsibility toward Mrs. B., who left him in 1948 because he was unemployed. He is unable to obtain a divorce because of his religion but considers himself separated. He said he is not willing to do anything for Mrs. B. "because of her unfaithfulness and being a person no one can trust". He saw Mrs. B. two weeks ago and there was a boyfriend in the home at that time.

He said another reason he is not willing to help Mrs. B. was because she had her boyfriend forge his name to a loan. He said he had tried to live with Mrs. B. and make a go of it but it seemed to be impossible. He gave his address. In an interview in September 1955, Mrs. B. said she had "no male interests as she is disgusted with men". She said she was not pregnant. On 10-21-55 a report was received from Mrs. B's. landlady that she was pregnant. Mrs. B. was reported to have said that she had denied her pregnancy to her worker and had "decided what she would say when her pregnancy is discovered by her worker". On 10-26 she denied that she was pregnant. On 11-23-55 she admitted her pregnancy and said that Mr. F., whose address she gave, is the father of her expected child. (This is Mrs. B's. third child by Mr. F., who told the Agency on 1-21-55 that his relationship with Mrs. B. was "merely a passing fancy".) On 11-25-55 Mrs. B. and Mr. F. were seen. Mr. F. said he could not support two families. They were informed that no further assistance could be issued. Mrs. B. appealed and a hearing was arranged on 1–5–56. The action of the Agency was sustained. On 12–30–55 referral was made to I.S. to determine if Mr. F. was absent from the home. On 1–5–56 a five page report was received from I.S. saying that the relationship continues. The I.S. report expressed the opinion that Mrs. B was untruthful but has the ability of creating the impression that she is telling the truth. The case was closed in January 1956. She re-applied in July 1956 for herself and six children. She said that she was evicted and 4 of her children were placed in Junior Village. She has been working and continued to work at the Willard Hotel. On 8–28–56 a telephone call was received from a CWD worker who said that Mrs. B's. case was new to the Agency but had been known to CWD for sometime. Child Welfare Division recommended that the mother give up her work and apply for assistance so that she could make a home for the children. The CWD worker said later that the case had been known to the Agency and the case had been closed "because of policy 7 but that all of this had been taken care of and the mother had gone to court with all of the fathers available and bench warrants had been issued for the rest of them and that her Agency was aware of the circumstances and knew that there was no continuing relationship between the mother and any of the 4 fathers involved." In an interview with Mrs. B. 8–30–56, she said she was not having any relations with the fathers of her children. She talked in length about her church attendance, the teachings of the Holy Bible and her plans "to make a change in her life". The Agency policy concerning absence was discussed and she said she understood it fully. She said she did not want to re-apply for assistance but was told by CWD that she must do this. On 2–1–57 she said "I wish I could place these children somewhere so I wouldn't have to be bothered with them. You just don't know how tiresome it is to have to stay at home with these children all the time and not be able to get out". Mrs. B. mentioned a soldier stationed at Ft. Belvoir in whom she is interested. On 3–3–58 the worker discussed with Mrs. B. a report which had been received that she was pregnant. Agency policy was again discussed and she said she was fully aware of it. She emphatically denied that she was pregnant. On 3–17–58 Form 29 was received saying that Mrs. B. had had an incomplete abortion.

This case was carried by the worker in caseload 223 from September 1958 to February 1959. On 9–22–58 referral was made to I.S. to determine if Mr. B., or any of the fathers, or any man had access. On 10–6–58 a report was received that Mrs. B. may be pregnant and on 11–17–58 I.S. reported that a Mr. K. was found in the home and that Mr. B. came in while the Investigators were there. No action was taken on this report. On 4–29–59 a letter was received from Mrs. K. saying that her husband is keeping company with Mrs. B. On 5–12–59 I.S. reported a report had been received that Mr. K. lives in Mrs. B's. as her paramour. On 5–29–59 re-referral was made to I.S. by the present worker to establish whether a husband and wife relationship exists between Mrs. B. and Mr. K. and whether he has free access to her home.

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REFERRAL JUSTIFIED

NO ACTION TAKEN ON I.S. INFORMATION

Case #232

This case was carried by the worker from July 1958 to February 1959. Mrs. R. applied in April 1950 for herself and one child. She said her common-law husband had died in March. She worked as an elevator operator for five years and employment was discussed in 1954 and 1956. In February 1956 she said she had a "steady boyfriend, Francis A." She said he had been her boyfriend for the past three years. In November 1956 Mr. A. said he had stopped seeing Mrs. R. In September 1957 Mrs. R. said she was no longer seeing Mr. A. Referral to I.S. was made in September 1958 to determine access. On 10–17–58 I.S. found Mr. A. in the home. On November 13, 1958 I.S. reported Mrs. R. said she had not seen Mr. A. since 11–3–58. The record shows no discussion with Mrs. R. of I.S. report and no action taken.

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REFERRAL JUSTIFIED

ELIGIBILITY QUESTIONED

Case #229

Miss P. applied in August 1954 when she was eighteen years of age. Prior to her eighteenth birthday, she had been included in her mother's grant. She had one child and was pregnant. The father of her three year old child was James J. She gave the father of her unborn child as William B., an ATD recipient. In February 1955 she said her relationship with Mr. B. continued and would continue. Her pregnancy was described by her as just "one of those things". In April 1955 Miss P's. mother complained of her neglect of the children. She sometimes stayed out all night and left the baby all day without food. In April 1955 Mr. B. was seen. He also said his relationship with Miss P. was a continuing one. In May 1955 another man, a barber, rented an apartment for Miss P. In January 1956 she said her relationship with Mr. B. continued and she is again pregnant. In February 1956 Mr. B. uses the same expressions Miss P had used in describing her pregnancy—"it was just one of those things". Mr. B. died in July 1956. In September 1956 referral was made to I.S. by the previous worker to locate Mr. J., father of Miss P's. oldest child. I.S. located him and he was interviewed in October 1956. He said he loved Miss P. and wanted to marry her but her mother does not want him to. He said he did not think Miss P. is a decent mother. He said she drinks. He told of seeing her on 4th Street, S.W. at 1:30 A.M. He said he would like to have the children. She told Mr. J. she was planning to be married but she denied this in an interview dated 10–29–56. She had on a "set of wedding rings" which she said came from the Ten Cent Store. She giggled over this. In June 1957 Miss P. was again pregnant, this time by a Carl S. On 8–13–58 referral was made to I.S. because of an anonymous complaint of neglect. I.S. was also asked to identify any man involved and to locate Mr. S. On September 4, 1958 a partial report from I.S. told of serious neglect of the children. They were found alone on 4 night visits. There was no further report from I.S. in the record and no current dictation.

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REFERRAL JUSTIFIED

Case #224

Mr. and Mrs. M. applied in January 1958. The application was terminated because Mr. M. was employable. She re-applied in September 1958. Referral was made to I.S. to locate Mr. M. and to ascertain if Mrs. M. is seeing any man other than her husband. This referral was made because of reports that Mrs. M. was having relations with other men. In May. I.S. found a man hiding under the bed and located Mr. M. The check for June 1959 was held.

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CASE REFERRED WHICH SHOULD NOT HAVE BEEN REFERRED
ELIGIBILITY QUESTIONED

Case #208

According to the entry on Form #246, dated 8-15-58, Mrs. C. said she had been separated from her husband for a year. On 9-8-58 she said she had been assisted by John M. who had advanced $240.00 toward her divorce. She was told that the Agency would have to talk with Mr. M. "since the conversation indicated they were cohabiting" and that she was not eligible because of her continuing relationship with Mr. M. She promised to have Mr. M. get in touch with the Agency but he failed to do this. The grant was authorized and continued in spite of Mrs. C's. admitted relationship with Mr. M. Referral to I.S. was made in November 1958 to locate Mr. C. and to determine access of Mr. M. Referral did not appear to be justified because no effort had been made by Mrs. C. or the Agency to locate Mr. C., and because Mrs. C. had admitted her relationship with Mr. M. Eligibility was questioned for the above reasons and also because there was no medical report to indicate the need for Mrs. C. to stay at home and care for the child she said was not "enjoying good health".

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CASES WHICH SHOULD HAVE BEEN REFERRED

Cases #327

Mrs. S. applied 11-6-52 for herself and two children, saying she was not able to make child-care arrangements. She said she had been divorced from Mr. S. for fourteen years and for the past six years had lived with Mr. C., the father of her youngest child. The father of the older child was dead. She asked for assistance until she could make child-care arrangements. She had worked as a domestic for the past six years. The worker talked with Mr. C. by telephone who said he was fond of Mrs. S. and would be willing for her to return and to continue his relationship with her but he could not get along with her. In August 1954 Mrs. S. was offered a job as head waitress at the Cosmos Club, but could not accept it because she said she had no child-care plan. In January 1957 Mr. C. was again contacted by telephone and said he had no continuing relationship with Mrs. S. In May 1957 a television was seen which Mrs. S. said had been given to her by John P., a casual friend. There is no indication as to how long this record was carried by the worker whose caseload was under study.

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CASES WHICH SHOULD HAVE BEEN REFERRED

CHILD-CARE PLAN SEEMED AVAILABLE

Case #212

Mrs. F., age nineteen, applied in December 1956. Mr. F. was in jail for non-support. She said they had been separated before he was sentenced. Mr. F. was seen in August 1957 and said he planned a divorce from Mrs. F., who left him in June 1955. Mrs. F. had a child by another man. Mrs. F. admitted this and said the father was James M. She gave Mr. M's. address and employer and said his mother was going to take the baby. In August 1957 she said she did not want to take Mr. M. to court. She said she was working evenings for her uncle and her mother was looking after the children. (On January 9, 1957 Mrs. F. had said she had no relatives other than an aunt.) The case was closed in 1957 because Mrs. F. refused to take Mr. M. to court. She re-applied in December 1957 saying she was willing to go to court and was not continuing her relationship with Mr. M. A baby was born on 9-21-58. She said the father was Emanuel D. and she had no idea where he was. Referral was made to I.S. in May 1958 by a previous worker to locate Mr. F. On 12-17-58 Mrs. F. said Mr. F. lives with her mother. On January 6, 1959 referral was made by the subsequent worker to locate Mr. D. Referral should have been made to determine access. There is nothing to indicate how long this case was carried by the worker whose caseload is under study. Child-care arrangement seemed available.

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CASES WHICH SHOULD HAVE BEEN REFERRED

CHILD-CARE PLAN SEEMED AVAILABLE

Case #219

Mrs. J., age twenty-two, pregnant, applied in July 1956 for herself and two children. Mr. J. has not supported and she has been to J.C. The father of the oldest child was George H. In August 1956 Mrs. J's. mother telephoned to say that one of the children was with her and another one with the paternal grandmother. On August 21, 1956 Mrs. J. said she had not seen Mr. J. since July 1956. On August 29, 1956 the landlady told the worker that Mr. J. was living in the apartment with Mrs. J. and that he was there at the time of the worker's last visit but was hiding in the bathroom. On September 4th the landlady said various men and women frequent the apartment and stay until four or five A.M. She thinks they "rent out the bed." Later, Mrs. J. said that Mr. J. was not there but had "been coming to see her almost every day." "She was told we would have to see Mr. J. and that he will have to prove his absence before another check can be issued'." In September and October 1956 the landlord telephoned to say that Mr. J. was in the home. In June 1957 Mr. J. was sentenced to eight years on a narcotics charge—release date March 1963.

This case was carried by the worker whose caseload was reviewed, from June 1958 to February 1959. Referral should have been made to locate the father of the oldest child and, in view of Mrs. J's. past behavior, referral should have been made to determine access.

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CASES WHICH SHOULD HAVE BEEN REFERRED

HUSBAND NOT CONTACTED ALTHOUGH ADDRESS KNOWN

NO EFFORT BY MOTHER TO LOCATE FATHER

Case #241

Mrs. Y., age twenty-one, applied in April 1956. She said Mr. Y. had left the home three days ago. The application was terminated because she had not made sufficient effort to locate him. She re-applied in January 1957 saying Mr. Y. had deserted. He is not the father of either of her children. The father of the oldest child was James M., whose address she gave. The father of the younger child is Robert L., who is believed to be living with his mother. Mrs. Y. failed to keep her appointment and the application was terminated. She re-applied in November 1957. The dictation under date of 1–30–58 says, "Once again 15 or 20 men were lounging in various rooms on the first floor." A 21 inch television was seen which she said her husband had purchased. On 3–24–58 referral was made to I.S. to locate Mr. L. and Mr. M. On 5–13–58 I.S. reported Robert S., a cousin" in the home. The address he gave proved to be fictitious. The length of time this record was carried by the worker could not be determined. The March 1958 referral was not made by him. Referral should have been made to determine access. It is also noted that no effort was made to locate Mr. Y., whose address was known and Mrs. Y made no effort to locate him or the fathers of her children.

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CASE WHICH SHOULD HAVE BEEN REFERRED

FATHER NOT SEEN ALTHOUGH ADDRESS KNOWN

CHILD CARE PLAN SEEMS AVAILABLE

ELIGIBILITY QUESTIONED

Case No. 240

When Miss W. applied for assistance 8–1–57 she had one child and was pregnant. She said she had been employed until July 1957 when her employer moved out of town. According to the information on Form #108 she had done days work from 1953 to 1956, had worked as a maid in a hotel from March 1956 to February 1957 and worked as a nursemaid from March 1957 until July 1957. She said she felt she would need assistance until around November 1957 when her coming baby would be approximately two months old. There is no discussion in the record as to

the child-care arrangement she made for her child born in 1954 when previously employed.

Miss W. said that Percy D. was the father of her unborn child. She gave his address and said he was employed at the Soldier's Home. She said Espey T. was the father of Barbara, born in 1954. She gave his address and was referred to J.C. An entry dated 1–22–58 says that Form #241 was received, saying that Mr. T. had not supported within the past year, that the child was beyond the age limit and therefore the case was not accepted. Miss W. was asked to contact Mr. T. and to have him come to the Agency. She was also advised to bring Mr. D. to the Agency. Mr. D. telephoned 4–3–58 making an appointment for 4–5–58 which he did not keep.

On 3–24–58 the worker records: "During the interview I asked Miss W. what she had done to return to work since she indicated at the time of her application she only wanted assistance for such time as to have her baby and then return to work. She seemed very much taken back by this and it was obvious that she had not considered this at all. I explained to her that we considered employability as a potential resource. She stated that she has felt that perhaps she could make a child-care plan and then go back to work. She was asked to advise me of this."

In an entry dated 7–24–58 it was reported that Mr. D. had said he lived with Miss W. in the NCHA Project. They were both given an appointment for 7–30–58 but Mr. D. failed to come. She was told 7–24–58 that the August check could not be mailed until we talked with them. She was told on 7–30–58 that we need to discuss with Mr. D. plans for their child as well as their plan regarding their relationship. On 8–9–58 Miss W. and Mr. D. were in the office by appointment. He said he was under court order to pay $12.00 a week for the support of his child. The only recorded discussion regarding his relationship with Miss W. is as follows: "No relation with Miss W." The last entry in the record was dated 10–13–58. It was suggested that Miss W. take some action toward seeking employment. "Miss W. stated that she would begin to look for work after she received her 11–1 check." The worker pointed out that she would be expected to resume work as soon as possible and to work out a child-care plan. "It was further pointed out that living in the Project where there was so many mothers, it should not be hard to get someone to look after the children while she is employed."

The entry dated 10–13–58 says the case was transferred to the worker in C.T. 73.5. There is no dictation since that date. The last authorization is from 12–1–58 to 10–31–59.

Senator BYRD. At this point I shall insert in the record a 1964 GAO report on billing practices, District of Columbia General Hospital. The report appeared on pages 1385–1400 of the fiscal year 1965 hearings.

(The report follows:)

GAO REPORTS

GAO REPORT ON BILLING PRACTICES

(See pp. 719–735)

WEAKNESSES IN ADMISSION AND BILLING PRACTICES, DISTRICT OF COLUMBIA GENERAL HOSPITAL, DEPARTMENT OF PUBLIC HEALTH, DISTRICT OF COLUMBIA GOVERNMENT

Report to the Subcommittee on the District of Columbia, Committee on Appropriations, U.S. Senate, by the Comptroller General of the United States, January 1964

COMPTROLLER GENERAL OF THE UNITED STATES,
Washington, January 31, 1964.

Hon. ROBERT C. BYRD,
Chairman, Subcommittee on District of Columbia, Committee on Appropriations, U.S. Senate.

DEAR MR. CHAIRMAN: Herewith is our report on weaknesses in admission and billing practices of the District of Columbia General Hospital, Department

of Public Health, District of Columbia government. This report is submitted to you pursuant to your request that reports on our current reviews dealing with activities of the District of Columbia General Hospital and contract hospitals be addressed to your subcommittee.

Our review leads us to the conclusion that the District of Columbia government is bearing a significantly larger part of the costs of operating the District of Columbia General Hospital than is necessary. We found that (1) in about 25 percent of inpatient cases, no determinations were made of the ability to pay for hospital care and such care was provided entirely at District expense, (2) inaccurate and incomplete information on financial resources was submitted by inpatients who were provided care at District expense, (3) the criteria used in determining a patient's ability to pay gave only limited recognition to the earning capacity of the patient's family group, and (4) prescribed fees were not collected for emergency treatments.

The report includes suggestions for strengthening procedures and policies relating to the making of determinations of ability to pay, the verification of financial information submitted by patients, and the billing of patients for services provided. We believe that, if these suggestions are adopted, additional billings of $2 to $3 million could result and that the costs borne by the District of Columbia government for providing services at the hospital could be reduced significantly. The report also includes our suggestions for other improvements in administration of the hospital's admission and billing activities.

Subsequent to the transmittal of our findings in October 3, 1963, to the Board of Commissioners for its comments, extensive hearings were held by your subcommittee on the various factors affecting admission and billing practices of the District of Columbia General Hospital.

In a letter dated October 29, 1963, the President, Board of Commissioners, District of Columbia, informed us that the Commissioners agree substantially with the majority findings presented in our report and that various recommendations made by the Director of Public Health were being considered regarding many of these conditions. The Board of Commissioners' comments on specific matters have been considered in the report.

Sincerely yours,

JOSEPH CAMPBELL,
Comptroller General of the United States.

INTRODUCTION

The General Accounting Office has made a review of the admission and billing practices of the District of Columbia General Hospital, Department of Public Health, District of Columbia government. This report is submitted pursuant to the request of the chairman, Subcommittee on District of Columbia, Senate Committee on Appropriations.

Our review was directed principally toward examining into the effectiveness and efficiency with which the Department of Public Health was carrying out its responsibilities of (1) determining whether persons seeking admission to the District of Columbia General Hospital are eligible for treatment and (2) billing patients to the extent that they are able to pay for the costs of treatment. We reviewed the law establishing the Department of Public Health and the laws and Commissioners' orders defining the policies to be followed in providing hospitalization at District of Columbia General Hospital. We reviewed the regulations issued by the Department of Public Health and examined records maintained by the Department of Public Health and certain other departments of the District of Columbia government.

The principal officials of the District of Columbia government responsible for administration of the activities discussed in this report are listed in the appendix.

BACKGROUND INFORMATION

The Department of Public Health, District of Columbia government, was established by Reorganization Order No. 57, effective August 15, 1953, for the purpose of planning, implementing, and directing public health and hospital care programs which would most effectively maintain and improve the health and well-being of the community and for performing certain other allied functions. Under this order, the District of Columbia Hospital continued the functions previously performed by the Gallinger Hospital.

The Department of Public Health is headed by a Director who is responsible to the District Commissioners. The Director is assisted by an Executive Officer who is also Chief of the Bureau of Administration. The Medical Assistance Division (MAD) is the unit of this Bureau that is responsible for determining the eligibility of persons to receive medical care and treatment at Department of Public Health facilities, including the District of Columbia General Hospital, and the patients' ability to pay for care and treatment.

The District of Columbia General Hospital is headed by a medical director who is responsible to the Director of Public Health. The medical director is assisted by an administrator. The business office is the unit under the administrator which is responsible for billing patients in accordance with determinations, made by the Medical Assistance Division, of the patients' ability to pay.

The District of Columbia General Hospital consists of 27 buildings on 65 acres of land and has a bed capacity of about 1,430. A modernization program, under which the bed capacity will be increased to 1,658, is planned at an estimated cost of $15 million. During fiscal year 1962 the hospital employed an average of 2,040 persons—representing the equivalent of 2,015 full-time positions—including 212 physicians, 6 dentists, 9 psychologists, 376 nurses, and 458 nursing assistants. The costs of operating the hospital during fiscal year 1962 totaled about $12,220,000.

The primary function of the hospital is to provide medical and hospital care to low-income and indigent residents of the District of Columbia. It offers the full range of diagnostic and therapeutic services, including rehabilitation and the fitting of prosthetic appliances. The hospital also provides medical treatment on a fee basis to any person requiring emergency care.

During fiscal year 1962 the hospital admitted about 24,000 persons for inpatient treatment and there were about 227,000 patient visits to the hospital's outpatient facilities.

Eligibility and ability-to-pay determinations

The criteria for making determinations of eligibility and ability to pay are contained in Commissioners' Order No. 59-2276A, effective May 1, 1960.

Eligibility for inpatient treatment.—Members of families on the District's public assistance rolls, persons in police custody, and emergency patients are automatically eligible for inpatient treatment at the District of Columbia General Hospital. Generally, other persons are eligible for admission only if they meet all the following requirements:

1. Residency in the District of Columbia for a period of 12 months immediately prior to the date of admission.

2. Gross monthly income of the patient's family group does not exceed the following amounts:

Number of persons supported by income of family group:	*Maximum gross monthly income*
1	$175
2	200
3	235
4	280
5	320
6	360
7 or more	[1] 360

[1] Plus $35 for each person in excess of 6.

In general, the family group includes all persons who both (*a*) share the necessities of a common household at the same address as the patient and (*b*) are related to the patient by blood, marriage, or a paramour relationship.

3. Financial resources of the family group, such as cash on hand and in banks, securities, and automobiles, do not exceed $500. The feasibility of refinancing encumbrances on any real property owned is also taken into consideration.

Persons with family group income or financial resources exceeding the amounts above are considered to be financially able to pay for medical care at private hospitals.

Ability to pay for inpatient treatment.—Members of families on the District's public assistance rolls and persons in police custody are automatically eligible

for free care. Oother District residents are eligible for free care if the gross monthly income of the patient's family group is less than the following amounts:

Number of persons supported by income of family group:	*Maximum gross monthly income*
1	$150
2	170
3	195
4	230
5	260
6	285
7	310
8	335
9	360
10 or more	[1] 360

[1] Plus $20 for each person in excess of 9.

Persons not eligible for free care under the criteria above are considered able to make payments toward the cost of medical services. In general, the amount of payability is represented by the excess of gross family group income for 1 month over the maximum amounts shown above. If other financial resources of the family group exceed $300, the amount of such excess is added to the payability amount. District policy with respect to health and accident insurance benefits is to obtain an assignment from the patient for all hospitalization insurance benefits. On sickness and accident benefits which are assignable, an assignment is taken from any patient whose family group income, including the benefits, is above the maximum amount.

Actual billings cannot exceed hospital per diem rates for treatment. The per diem rates for treatment are revised annually on the basis of the estimated average costs of providing various types of services, as computed by the District's Internal Audit Office. The per diem rates established for fiscal year 1963 are as follows:

Type of treatment	*Per diem rate*
Obstetric, pediatric, and surgery services	$42.25
Pulmonary services	22.00
Psychiatric services	29.75
Crippled children services	24.25

The principal exception to the use of the hospital per diem rates as the maximum amount for billing purposes occurs in planned maternity inpatient admissions where the maximum amount is the established flat fee of $75, which also covers prenatal care at District clinics located in various sections of the city.

Billing for inpatient treatment.—Bills for inpatient treatement, in amounts based upon ability-to-pay determinations made by the MAD, are prepared and mailed by the business office of the hospital.

Eligibility and ability to pay for outpatient treatment.—The criteria for eligibility and ability to pay for outpatient treatment are generally similar to those for inpatient treatment. For emergency treatment, however, the determination procedures are much less formal; in many cases the determinations are based upon oral representations by the patients of ability to pay, without any verification.

The current standard fee for outpatient treatment is $7.75 a visit; lesser fees are prescribed for persons who have relatively low gross family group income and little other financial resources. The procedures call for collection, at the time of treatment, of the amount determined payable. No billing is made for uncollected amounts.

SUMMARY OF PRINCIPAL FINDINGS AND CONCLUSIONS

Our principal findings and conclusions are summarized below and, along with other findings, are discussed in detail in subsequent sections of the report.

Not determining ability to pay for 25 percent of inpatients results in the providing of medical care entirely at District expense (see p. 15)

In a prior report to the Congress, we pointed out that fiscal year 1959 ability-to-pay determinations were not made for about 6,000 inpatients and we recommended that such determinations be made for all inpatients. Our current review

of hospital records indicated that during fiscal year 1962 about 24,000 persons were admitted to District of Columbia General Hospital as inpatients. Ability-to-pay determinations were made, however, in only about 18,000 cases; the remaining 6,000 patients were given medical care entirely at District expense without determination of their ability to pay.

Our examination into the financial resources of selected inpatients indicates that, in fiscal year 1962, billings of about $162,000 were not made to those inpatients able to pay, in whole or in part, because of the District's failure to determine the ability to pay of all inpatients.

We are suggesting that a concerted effort be made to interview all inpatients and determine their ability to pay and that the feasibility of adjusting the working hours of employees, to enable the making of ability-to-pay determinations in the evenings and on weekends, be fully explored. We are suggesting also that all inpatients be cleared through the business office before they are discharged and that patients be billed for the entire cost of services, unless a lesser ability-to-pay determination has been made.

The President, Board of Commissioners, District of Columbia, in his letter to us dated October 29, 1963, stated that (1) lack of adequate MAD staff is the principal problem in implementing the first two suggestions and (2) a present lack of both staff and space in the business office makes it impossible to implement the third suggestion.

Our review did not include an evaluation of the adequacy of staffing and space. We noted that hopsital procedures do not now require patients to be cleared through the business office. We believe that the District should consider staggering the hours at which patients are discharged at the various locations in the hospital so that representatives of the business office may visit such locations to clear all inpatients before they are released.

Inaccurate and incomplete financial information submitted by inpatients (*see p. 21*)

Our examination into the financial information submitted by inpatients of the District of Columbia General Hospital disclosed that in numerous instances the information was inaccurate and incomplete. As a result, many patients either were not billed for medical services or were billed for amounts smaller than provided for under the District's payment criteria. Our tests indicated that, if financial information had been properly reported, additional billings of about $366,000 could have been made during fiscal year 1962.

So that procedures for verifying financial information submitted by inpatients of the District of Columbia General Hospital may be strengthened, we are suggesting that consideration be given to requiring, in certain cases, that (1) the patient provide written confirmation of residence, employment, and earnings of his family group, (2) each adult member of the family group certify as to the accuracy and completeness of information submitted on his financial resources, and (3) each adult member in the patient's family group authorize the District government and the General Accounting Office to examine social security and other pertinent records relating to their financial resources.

We are suggesting also that consideration be given to the establishment of a program for making continuous field investigations of selected cases to verify the accuracy and completeness of financial information reported by members of a patient's family group.

In commenting on our suggestions numbered (1) and (2) above, the President, Board of Commissioners, District of Columbia, in his letter dated October 29, 1963, stated that an existing form requires the signature of the individual supplying the facts as certification to correctness and that without a statutory definition of legally responsible relatives there is no way to enforce the securing of information, the contracting for payment, nor verifications signed by all adults. He stated also that studies would be made regarding our other suggestions on this matter.

Under the present system, patients or others in many cases furnish data on income and other resources of persons other than themselves and, thus, may unintentionally be certifying to erroneous information. We believe that the obtaining of written confirmation and certifications from each patient and adult member of the family group should provide MAD workers with more complete and meaningful information on which to base their determinations of payability and their selections of cases for field investigations. If, as stated, the lack of a statutory definition of legally responsible relatives hampers MAD in

discharging its responsibilities, District officials should consider taking the necessary action to obtain legislation defining legally responsible relatives.

Criteria used in determining ability to pay give only limited recognition to earning capacity of patient's family group (see p. 27)

Our review disclosed that the criteria used in making ability-to-pay determinations gave only limited recognition to the earning capacity of the patient's family group. As a result, the District bears an unnecessarily large part of the cost of providing treatment to many patients.

We found that amounts determined to be payable are often limited to the family group's ability to pay from 1 month's earnings without considering prospective earnings. Also, prior earnings are not considered in ability-to-pay determinations of patients on leave without pay at time of admission.

Our tests indicated that additional billings of over $2 million a year might have been made if the District had given full recognition to the earning capacity of the patient's family group. We are suggesting that consideration be given to revising the ability-to-pay criteria to give full recognition to the family group's ability to pay over a reasonable period of time after the patient is discharged and to revising the procedures for determining ability to pay of patients on leave without pay so that prior earnings are considered where there is a reasonable possibility that the patients will be gainfully employed after being discharged from the hospital.

The President, Board of Commissioners, District of Columbia, in his letter dated October 29, 1963, stated that the earning capacity of a patient's family group is an indeterminate factor; that earnings for 12 months prior to an illness are no more realistic than earnings for 12 months after an illness; and that family group, as currently defined, changes frequently among the patient load. Therefore, he concluded that the District's present policies and procedures for determining patient's ability to pay are adequate.

We recognize that the earning capacity of a patient's family group is subject to change and do not question the District's method in arriving at ability-to-pay determinations based on 1 month's earnings. If it is determined, however, that the patient is able to pay a certain fixed amount for 1 month's earnings, it would seem reasonable to expect that he could pay a similar amount from earnings for additional months. We believe, therefore, that full recognition should be given to the family group's ability to pay over a reasonable period of time after the patient is discharged so that the full cost or a larger part of the cost of hospital care is recovered. Should the family group's financial circumstances change, a redetermination of ability to pay should be made by MAD.

Failure to collect prescribed fees for certain types of outpatient treatment

Our review disclosed that most persons receiving emergency, obstetrical, or pediatric outpatient treatment did not pay the fee at the time treatment was administered and that there were no procedures for billing the patients. Our tests indicate that up to $448,000 in additional revenue might have been received during fiscal year 1962 if the District had collected all the prescribed fees for those types of outpatient treatment.

We are suggesting that the District place emphasis on attempting to collect the prescribed fees for outpatient services at the time treatment is administered and give consideration to billing a patient for any unpaid portion of the fee unless it has been adequately determined that the person qualifies for care at District expense.

The President, Board of Commissioners, District of Columbia, stated that hospital officials would be ready to start a pilot study to determine the feasibility of billing emergency room patients in the near future.

We believe that the hospital should attempt to collect the prescribed fees for emergency treatment before the patient leaves the premises and that a patient should be billed for the unpaid portion of his fee unless it is determined that he qualifies for care at District expense. The collection of fees, where possible, before patients leave the hospital would tend to keep the volume and costs of subsequent billings to a minimum.

Clerical and statistical work performed manually could possibly be absorbed by existing division which has automatic data-processing equipment.

The functions of compiling and reporting admission and discharge statistics and of preparing bills to hospital patients are performed manually at the District of Columbia General Hospital. The Chief, Biostatistics Division, Department of

Public Health, advised us, however, that these functions could be performed by his Division using existing automatic data-processing equipment and personnel. Savings would amount to about $29,000 a year. We are suggesting that a study be made of the feasibility of transferring such functions to the Biostatistics Division.

The President, Board of Commissioners, District of Columbia, in his letter dated October 29, 1963, informed us that the suggested study would be made.

Denial by Department of Health, Education, and Welfare of access to information pertinent to this review

The Secretary of Health, Education, and Welfare has denied us access to information in social security records which would be of valuable assistance in determining whether persons receiving treatment at the District of Columbia General Hospital are being billed for such services in accordance with District criteria. The principal reason cited by the Secretary for this action was that it was his opinion that it would be contrary to the intent of the law to disclose information in social security records regarding employees' earnings without the authorization of the individuals concerned.

FINDINGS AND CONCLUSIONS

The records of the District of Columbia General Hospital are not designed to provide information on the actual cost of treating individual patients. Information given in this report on the cost of treating individual patients is based upon the hospital's per diem rates or fees.

Not determining ability to pay for 25 percent of inpatients results in the providing of medical care entirely at District expense

In our report to the Congress dated March 30, 1961 (B–133173), on review of admission and collection practices relating to hospital and medical care programs of the Department of Public Health, District of Columbia government, January 1960, we pointed out that in fiscal year 1959 ability-to-pay determinations were not made for about 6,000 inpatients and we recommended that such determinations be made for all inpatients. Our current review of hospital records indicated that during fiscal year 1962 about 24,000 persons were admitted to District of Columbia General Hospital as inpatients. Determinations of ability to pay were not made, however, for about 6,000 inpatients who were given medical care entirely at District expense.

According to hospital records, applicants for nonemergency inpatient treatment (planned admissions) were interviewed by social workers of the Medical Assistance Division who made the required determinations of eligibility and ability to pay prior to admission. For emergency cases, ability-to-pay determinations were made after the patients had been admitted. About 20,000 of the 24,000 persons admitted as inpatients during fiscal year 1962 were emergency cases.

Under current procedures the tour of duty of MAD social workers is from 8 a.m. to 4:30 p.m., Monday through Friday. Emergency inpatients are admitted 24 hours a day, 7 days a week. Since in many instances these emergency patients remain in the hospital for only a few days, many patients are discharged before the MAD social workers can interview them and make a determination of their ability to pay. In fiscal year 1962, about 6,000 emergency inpatients were discharged without determining their ability to pay. Hospital procedures do not require patients to be cleared through the business office prior to discharge, and no attempt is made to collect from or bill patients except in cases where an ability-to-pay determination has been made by MAD. If no such determination has been made by MAD, the entire costs of treatment is borne by the District.

Inpatient cases selected for review.—Hospital records showed that there were 1,916 inpatient admissions during the month of July 1962. We made a preliminary screening of these cases and found that 365 cases involved persons who were receiving public assistance or were otherwise automatically eligible for free care under the District's criteria. From the remaining 1,551 cases, we selected, by random sample, 10 percent or 155 cases for further review. These cases were found to fall into the following categories:

Police cases—patients automatically eligible for free care under District criteria (not identified in preliminary screening)	10
Emergency cases—no ability-to-pay determination made	45
Emergency and nonemergency cases—ability-to-pay determination made	100
Total	155

No further review was made of the 10 police cases. The results of our review of the 100 cases where ability-to-pay determinations had been made are discussed on pages 21 through 31. The results of our review of the 45 emergncy cases where no ability-to-pay determination had been made are discussed below.

Significant amounts of potential revenue not being realized.—We made a limited examination into the financial resources of the 45 emergency inpatients. This examination indicated that significant amounts of potential revenue were not being realized because of the District's failure to determine the ability to pay of all emergency inpatients.

In 27 of the 45 cases, we were able to obtain information on the income of the patient's family group. This information indicated that 12 patients should have paid a total of at least $780 on the basis of income alone. In addition, we found that, in 7 of the 45 family groups, a member owned an automobile; however, insufficient information was available for us to determine whether the ownership of automobiles would affect ability to pay in these cases.

Following are details on three of the cases that we reviewed.

1. Patient A was admitted to the obstetrical division as a medical emergency and was hospitalized for 10 days at a cost of $380 to the District. Our review disclosed that the average monthly income of the family group for the 6-month period prior to the patient's admission was at least $335. On the basis of the District's income criteria, the patient should have been billed for at least $105 for the medical services received. In this case, we also found that the patient's husband owned a 1955 model automobile.

2. Patient B was admitted as a medical emergency and hospitalized for 3 days at a cost to the District of $114. Our review disclosed that the average monthly income of the family group for the 6-month period prior to the patient's admission was at least $461. On the basis of the District's income criteria, the patient should have been billed $114, the full cost of the medical services received.

3. Patient C was admitted as an emergency psychiatric case and was hospitalized for 2 days at a cost to the District of $56. Our review disclosed that the average monthly income of the family group for the 6-month period prior to the patient's admission was at least $281. On the basis of the District's income criteria, the patient should have been billed $56, the full cost of the medical services received. In this case we also found that the patient owned a 1953 model automobile.

Because our tests did not include any field investigations of cases, there is no assurance that the information on income obtained by us represents all the income of the family groups. The information obtained, however, indicates that significant amounts of potential revenue could be realized if determinations of ability to pay were made for all emergency inpatients. Our projection of the ability-to-pay information disclosed by our tests of 27 cases to the total 6,000 cases for fiscal year 1962 indicates that the amounts payable under the District's criteria, but not billed, could total about $162,000.

Conclusions.—We believe that consideration should be given to the following suggestions for facilitating compliance with District policy that persons receiving medical services at the District of Columbia General Hospital be billed for amounts that they are able to pay.

1. A concerted effort should be made to interview all inpatients and determine their ability to pay.

2. The feasibility of adjusting the working hours of MAD employees, to enable the making of ability-to-pay determinations in the evenings and on weekends, should be fully explored.

3. All inpatients should be cleared through the business office before they are discharged. If an ability-to-pay determination has not been made, a bill for the entire cost of the services should be presented and arrangements for payment made; persons claiming inability to pay should be required to provide complete information on the financial resources of their family group so that an ability-to-pay determination can be made after discharge and the bill adjusted accordingly.

In commenting on the above suggestions, in his letter to us dated October 29, 1963, the President, Board of Commissioners, Washington, D.C., stated that (1) this was primarily a staffing problem and efforts had been and were being made to obtain additional positions for MAD, (2) the feasibility of adjusting the working hours of the MAD to enable payability determinations to be made in the evenings and on weekends had been explored, but adjustment of the hours

was not considered feasible without additional staff, and (3) the decentralized location of the buildings at the District of Columbia General Hospital, plus lack of staff and space in the business office, made it impossible to accomplish the desirable objective of clearing all inpatients through the business office before they were discharged. With respect to the latter problem, he stated that a discharge center would be located in the new central core project which would centralize most of the present hospital medical facilities in one location. He stated also that the Board of Commissioners was then considering a proposal from the Director of Public Health to eliminate financial eligibility and emphasize payability in order to correct major inadequacies, including misconceptions regarding the role of the Department of Public Health in providing medical care.

Our review did not include an evaluation of the adequacy of staffing and space. As previously stated, hospital procedures do not now require patients to be cleared through the business office. We believe that the District should consider staggering the hours at which patients are discharged at the various locations in the hospital so that representatives of the business office may visit such locations to clear all inpatients before they were released.

Inaccurate and incomplete financial information submitted by inpatients

Our examination into the financial information submitted by inpatients of the District of Columbia General Hospital disclosed that in numerous instances the information was inaccurate and incomplete. As a result, many patients either were not billed for medical services or were billed for amounts smaller than provided for under the District's payment criteria.

The Medical Assistance Division made eligibility and ability-to-pay determinations on all planned inpatient admissions and made ability-to-pay determinations on some, but not all, emergency inpatient admissions to the District of Columbia General Hospital (see p. 15). The information needed to make the determinations was obtained prior to admission or discharge, usually in an interview with either the patient or a member of the patient's family. MAD procedures provide for verification of reported information relating to residency and to income and other financial resources, generally by telephone contact with the landlord, employers, and others. No field investigation is made, however, to determine whether the patient has reported all the financial resources of the family group.

We made a limited examination into the information on financial resources submitted to MAD by 100 inpatients[1] who were admitted during July 1962; in 31 cases we found instances of inaccurate or incomplete reporting.

In 43 of the 100 cases, we were able to obtain some information on the income of the patient's family group. In 10 of these 43 cases, we determined that the family group had income from sources which were not disclosed to MAD by the patient; in 6 cases, we found that income from sources reported to MAD exceeded the amounts reported; and in 2 cases, we found that the family group had both income from sources not disclosed and more income than reported.

We also found that 10 family groups owned a total of 11 automobiles which were not reported; in 5 cases real property was owned but not reported; and in 3 cases the reported home addresses were fictitious.

The income information obtained in the 43 cases indicated that the patients had ability to pay at least $1,268 more than had been determined. Because of the incompleteness of available information, we were unable to determine the effect that ownership of automobiles and real property had on ability to pay.

Details on four of the cases reviewed follow:

1. Patient D was admitted for psychiatric treatment and was hospitalized for 12 days at a cost to the District of $333. MAD determined the patient to be eligible for free care on the basis of the patient's statement that he had been unemployed for about 2 weeks. Our review disclosed that actually the patient was employed and had received the same rate of pay ($392 a month) during and after his hospitalization. On the basis of the District's income criteria, the patient should have been billed at least $242 for treatment received.

2. Patient E was admitted to the Obstetrical Division as a medical emergency and was hospitalized for 4 days at a cost to the District of $152. MAD determined that the patient was able to pay $113 on the basis of the family group's reported monthly income of $283. Our review disclosed that the average monthly income of the family group for the 6-month period prior

[1] See p. 16 for description of method used to select cases.

to admission was at least $386. On the basis of the District's income criteria, the patient should have been billed for the full cost of the medical services received or $39 more than the actual billing rendered.

3. Patient F was admitted for emergency medical treatment and was hospitalized for 6 days at a cost to the District of $228. MAD determined the patient to be eligible for free care on the basis of the family group's reported income of $283 a month. Our review disclosed that the average monthly income of the family group for the 6-month period prior to admission was at least $627. On the basis of the District's income criteria, the patient should have been billed for $228, the full cost of medical services received.

4. Patient G was admitted to the Obstetrical Division as a planned admission and was hospitalized for 3 days at a cost to the District of $114. MAD determined the patient to be eligible for free care on the basis of the family group's reported monthly income of $179. Our review disclosed that the average monthly income of the family group for the 6-month period prior to admission was at least $271. On the basis of the District's income criteria, the patient was ineligible for a nonemergency admission and presumably was able to pay for medical care at a private hospital. Accordingly, the patient should have been billed $114, the full cost of medical services provided.

Our tests did not include field investigations of cases, so there is no assurance that the information on income obtained by us represents all the income of the family group. We believe, however, that the information obtained indicates that a large percentage of inpatients are not providing the accurate and complete information necessary to make a reliable determination with respect to their ability to pay for medical services. Our projection of the additional ability-to-pay information disclosed by our tests of 43 cases to the 18,000 cases for which the records showed that MAD made ability-to-pay determinations in fiscal year 1962 (making allowances for persons automatically eligible for free care) indicates that additional amounts payable under the District's criteria, but not billed, could total about $366,000.

Conclusions.—We believe that there is a need to strengthen procedures for verifying financial information submitted by inpatients of the District of Columbia General Hospital. We suggest that consideration be given to the following actions:

1. Require each patient to provide MAD with a written confirmation of residence, employment, and earnings of the patient's family group.

2. Require each adult person in the patient's family group to certify to the accuracy and completeness of the information on his financial resources which is submitted to MAD.

3. Require all adult persons in the family group to authorize the District Government and the General Accounting Office to examine social security and other pertinent records relating to the financial resources of the family group so as to provide a practical means of examining into whether the financial information is accurate and complete.

4. Establish a program for making continuous field investigations of selected cases to verify the accuracy and completeness of financial information reported to MAD. Prompt action should be taken to prosecute any persons who are found to have fraudulently obtained medical benefits at District expense.

The first three requirements could be modified or waived in the case of full-pay emergency cases and for persons on public assistance or other persons who are automatically eligible for free care under District policies.

In commenting on our suggestions numbered 1 and 2 above, the President, Board of Commissioners, District of Columbia, in his letter to us dated October 29, 1963, stated as follows:

"1 and 2. The MAD form PHMAD 18c requires the signature of the individual supplying the facts as certification to correctioness. Penalties are stated for false information. In addition, there are signs in all interviewing areas relative to fraud and prosecution for providing false information. MAD verfies all data furnished, sometimes by telephone and sometimes in writing. Without a statutory definition of legally responsible relatives, there is no way to enforce the securing of information, the contracting for payment, nor verifications signed by

all adults. Only on planned admissions and outpatient care has there been enforcement by withholding medical care until all required information is furnished or until it becomes an emergency."

Although the form referred to by the President has been in use for several years, our review disclosed that patients were submitting inaccurate and incomplete financial information and MAD did not determine relevant information that the patient or others did not disclose. The form contains a warning that, if material information on which a contract for hospital care is based has been willfully withheld or misrepresented by the applicant, the contract shall be declared null and void and the applicant may be required to pay the full cost of hospitalization. This warning would not appear to be a deterrent to the misrepresentation of resources by a person who is not medically indigent because, under it, he may be required to pay only that amount that he is legally obligated to pay if he tells the truth about his resources.

Under the present system, patients or others are in many cases furnishing data on income and other resources of persons other than themselves, and thus may unintentionally be certifying to erroneous information. The obtaining of written confirmations and certifications from each patient and adult member of the family group, as we suggested, should provide MAD workers with more complete and meaningful information on which to base their determinations of payability and their selection of cases for field investigations. Also, where such action may be appropriate, the certifications may be a basis for legal action against individuals who fraudulently obtain free or partially free medical care. Our review disclosed that individuals have apparently knowingly omitted or understated income and other resources. However, the Chief, MAD, stated that no persons had been prosecuted for furnishing false information in the 8 years since 1955.

If, as stated, the lack of a statutory definition of legally responsible relatives hampers MAD in discharging its responsibilities, District officials should consider taking the necessary action to obtain legislation defining legally responsible relatives.

With respect to our suggestion numbered 3 above, the President, Board of Commissioners, District of Columbia, stated that a study would be made to see if the revision of an existing form to provide for authorizing the District Government and the General Accounting Office representatives to examine social security and other pertinent records relating to the financial resources of the family group could accomplish our suggestion.

With respect to our suggestion numbered 4 above, he stated that the Department of Public Health would design a valid sampling study and estimate the manpower and other requirements to execute such a study to determine if field investigations would result in collections in excess of the cost. He stated also that, if the study requirements and authorization could be provided, such a study would be made, and, if the findings indicate that the increased collections would be in excess of the cost, a program for making continuous field investigations of selected sampling of cases would be recommended. He stated further that all cases involving apparent fraud would be promptly submitted to the Corporation Counsel for appropriate action.

Criteria used in determining ability to pay give only limited recognition to earning capacity of patient's family group

Our review disclosed that the criteria used by the Medical Assistance Division in making ability-to-pay determinations gave only limited recognition to the earning capacity of the patient's family group. As a result, the District bears an unnecessarily large part of the cost of providing treatment to many patients.

Amounts payable often limited to ability to pay from 1 month's earnings.—In many cases, the amount billed for hospitalization at the District of Columbia General Hospital was limited to the amount the patient's family group was able to pay from 1 month's income as determined by MAD; no consideration was given to the future earning capacity of the family group even though many family groups might be able to repay the full cost or a larger part of the cost over a reasonable period of time.

The Medical Assistance Division's criteria for determining a patient's ability to pay are summarized on page 5 of this report. In many cases gross monthly income was the only factor affecting the determinations of the ability to pay. In these cases the maximum amount payable was considered to be the cost of treatment or the amount by which the gross monthly income of the family group

exceeded the maximum income beyond which free care will not be furnished by the District, whichever is the lesser. For example, patient H was hospitalized for 11 days at a cost to the District of $418. The reported gross monthly income of the family group was $351; under the District's criteria, the maximum monthly income for the patient's family group was $195. MAD made an ability-to-pay determination of $156 ($351 minus $195); the remaining cost of $262 was borne by the District.

Our review of records relating to 100 persons [1] who were admitted as inpatients during July 1962, and for whom ability-to-pay determinations had been made, disclosed that 21 persons admitted as medical emergencies had income in excess of the maximum amounts permitted for a nonemergency admission. Had an emergency not been involved, these persons would have been required under District policy to arrange for private hospitalization. However, after admission of the patient into the hospital, MAD's criteria for determining ability to pay were applied and, as a result, about 55 percent of the cost of treating these patients were borne by the District, as shown below.

Number of cases	21
Cost of treatment	$7,517
Collection from insurance companies	$1,889
Billed to patients	$1,523
Cost borne by District	$4,105

Our projection of this data to the 24,000 inpatient cases in fiscal year 1962 indicates that the total cost borne by the District for emergency patients who were ineligible for planned admission because of excess income could be about $739,000.

In addition, our review disclosed that 9 of the 100 persons were admitted on a planned (nonemergency) basis and reported sufficient income under the District's criteria to be able to pay for part of the cost of treatment. The following table shows data relating to the costs borne by the District in these cases.

Number of cases	9
Cost of treatment	$3,756
Collections from insurance companies	$75
Billed to patients	$465
Cost borne by District	$3,216

In these cases, if the family groups' ability to pay had been determined on the basis of earning capacity for a 12-month period, for example, the additional billings to the patients would have totaled $165. Our projection of this data to the 24,000 inpatient admissions to the District of Columbia General Hospital during fiscal year 1962 indicates that the additional billings could total about $30,000.

Prior earnings not considered in determining ability to pay of employed patients on leave without pay.—Our review disclosed that, under the procedures followed by the Medical Assistance Division in making ability-to-pay determinations, no consideration was given to prior earnings of patients who were on leave without pay on the date of admission or date of application for admission to the District of Columbia General Hospital. As a result, many patients were provided free care at District expense even though they might have been able to pay for at least a part of the cost of treatment.

Ability-to-pay determinations made by the Medical Assistance Division were based upon criteria summarized on page 5. When a patient was on leave without pay, however, his earnings prior to admission were disregarded.

Our review of records relating to 100 persons who were admitted as inpatients during July 1962, and for whom ability-to-pay determinations were made, disclosed that 10 persons were on leave without pay at the time of admission. MAD determined that nine of these patients were medically indigent and, except for some collections from insurance companies, care was provided at District expense. In the other case, a part-pay determination was made on the basis of other income of the family group. In all 10 cases, we found that, although the patients were on leave without pay during the period of hospitalization, they had received wages from regular continuing employment prior to being hospitalized. If the prior earnings of these patients had been considered, payments would have been required from eight of the patients who were not billed and the

[1] See p. 16 for description of method used to select cases.

amount of payment required from the patient who was billed for part pay would have been increased. The additional billings would have totaled $911. Our projection of this data to the 24,000 patients admitted to the District of Columbia General Hospital during fiscal year 1962 indicates that additional billings of $164,000 could have been made. Moreover, further billings of about $1,160,000 could have been made if the family groups' ability to pay over a 12-month period had been considered. (See p. 27.)

Conclusions.—We believe that substantial amounts of revenue could be realized by the District if full recognition were given to the earning capacity of each patient's family group. We suggest that consideration be given to taking the following actions:

1. Revise the ability-to-pay criteria to give full recognition to the family group's ability to pay over a reasonable period of time after the patient is discharged.

2. Revise the procedures for determining the ability to pay of patients on leave without pay so that prior earnings are considered, where there is a reasonable possibility that the patient will be gainfully employed after being discharged from the hospital.

In commenting on the above suggestions in his letter dated October 29, 1963, the President, Board of Commissioners, District of Columbia, stated that the earning capacity of a patient's family group is an indeterminate factor and that earnings for 12 months prior to an illness are no more realistic than earnings for 12 months after the illness. He stated further that family group, as currently defined, changes frequently among the patient load; that individuals move with the labor market and married women commence and discontinue working in relation to status of children in the home; and that the lack of job opportunity affects even those with skills. Therefore, he concluded that present policies and procedures for determining patients' ability to pay are adequate but that, with increased MAD staff, more exact information on future employment of the patient could be secured by delaying pay determinations until the patient's prognosis can be secured from the physician.

We noted that, in determining ability to pay, MAD estimates the earning capacity of family groups by considering earnings in the prior 6 months and, in effect, projects these determinations to arrive at the amounts that must be paid toward patient care. We believe that such determinations should be extended to cover a reasonable period after the patient is discharged. Should the family group's financial circumstances change, a redetermination of ability to pay should be made by MAD.

Failure to collect prescribed fees for certain types of outpatient treatment

The District of Columbia General Hospital provides various types of outpatient treatment for which a current fee of $7.75 a visit has been established. Our review disclosed that most persons receiving emergency, obstetrical, or pediatric outpatient treatment did not pay the fee at the time treatment was administered and that there were no procedures for billing these patients.

Emergency outpatient treatment is provided at the obstetrical division and at the admitting and emergency unit 24 hours a day, 7 days a week. Outpatient pediatric treatment is provided at the pediatric department from 8 a.m. to 12 p.m., 7 days a week. All persons receiving outpatient treatment are required by Commissioners' Order No. 59-2276-A to pay a prescribed fee, except persons who either are residents of District of Columbia institutions, are in police custody, are welfare recipients, or have been determined by the medical assistance division to be medically indigent and entitled to care fully or partially at District expense. The prescribed fee was $6.25 from January 1 to December 31, 1961, $7.02 from January 1 to December 31, 1962, and $7.75 beginning January 1, 1963.

Our review of hospital records disclosed that during fiscal year 1962 about 48,800 persons received emergency outpatient treatment at the admitting and emergency unit and about 2,595 persons received emergency outpatient treatment at the obstetrical division. We found also that there were about 42,056 outpatient visits to the pediatrics department.

We found that no attempt was made to collect any fee for emergency outpatient treatment at the obstetrical division.

We found also that the admitting clerks at the admitting and emergency unit register all emergencies upon arrival and attempt to collect the full fee unless there is evidence that MAD has previously determined the patient to be

eligible for free or part-pay treatment. If the patient claims that he is unable to pay the full fee, the clerks attempt to collect any part the patient will pay. There are no proceedings for billing the patient for the unpaid fee after he has been treated and released.

At the pediatrics department, between 8 a.m. and 4 p.m., outpatients are referred to MAD social workers located at the outpatient department for determination of eligibility and ability to pay and for collection of fees at the time the patient registers for treatment. Between the hours of 4 p.m. and midnight, MAD social workers are not on duty, and the procedures for collection of fees from patients treated during that period are similar to those of the admitting and emergency unit.

The admitting and emergency unit maintains daily patient registers showing information by means of which automatically free cases can be distinguished from other cases. The pediatrics department and obstetrical division also maintain daily patient registers, but these registers do not contain enough information to enable this distinction to be made. On the basis of the data contained in the daily patient registers of the admitting and emergency unit, we determined that about 12,000 of the approximately 49,000 patients treated at that unit during fiscal year 1962, or about 76 percent, were not automatically free cases. If this percentage is also applied to the number of patients treated at the other 2 units during fiscal year 1962, at the 3 units the number of patients treated who could apparently have made some payment totals 71,000. Using in the computation the full outpatient fees in effect during the fiscal year, the maximum amount due from these patients could be about $473,000. Our review disclosed, however, that only about $25,000 was collected during fiscal year 1962 from patients receiving treatment at the three facilities.

Conclusion.—It appears that the hospital is not collecting significant amounts of potential revenue because of the lack of an effective program for collecting the prescribed fees for emergency, obstetrical, and pediatric treatment. We believe that existing procedures should be revised to place more emphasis on attempting to collect the prescribed fees at the time treatment is administered. Also, we believe that a person who does not pay for such treatment at the time it is administered should be billed in full for any unpaid portion unless it has been adequately determined that the person qualifies for care at District expense.

In commenting on the above suggestions, the President, Board of Commissioners, District of Columbia, in his letter to us dated October 29, 1963, stated that, on outpatient visits, fees are collected before the patient is treated but that emergency cases must be handled differently because the patient must be given treatment whether or not payment is made. The President stated also that a detailed procedure for a 90-day pilot study to determine the feasibility of billing emergency room patients at District of Columbia General Hospital was presented to the Director of Public Health by the Acting Administrator of the hospital on September 17, 1963. He stated further that forms were being prepared and the hospital would be ready to start in the near future; that it was estimated that the work involved with this procedure would approximate full time for one clerk at District of Columbia General Hospital and that there would be additional needs in the medical assistance division and the enforcement division.

Our suggestion did not contemplate the patients requiring emergency treatment would be denied treatment because of inability to pay. We believe that the hospital should attempt to collect the prescribed fees for emergency treatment before the patient leaves the hospital premises and that a patient should be billed for the unpaid portion of his fee unless it is determined that he qualifies for care at District expense. The collection of fees, where possible, before patients leave the hospital would tend to keep the volume and costs of subsequent billings to a minimum.

Clerical and Statistical Work Performed Manually Could Possibly Be Absorbed by Existing Division Which Has Automatic Data-Processing Equipment

The functions of compiling and reporting admission and discharge statistics and of preparing bills to hospital patients are performed manually at the District of Columbia General Hospital. The Chief, Biostatistics Division, Department of Public Health, advised us, however, that his Division, using existing automatic data processing equipment and personnel, could absorb these functions. Savings would amount to about $29,000 a year.

The medical records library at the District of Columbia General Hospital employs six persons to compile statistics relating to hospital admissions and

discharges. The statistics were obtained daily from patient admission reports which are prepared in the main admitting unit and each hospital ward. The data extracted from these reports was manually recorded on work sheets by five employees and was used to prepare periodic statistical reports showing total patient days, average stay in hospital, sex of patients, number of patient deaths, and other pertinent information for each type of medical service. The sixth employee punched coded medical diagnosis and personal history data into IBM cards for each discharged patient. These cards, accumulated for an entire fiscal year, were forwarded to the Biostatistics Division of the Department of Public Health, located at the Municipal Center, where additional IBM cards were punched and all cards were sorted according to medical diagnosis. The sorted IBM cards were then forwarded to the medical records library and stored. The cards are available for the use of other health agencies which request information about patients who have had certain diseases.

Reorganization Order No. 57, June 30, 1953, as amended, established the Biostatistics Division within the Department of Public Health. The Division has the responsibility of (1) formulating, planning, and directing a centralized biostatistics and vital statistics program, (2) collecting, correlating, and analyzing morbidity and vital statistical data and preparing reports for keeping the Board of Commissioners, the Director of Public Health, constituent bureaus, and the community informed on activities of the Department and its health programs, and (3) conducting statistical studies and assisting in research project of the Department. To compile the statistics used to prepare periodic reports, the Division employs 45 persons and utilizes automatic data processing equipment.

We discussed with the Chief, Biostatistics Division, the feasibility of transferring to his Division the functions of compiling and reporting admission and discharge statistics now being performed at the District of Columbia General Hospital. We were informed by him that the Biostatistics Division had the equipment and personnel to perform these functions and could use the daily reports of patient admissions and discharges prepared by the main admitting office and each hospital ward as the source of information. We were informed also that the Biostatistics Division could compile this data in various ways so as to provide information not currently available which would be useful for management purposes. Transfer of these functions to the Biostatistics Division would eliminate the need for the six employees at the District of Columbia General Hospital, who manually compile these statistics and would result in savings of about $29,000 a year.

In our review of selected records relating to persons admitted to the hospital in July 1962 as inpatients, we found that an average period of 20 days elapsed from the date of discharge to the date of the first bill. We were informed by the Chief, Biostatistics Division, that in conjunction with the above-described work a procedure could be installed for preparing bills to patients on the same day that the Biostatistics Division receives the notices of discharge from the hospital.

Conclusion.—In view of the above information, we believe that a study should be made of the feasibility of transferring the functions of compiling and reporting admission and discharge statistics from the medical records library, District of Columbia General Hospital, to the Biostatistics Division. Also, consideration should be given to transferring the function of preparing the bills to patients.

In commenting on the above proposal, the President, Board of Commissioners, District of Columbia, in his letter dated October 29, 1963, stated that a study would be made of the feasibility of transferring the functions of compiling and reporting admission and discharge statistics from the medical records library, District of Columbia General Hospital, to the Biostatistics Division. He stated also that a transfer of data collection and tabulation would form the basis for development of a machine-billing procedure but that machine billing could not be done by the Biostatistics Division or elsewhere within the Department without additional personnel and machinery.

No comparison made of data submitted by patients to inpatient department with data previously submitted by same patients to outpatient department

Eligibility and ability-to-pay determiations are made by social workers of MAD at both the inpatient and the outpatient departments; the type of treatment required by the patients at the time of admission determines which department functions. Separate case files were maintained at these two departments, but in most cases no comparisions were made of the information contained in the separate files. As a result, a potentially valuable source for checking information submitted by patients was not being fully used.

Our review of MAD files on 145 admissions for July 1962 disclosed that data on 67 of the cases were contained in both the inpatient and the outpatient files. In most of these cases some of the recent information relating to residence, income, family group, or financial resources in the outpatient records differed significantly from the same type of information given by the patient at the time of inpatient admission. In many instances, the ability-to-pay determinations differed substantially. While we recognize that certain differences are to be expected, we believe that the number of patients who are giving inaccurate and incomplete information, particularly at the time of admission for inpatient treatment (see p. 21), is sufficient to warrant the obtaining of explanations for significant differences between information in inpatient and outpatient records.

We noted that a Tel-Autograph communication system, available to MAD social workers in the two departments, was not being used by workers in the inpatient department to obtain information from the outpatient case files.

The Director of Public Health informed us that MAD procedures call for the outpatient department to check information it received from patients against information in the inpatient records but that this procedure is not always followed because of the lack of adequate switchboard facilities. He stated that the inpatient department does not often check information received from patients against the outpatient records. He said that this situation was due to the lack of adequate staff in the outpatient department and the limited number of communication lines.

The Director agreed that it would be useful to compare the information in the records maintained by the two departments. He stated that attention was being given to this matter and that consideration was being given to either expanding the communications system or combining all MAD case records in a central location.

The President, Board of Commissioners, District of Columbia, later informed us, in his letter dated October 29, 1963, that the Medical Assistance Division case records had been combined and were in the Central Records Unit and that there should be no further problem in comparing data submitted by patients as it is now readily available to any social worker making an investigation.

Denial by Department of Health, Education, and Welfare of access to information pertinent to this review

The Secretary of Health, Education, and Welfare has denied us access to information in social security records which would be of valuable assistance in determining whether persons receiving treatment at the District of Columbia General Hosiptal are being billed for such services in accordance with District criteria.

Billings to persons receiving treatment at the District of Columbia General Hospital are based upon ability to pay as determined by use of the criteria summarized on pages 5 and 6. Income of the patient's family group, as reported to the District by the patient, is the most significant factor in the determination of ability to pay. To adequately verify, on a postaudit basis, that the information on income has been reported accurately and completely is not practicable in most cases because time-consuming investigations and surveillances would be necessary to determine whether all significant income has been properly reported.

A practical method of obtaining considerable information regarding employers, income, and addresses would be to compare the information reported to the District with information in the social security records for the persons involved. Since many hospital cases involve persons whose income is subject to social security taxes, this comparison would be expected to disclose any income subject to the tax that was not reported to the District. In cases where patients reported income which is subject to social security taxes, this comparison would provide an indication of the accuracy of the amount reported.

Section 1106, Social Security Act (42 U.S.C. 1306), provides, in part, as follows:

"(a) No disclosure of any return or portion of a return * * * filed with the Commissioner of Internal Revenue under Title VIII of the Social Security Act * * * which have been transmitted to the Secretary of Health, Education, and Welfare * * * by the Commissioner of Internal Revenue * * * shall be made except as the Secretary of Health, Education, and Welfare * * * may by regulations prescribe."

Section 401.1 of regulation No. 1, issued by the Secretary of Health, Education, and Welfare in implementing the above law, provides, in part, as follows:

"No disclosure of any return or portion of a return * * * filed with the Commissioner of Internal Revenue under title VIII of the Social Security Act, the Federal Insurance Contributions Act, or the Self-Employment Contributions Acts, or under regulations made under authority thereof, which has been transmitted to the Department of Health, Education, and Welfare by the Commissioner of Internal Revenue * * * shall be made directly or indirectly except as hereinafter authorized by this part or as *otherwise expressly authorized by the Commissioner of Social Security.*" [Italic supplied.]

Because the information in social security records would have been of valuable assistance in our review, in February 1963 we requested the Commissioner of Social Security to authorize us to have access to the records relating to individuals involved in selected hospital cases. By letter dated March 19, 1963, the Commissioner denied our request primarily on the basis that it was his opinion that it would be contrary to the intent of the law to disclose information regarding earnings without the authorization of the individuals concerned. The Commissioner stated, however, that if an individual authorized the disclosure of his earnings the Social Security Administration could provide the information to us.

On March 19, 1963, we requested the Secretary of Health, Education, and Welfare to make arrangements to provide us with the desired information from social security records. By letter dated May 17, 1963, the Secretary denied our request, citing the same principal reason previously advanced by the Commissioner of Social Security.

On page 24 of this report, we are suggesting that consideration be given to revising District of Columbia General Hospital admission procedures so that persons in a family group will provide the authority necessary for the District government and the General Accounting Office to examine their social security records.

Senator BYRD. I now insert in the record an article which appeared in the June 30, 1963, edition of the Washington Sunday Star under the caption "Study Shows Negroes Get Better Deal in the District of Columbia."

(The article follows:)

[From the Sunday Star, Washington, D.C., June 30, 1963]

STUDY SHOWS NEGROES GET BETTER DEAL IN DISTRICT OF COLUMBIA

(By Lee Cohn, Star staff writer)

Negroes in Washington are better off—by the yardsticks of income, jobs, and schooling—than Negroes in other big eastern cities, the Labor Department reported yesterday.

Moreover, the report indicated, Negroes here are ahead of whites in some of the other cities in the fields of employment and education.

But Washington Negroes lag behind whites here in income, jobs, and schooling.

The report is a special analysis of 1960 census data and was prepared by the Department's Bureau of Labor Statistics for President Kennedy's Committee on Youth Employment and for others interested in welfare, urban planning, employment, education, and market research.

Although the report is based on 1960 census figures, there is no reason to believe the general patterns indicated by the data have changed.

NATIONWIDE STUDY

It is one of 38 reports prepared or in process, analyzing major cities throughout the country on a neighborhood-by-neighborhood basis. The Washington report draws comparisons with six other eastern cities.

The median family income of Washington's total population in 1959, as reported in 1960, was $5,993. That was second only to New York's $6,091, and topped incomes of $5,782 in Philadelphia, $5,713 in Buffalo, $5,659 in Baltimore, $5,605 in Pittsburgh, and $5,454 in Newark, N.J.

Washington's nonwhite population, 98 percent of whom were Negroes, had a median family income of $4,800. That exceeded nonwhites' incomes of $4,437 in New York, $4,248 in Philadelphia, $4,149 in Buffalo, $4,123 in Baltimore, $3,833 in Pittsburgh, and $3,665 in Newark.

The unemployment rate for all Washington males, 14 or older, was 4.4 percent in April 1960, and the rate for Washington Negro (nonwhite) males was 5.6 percent.

In the other cities, the total unemployment rates for males were 5 percent in New York, 6.4 percent in Philadelphia, 6.7 percent in Baltimore, 7 percent in Newark, 8.8 percent in Buffalo, and 9 percent in Pittsburgh.

EDUCATION STATISTICS

For nonwhites, the male unemployment rates were 6.9 percent in New York, 9.7 percent in Newark, 10.1 percent in Baltimore, 11.1 percent in Philadelphia, 16.3 percent in Buffalo, and 9 percent in Pittsburgh.

A recession increased unemployment in 1960. Washington was not hit as hard as other cities. The unemployment rate for Negroes in the older cities almost certainly still tops the Negro rate here.

Washingtonians over 25 had completed 11.7 years of school, as a median figure, in 1960. The figure for Washington Negroes was 9.8 years.

Median educational attainment was reported at 10.1 years in New York, Pittsburgh, 9.6 years in Philadelphia and Buffalo, 9 years in Newark, and 8.9 years in Baltimore. For nonwhites, the figures were 9.5 years in New York, 9.1 in Pittsburgh, 9 in Philadelphia, 8.8 in Newark, 8.7 in Buffalo, and 8.4 in Baltimore.

Analysts divided Washington into 125 neighborhoods, on the basis of census tracts. As might be expected, neighborhoods with high unemployment rates were characterized by low levels of income and educational attainment. These also were the neighborhoods with high proportions of Negroes and many high school dropouts.

The report said neighborhoods suffering from "social and economic blight" are clustered mostly in the center of the city, roughly between Florida avenue in the Northwest to the Anacostia River in the Southeast.

NEIGHBORHOODS RATED

Neighborhoods were ranged and grouped into four quarters, or quartiles, according to incomes. In the lowest quartile, with 158,000 residents, median family incomes ranged from $2,912 to $4,575 in 1959.

The average unemployment rate for males, 14 or over, was 6.8 percent, 87 percent were nonwhite, 4 percent were of foreign stock, and 10 percent had moved into the Washington area since 1955.

More than half the residents lived in neighborhoods where the median level of educational attainment was only 7.1 to 9.7 years of school, and only 82 percent of these 14 to 17 years old were in high school.

By contrast, the highest quartile had median family incomes of $7,896 to $10,000 or more. The male unemployment rate averaged 2.1 percent in the neighborhoods of this group, which had a population of 166,000.

LOW INCOME AREA

Of this population, 11 percent were nonwhite, 28 percent were of foreign stock, and 15 percent had moved into the area since 1955. Nearly three-fourths lived in neighborhoods where the median level of educational attainment was 12.6 to 15.6 years of school. All those 14 to 17 were in high school.

The census tract with the lowest median family income, $2,912, was the area bounded by South Capitol Street on the east, the Anacostia River on the south, Canal Street SW., on the west, and M Street SW., on the north. Its population was 3,262, of whom 3,218 were Negroes and 42 were white.

The unemployment rate was only 4.5 percent of the 534 persons in the labor force—working or seeking jobs. The median educational attainment for those 25 or older was 8.5 years, and 96 percent of those 14 to 17 were in high school. Five percent of the population had moved into the Washington area since 1955, and 51 percent of them came from the South.

HIGH INCOME AREAS

Sixteen census tracts are listed with median family incomes of $10,000 or more, without specific dollar figures. The one at the top of the list is the Northwest area bounded by Western Avenue, Wisconsin Avenue, Macomb Street and Massachusetts Avenue.

Its population of 11,698 consisted of 11,554 whites, 49 Negroes, 16 Puerto Ricans, and the balance unspecified. There were 3,120 of foreign stock. The unemployment rate among the 3,206 persons in the labor force was 2.2 percent.

Those 25 or older had a median education of 13.5 years, and all those 14 to 17 were in high school. Twelve percent of the residents had moved here since 1955, and 29 percent of them came from the South.

The highest unemployment rate for males, 12.6 percent, was reported in two census tracts.

In the Northwest, one of the neighborhoods is bounded by New York Avenue on the north, 5th and 6th Streets on the east, the Mall on the south, and 15th Street on the west.

OTHER FACTS CITED

Its population was 1,489, of whom 896 were whites, 275 Negroes, and the balance of other races. There were 430 of foreign stock. The labor force totaled 676. Median family income was $4,786.

The other tract, with 12.6 percent unemployment, is in the Southeast, bounded by South Carolina Avenue, Pennsylvania Avenue, 11th Street, and Virginia Avenue. Its population of 5,973 included 1,822 whites and 4,114 Negroes. There were 279 of foreign stock. Median family income was $4,716. There were 1,420 persons in the labor force.

The lowest listed male unemployment rate, 0.7 percent of the 1,694-member labor force, was in a Northwest neighborhood. This tract is bounded by Massachusetts Avenue, Glover-Archbold Parkway, the Potomac River, Chain Bridge Road, and Nebraska Avenue.

Its population was 6,235 of whom 6,073 were whites, 109 Negroes, and the balance other races. There were 1,575 residents of foreign stock. Median family income was over $10,000.

SUBCOMMITTEE RECESS

Senator BYRD. Thank you, Mr. Galvin, Mr. Cohen, and Mr. Steininger. You have been very helpful, and I apologize to you for keeping you so long beyond the lunch hour. Thank you.

Mr. STEININGER. Thank you, Senator.

Mr. GALVIN. Thank you, Senator.

Senator BYRD. The subcommittee will recess subject to the call of the Chair.

(Whereupon, at 2:08 p.m., the subcommittee recessed, subject to the call of the Chair.)

DISTRICT OF COLUMBIA APPROPRIATIONS FOR FISCAL YEAR 1968

MONDAY, AUGUST 7, 1967

U.S. SENATE,
SUBCOMMITTEE OF THE COMMITTEE ON APPROPRIATIONS,
Washington, D.C.

The subcommittee met at 10 a.m., in room S–126, the Capitol, Hon. Robert C. Byrd (chairman) presiding.

Present: Senator Byrd.

DISTRICT OF COLUMBIA

VOCATIONAL REHABILITATION

STATEMENT OF LEONARD HILL, DEPUTY DIRECTOR OF VOCATIONAL REHABILITATION, DISTRICT OF COLUMBIA; ACCOMPANIED BY STEPHEN GAMBARO, ASSISTANT DIRECTOR, AND STEPHEN SWAIM, DISTRICT OF COLUMBIA BUDGET OFFICER

BUDGET REQUEST

Senator BYRD. The next item relates to vocational rehabilitation.
The 1968 estimate is $859,700.
The House allowed $859,700.
The Federal grant for 1968 is estimated to be $1,735,302.
The allotment summary will be placed in the record.
(The summary follows:)

Allotment summary

1966 allotment	$753,349
1967 allotment	780,400
Comparative transfer from (+) Department of Public Health	9,099
Total allotment available in 1967 (1968 base)	789,499
Increases	70,201
Total estimate for 1968, direct appropriation	859,700
Federal grants	1,735,302
Total estimate for 1968, all resources	2,595,002

Analysis by activity

Activity	1966 obligations (actual)	1967 allotment	Transfers	Decreases	1967 adjusted (1968 base)	Increases	1968 estimate
Direct appropriation:							
1. Administration	$79,547	$77,785			$77,785	$3,299	$81,084
2. General rehabilitation services	300,142	285,155	−$24,625		260,530	27,444	287,974
3. Services to mentally ill and retarded	134,080	140,790			140,790	11,171	151,961
4. Adolescents			+68,424		68,424	2,092	70,516
5. Services to visually impaired	83,715	117,353			117,353	7,002	124,355
6. Special projects	145,596	150,144	−34,700		115,444	11,243	126,687
7. Disability determinations	10,269	9,173			9,173	7,950	17,123
Total, direct appropriation	753,349	780,400	+9,099		789,499	70,201	859,700
Federal grants:							
1. Administration	136,470	96,259			96,259	−400	95,859
2. General rehabilitation services	391,494	701,119	−33,724		667,395	30	667,425
3. Services to mentally ill and retarded	131,904	189,093			189,093	9,803	198,896
4. Adolescents			+68,424		186,097	13,440	199,537
5. Services to visually impaired	70,136	150,751			150,751	−14,736	136,015
6. Special projects	166,959	242,301	−34,700		207,601	−4,685	202,916
7. Disability determinations	185,615	202,676			202,676	31,978	234,654
Total, Federal grants	1,082,578	1,582,199			1,699,872	35,430	1,735,302
Grand total	1,835,927	2,362,599	+9,099		2,489,371	105,631	2,595,002

Senator BYRD. Mr. Herman, who is your witness on this item?

Mr. HERMAN. Mr. Leonard Hill, Deputy Director of Vocational Rehabilitation.

Mr. HILL. May I introduce Mr. Stephen Gambaro, the Assistant Director.

Mr HERMAN. And Mr. Stephen Swaim from our office, who handles the Vocational Rehabilitation Service.

Senator BYRD. Do you have a statement?

Mr. HILL. I don't have a prepared statement. However, I would like to make some informal remarks.

STATEMENT OF LEONARD HILL

First, I am pleased to have the opportunity to appear before you. Mr. Norman Pierson, the Director of the Department is ill and not able to be here. He regrets his inability to attend.

Friday, Mrs. Edyth Merritt who has worked directly with Mr. Pierson in budgeting and accounting, resigned from the Department after 18 years of service. We had hoped to have Mrs. Merritt here, but she is no longer with us. So Mr. Gambaro and I will try to answer any questions you may have on the budget.

1969 BUDGET REQUEST

The 1969 budget represents a "holding action request" in prospect of new legislation that may give the District of Columbia added funds. Until passage or final decision on the legislation, the 1968 request includes only mandatory items for annualizations, step increases, and classified pay increases, to attempt to maintain the present level of operation.

The Deparament suffered a reduced rate of Federal dollars to match State funds because of the peculiar unforeseen implications of the allotment formula used in the distribution of funds authorized by Congress under the Rehabilitation Act Amendments of 1965.

FINANCIAL SITUATION

The District has a high income typical of large cities but lacks the rural areas which generally lower the average income of States. In this respect the District of Columbia is atypical. Previous to the 1965 amendments—that is, under the 1954 amendments—the Department had developed programs by matching reallotted Federal funds not used by other States. In the 1965 amendments this reallotment authority was removed; programs which had been initiated were left hanging when the expected Federal funds became unavailable.

There is pending legislation which would provide relief in 1969. However, we are running a deficit in 1968.

ACCOMPLISHMENTS IN 1966

In fiscal year 1966 the Department was successful in rehabilitating 1,742 persons into employment. This was the fifth consecutive year that we have reached a new high as far as numbers of rehabilitations are concerned. We feel that we have made good strides in rehabilitating many categories of disability and we think that our record in 1966 was good.

Senator BYRD. Does that complete your statement?

Mr. HILL. Yes. Thank you, Mr. Chairman.

Senator BYRD. Thank you.

AMENDMENT TO VOCATIONAL REHABILITATION ACT

I notice in a news clipping in the Star of July 1967 that Secretary Gardner has proposed an amendment to the Vocational Rehabilitation Act that would "boost the District's rehabilitation program by $2.5 million per year." It would provide a fixed allotment percentage of three Federal matching dollars for every local dollar, the same as is given to Guam and Puerto Rico. What is the status of this bill, and to what extent would it affect your 1968 programs?

Mr. HILL. To answer the last part first I don't think it would affect 1968 at all. If it became effective, it would be for 1969. This bill was merged with another bill, H.R. 8981. The bill in question is H.R. 5801. The House Select Subcommittee on Education has approved a merger of the bills. It has not yet been voted upon by the full committee.

NEWS ITEM ON LEGISLATION

Senator BYRD. I shall insert this newspaper item in the record at this point.

(The news article follows:)

[From the Evening Star, July 19, 1967]

REHABILITATION FUNDS RISE FOR D.C. BACKED

(By Donald Fitzhugh)

John W. Gardner, secretary of Health, Education, and Welfare, testified yesterday in support of a proposed amendment to the Vocational Rehabilitation Act that would boost the District's rehabilitation program by about $2.5 million per year.

Under present legislation, the District is treated as a state and receives federal matching money amounting to about 56 percent of a $1.2 million program.

Gardner was accompanied at a House Education and Labor subcommittee hearing on several amendments to the act by Miss Mary E. Switzer, commissioner of vocational rehabilitation, who told the congressmen:

"In the District, the rehabilitation program—although operating in only one large city—has to cover all the functions for general program direction ordinarily assumed by state government, plus the daily work with the handicapped that is done by district offices in cities and counties in the states."

The amendment would give the District a fixed allotment percentage of three federal matching dollars for every local dollar—the same special consideration given such jurisdictions as Guam and Puerto Rico.

Passage of the amendment would give the District Vocational Rehabilitation Department about $2.5 million more per year, according to Leonard M. Hill, department deputy director, who was contacted after the hearing. It would put the District program on a par with the states, he said.

TRANSFER OF FUNDS

Senator BYRD. I was able to arrange the matter of shifting $100,000, I believe, at the time the Appropriations Committee took up the second supplemental for 1967, so as to carry out the vocational rehabilitation program for 1967. Did that relieve your problems as far as 1967 are concerned?

Mr. HILL. Yes; it did, Mr. Chairman. We very much appreciate your interest and thank you. We actually needed the $100,000, and we used all of it in our program last year. We do not have the statistics readily available, since they usually are not completed until the end of August, but we do know that we placed 2,261 persons into employment during the last fiscal year according to a manual tabulation. This has not been machine verified; but I am sure that the figure is correct. We would not have been able to accomplish this without the additional money, most of which went into case services. It prevented us from discontinuing persons who were in training, physical restoration, and other rehabilitation services. We would have had to discontinue these services had it not been for the additional money. We are very pleased about this.

PECULIAR POSITION OF DISTRICT

Senator BYRD. Isn't the District in a peculiar position in this respect?

Mr. HILL. Yes, the District is in a peculiar position. The allotment percentage is derived from the per capita income of a State. In the present law the District is treated as a State in computing the allotment percentage under the formula the higher the per capita income, the lower the percentage allotment. The District of Columbia for the past few years has been among the three top States with a high per

capita income. At present it is the highest of all the States. The States have small cities and rural areas to offset the income of the large cities. We act as a State, but we actually are a city. The District has no rural areas or small cities to lower its per capita income. The District being highest in per capita income receives the smallest allotment percentage—33⅓ percent. So the formula doesn't work for the District of Columbia in providing the funds intended by Congress.

The pending legislation actually will place the District of Columbia in the same category as the Commonwealth of Puerto Rico, Guam, and the Virgin Islands and will provide a fixed allotment percentage of 75 to 25, 3 to 1.

1968 SITUATION

Senator BYRD. What is the situation for 1968?

Mr. HILL. For 1968 we need relief. We are now operating at $273,000 beyond our income. We will have to undergo a reduction in staff unless we get some relief. This reduction does not include two research and demonstration projects.

One of the projects ended the last of July. Another will end August 31. This means that we will have to let 10 persons go, unless we get additional funds.

Senator BYRD. What is the presently authorized strength of the program as paid by District and Federal grants?

POSITIONS IN DEPARTMENT

Mr. HILL. The total strength of the Department is 233 positions. There are 122 District jobs and 111 Federal jobs. There are 39 vacancies at the present time. We have tried to save money through attrition by not filling vacancies.

Senator BYRD. Would you identify these positions for the record, please, showing the number in administration, the number in rehabilitation service, and the number in services to mentally ill and retarded, the number in special projects, and so on—would you do that for the record?

Mr. HILL. For the record, yes.

Senator BYRD. And identify whether they are Federal or District of Columbia positions.

Mr. HILL. Yes, Mr. Chairman; I will do it for the record.

(The information follows:)

	Authorized positions	Vacancies
District of Columbia appropriation	122	27
Federally funded	111	12
Total	233	39

	Positions		Vacancies	
	District of Columbia	Federal	District of Columbia	Federal
Activity 1	12	13	0	2

	District of Columbia positions	Federal positions
Director's Office	5	2
Research Office	0	2
Personnel Office	2	1
Administrative services	6	2
Comprehensive planning	0	4
Workshop and rehabilitation facility planning	0	2

	Positions		Vacancies	
	District of Columbia	Federal	District of Columbia	Federal
Activity 2	41	44	9	6

	District Columbia positions	Federal positions
Client services	36	37
Industrial operations	4	7
Training services	1	0

	Positions		Vacancies	
	District of Columbia	Federal	District of Columbia	Federal
Activity 3	19	13	5	1

	District of Columbia positions	Federal positions
Mentally ill	11	2
Mentally retarded	6	11
Halfway house	2	0

	Positions		Vacancies	
	District of Columbia	Federal	District of Columbia	Federal
Activity 4	5	16	0	1

	District of Columbia positions	Federal positions
High school services	0	9
Multidisabled	5	0
Court-referred youth	0	7

	Positions		Vacancies	
	District of Columbia	Federal	District of Columbia	Federal
Activity 5	16	4	4	0

	District of Columbia positions	Federal positions
Client services	7	0
Register of the blind	1	0
Mobility training and homebound instruction	6	0
Vending stand program	2	1
Sheltered workshop	0	3

	Positions		Vacancies	
	District of Columbia	Federal	District of Columbia	Federal
Activity 6	26	7	7	0

	District of Columbia positions	Federal positions
Residential Training Center	4	0
Recipients of public assistance	13	3
Evaluation Unit	9	0
Unit for Deaf	0	4

	Positions		Vacancies	
	District of Columbia	Federal	District of Columbia	Federal
Activity 7	3	14	2	2

	District of Columbia positions	Federal positions
Examination	0	13
Client service	3	1

	Total authorized positions	Vacancies
District of Columbia appropriations	122	27
Federally funded	111	12
Total	233	39

	Positions		Vacancies	
	District of Columbia	Federal	District of Columbia	Federal
Activity I	12	13	----------	2
Activity II	41	44	9	6
Activity III	19	13	5	1
Activity IV	5	16	0	1
Activity V	16	4	4	0
Activity VI	26	7	7	0
Activity VII	3	14	2	2
Total	122	111	27	12

1968 ESTIMATE, LOCAL AND FEDERAL FUNDS

Senator BYRD. Under the general rehabilition services program, the 1968 estimate is $955,399, of which $287,974 is District of Columbia funds and $667,425 Federal grants. Give us some details on the services performed in this program. In other words, how are clients serviced? What is involved? What is the age limit? What is the intake and case-closing procedure? And how do you rate with the States programs?

SERVICES TO CLIENTELE

Mr. HILL. The service to clients is as follows: Medical evalution to determine the extent of the disability, to find out if it can be alleviated, or whether it can be reduced. The evaluation includes specialty examinations where indicated. We then try to make a determination of what the handicapped person can do, what are his capabilities, what are his interests, what are his aptitudes, what are his intellctual abilities. We do psychological testing and we evaluate in a rehabilitation center to determine work capabilities.

If a client needs physical restoration, such as medical care, hospitalization, or prosthetic appliances, these are provided. If he is capable of utilizing training, we will provide training. Following training and physical restoration, we find a suitable job placement for which the handicapped person is fully capable of performing.

Following placement there is counseling and followup to insure that a satisfactory work adjustment is made.

The followup is continuous and is as long as it is necessary. It may be a short-time followup, or it may be a long-time followup.

Senator BYRD. What is the age limit?

Mr. HILL. The lower age limit is 16, but we will take a person who is nearing the age of 16, if a program of rehabilitation is indicated. A 15-year-old schoolboy who has reached his maximum in school, and who would leave school because of mental retardation, psychological reasons, or economic conditions would be accepted at 15-plus with the understanding or assumption that he would not be prepared to enter employment until he reached 16.

There is no upper age limit.

Senator BYRD. What is the intake and case-closing procedure?

Mr. HILL. Any person who is physically handicapped or mentally handicapped can apply to vocational rehabilitation and will be given an interview to determine his rehabilitation needs. An individual may be referred by an agency, a hospital, or an interested person. He is seen at intake for identifying information, such as name, address, age, disability, and so forth. He is then referred to a counselor, who discusses the rehabilitation program and makes a determination of eligibility for vocational rehabilitation.

Senator BYRD. How do you rate with the States' program?

Mr. HILL. At the present time we are rated second in the Nation in numbers of persons rehabilitated per 100,000 population.

Senator BYRD. Second?

Mr. HILL. We have the second place nationally.

Senator BYRD. Is West Virginia first?

Mr. HILL. West Virginia is first. West Virginia has been first for a number of years.

RELATIONSHIP TO DEPARTMENT OF PUBLIC WELFARE

Senator BYRD. What is your relationship with the Department of Public Welfare?

Mr. HILL. We have a very good relationship with public welfare. We have several cooperative programs, with public welfare. We try to rehabilitate as many persons who require tax support to reduce the tax burden as much as possible. We have a program at Children's Center, where we are evaluating the persons who can profit from vocational rehabilitation. We have another program where the vocational counselor works directly with the public assistance social worker. This is a team approach to new public welfare applicants at the point of intake. There is also a program at the Residential Training Center.

SERVICES TO MENTALLY ILL AND RETARDED

Senator BYRD. Under the "services to mentally ill and retarded" program, the 1968 estimate totals $350,875, and of this sum $151,961 represents District of Columbia funds and $198,896 Federal grants. Give the subcommittee a brief explanation of the services rendered under each of the categories listed in this program; namely, mentally ill, mentally retarded, Halfway House.

Mr. HILL. The mentally ill, Mr. Chairman, is our program at St. Elizabeths Hospital and the objective is to assist the maximum number of hospitalized patients in returning to the community and to jobs as quickly as possible with appropriate help. Many of these are chronic patients, who have been hospitalized over a long number of years.

I have some statistics on our accomplishment in 1967. 264 patients were placed on jobs from St. Elizabeths Hospital. The cost of care at St. Elizabeths Hospital is $14 a day.

There is a considerable savings in the rehabilitation of patients from St. Elizabeths Hospital. In the mentally retarded program we work with retarded persons wherever we find them in the community. They may be referred from the public schools, or they may be referred from other agencies. We also receive referrals from the District Training School.

HALFWAY HOUSE

Clients placed in our Halfway House are from the District Training School. As you know, the District Training School is 30 miles out. The Halfway House is in town. The residents of the Halfway House are not yet ready for independent community placement yet they have made progress to the point that they can leave the institution.

The Halfway House has served 14 men all together since it was opened. All of the resident are now working. The present earnings of the 14 men amount to $25,208 a year. For the calendar year 1966, they paid $2,280 in Federal income taxes and $343 in State taxes. Savings from the institutional care total $68,376 annually. ($13.42 per day.)

Senator BYRD. Aside from the cost of the 32 positions, there is estimated $100,750 for contributions, of which $58,250 is payable to the District of Columbia fund. What is the purpose of the expense?

Mr. HILL. The contributing—I want to be sure I understand your question—did you say contributing funds, Mr. Chairman, or are you asking for all the funds that we have to put up for matching Federal grants.

CONTRIBUTIONS

Senator BYRD. Aside from the cost of the 32 positions, there is estimated $100,750 for contributions, of which $58,250 is payable with District of Columbia funds. What is the purpose of the expense?

Mr. HILL. The purpose of the expense is to participate in a cooperative program with the Mental Health Association, which operates the Albert Deutsch Center in working with persons who have come out of St. Elizabeths Hospital, or from other community facilities which have been treating mentally ill persons. The focus is on social orientation by working with others on assigned jobs at the Albert Deutsch Center, so that they can be better prepared to take responsibilities in regular work situations. Many of the persons who are discharged from St. Elizabeths Hospital are not ready for a regular rehabilitation program. From the services at the center they can be evaluated for gainful employment.

Contributions are made by private agencies in order that we can carry out such activities.

SUCCESS OF HALFWAY HOUSE

Senator BYRD. The Halfway House programs involve inmates from the District Training School now residing in a dwelling on S Street, and either in training program or working on a job in the city. How long has the program been in operation?

Mr. HILL. This program has been in operation—this is the second year of the program, Mr. Chairman.

Senator BYRD. How successful has it been?

Mr. HILL. It is a very successful program. The House can accomodate 10 men at a time. They are placed in the community in work-conditioning situations and on-the-job training. They then go into full-time employment and live at the Halfway House until such time as we feel they are responsible enough to live in the community independently and care for themselves. Some of them go to rooms in private homes; others return to their own homes. This is a very successful program, because of the number of persons that will go through the Halfway House over the years.

It doesn't show a lot when we serve just 10 persons in it at a time. But the program does relieve the institutional cost considerably. For example, a person who has been in the institutions now for a number of years is now working and supporting himself hopefully on a continuing basis.

SPECIFIC CASE STORIES

May I refer to my notes to give you the exact figures? We have one person from the Halfway House who has been institutionalized for 5 years. He is 28 years old. We worked with him for 10 months. He is now placed in the Government, as a janitor and makes $78 weekly. He is living independently in the community.

We have another who is 26 years old who has been institutionalized for 17 years. He has been in the Halfway House for almost a year and is now working in the Government Services, Inc., as a janitor. He makes $45 a week.

There is another who is 35 years of age who had been in the institution for 23 years. He was admitted to the Halfway House in December 1965. He stayed there for 11 months. He is now placed in employment, in one of our large department stores. He is a kitchen aide, and makes $52 a week. This person is now living independently in the community.

We have another who is 20 years of age——

Senator BYRD. May we just have those for the record, if you please?

Mr. HILL. Yes, Mr. Chairman.

(The material follows:)

SUMMARY OF HALFWAY HOUSE CASES

Mr. W. V.—Age: 20 years. Length of Institutionalization: 13 years. Admitted to Halfway House: December 3, 1965. Place of Employment: Government Services, Inc. Job Title: Baker's Helper. Salary, weekly: $47.00. Living Status: Independent (Private Home).

Mr. L. H.—Age: 25 years. Length of Institutionalization: 13 years. Admitted to Halfway House: November 3, 1965. Place of Employment: U.S. Department of Agriculture. Job Title: Janitor. Salary, weekly: $64.00. Living Status: Independent (Apartment).

Mr. D. B.—Age 29 years. Length of Institutionalization: 21 years. Admitted to Halfway House: September 27, 1965. Place of Employment: U.S. Department of Agriculture. Job Title: Janitor. Salary, weekly: $63.00. Living Status: Independent (Private Home).

Mr. L. W.—Age: 26 years. Length of Institutionalization: 13 years. Admitted to Halfway House: November 3, 1966. Place of Employment: U.S. Department of Agriculture. Job Title: Janitor. Salary, weekly: $64.00. Living Status: Independent (Private Home).

Mr. W. P.—Age: 44 years. Length of Institutionalization: 27 years. Admitted to Halfway House: March 24, 1967. Place of Employment: U.S. Department of Agriculture. Job Title: Porter-messenger. Salary, weekly: $63.00. Living Status: Halfway House.

Mr. L. B.—Age: 22 years. Length of Institutionalization: 6 years. Admitted to Halfway House: August 19, 1966. Place of Employment: General Accounting Office. Job Title: Porter-messenger. Salary—weekly: $57.00. Living Status: Halfway House.

Mr. F. P.—Age: 37 years. Length of Institutionalization: 23 years. Admitted to Halfway House: October 28, 1966. Place of Employment: Goodwill Industries (Employee). Job Title: Janitor. Salary—weekly: $46.00. Living Status: Halfway House.

Mr. G. W.—Age: 46 years. Length of Institutionalization: 37 years. Admitted to Halfway House: September 27, 1966. Place of Employment: Peoples Drug Stores, Inc. Job Title: Dish Machine Operator. Salary—weekly: $46.00. Living Status: Halfway House.

Mr. J. M.—Age: 41 years. Length of Institutionalization: 11½ years. Admitted to Halfway House: November 25, 1966. Place of Employment: Goodwill Industries. Job Title: Trainee, Shoe Repair. Salary: Training Stipend, $7.00 per week. Living Status: This client was returned to the District Training School after it was discovered that he was suffering from a serious cardiac problem. After a series of medical consultations, it was learned that he would be unable to hold a job on a regular basis. He has since been hospitalized for an intensive evaluation of his cardiac problem and we have been given little hope for any successful treatment. As he is a wartime veteran, there is a possibility that he might be entitled to some type of veterans compensation. This course is now being pursued, in the hope that he might be able to live independently on compensation and hold a light part-time job.

VIOLATION OF RELEASE

Senator BYRD. Have you had to send back to Training School any of the population because of violation of the release?

Mr. HILL. None at all. We have only had one casualty, and that was because of medical reasons. We had to put him in the hospital. And we think he will have to go back to DTS because there will be extended hospitalization for which he can receive better care at the institution than at the Halfway House. But we have had no casualties at all. It has been almost 100-percent successful as far as the persons we have placed there.

Senator BYRD. I understand that there have been two reportedly sent back to the Training School because of the violation of their release. And you say there have been none at all?

Mr. HILL. I stand to be corrected, Mr. Chairman. The two persons sent back the first year were not because of violations—I think I am giving you the correct information—but because they were not able to adjust socially on their jobs or at the Halfway House. They were not disturbing factors in the community, but in the Halfway House. They were sent back for this reason.

Senator BYRD. Was there a violation of their release?

PERSON RETURNED FOR LACK OF ADJUSTMENT

Mr. HILL. Not exactly. Because they are placed on parole pending their ability to adjust, with the understanding that if they do not make the proper adjustment, they have to be returned to the District Training School. We have not asked for the release of any of these persons yet by the court. They were placed at the District Training School by the court and, of course, the Welfare Department will have to go back to the court and ask for a release when we feel that they have made sufficient progress to be responsible citizens.

I think this is the extent of the information that you are asking for.

Senator BYRD. Supply the information with regard to the two, without identifying them by name.

(The information follows:)

HALFWAY HOUSE PERSONS RETURNED TO CHILDREN'S CENTER

Mr. D. B.—Age: 25 years. Length of Institutionalization: 2½ years. Admitted to Halfway House: First Time Desember 3, 1965; Second Time November 28, 1966. Place of Employment: First Time: National Orthopedic Hospital; Second Time: Goodwill Industries. Job Title: First Placement: Trainee, Equipment Maintenance; Second Placement: Trainee, Furniture Refinishing. Salary, weekly: First Placement: Maintenance, $40.00 per month; Second Placement: $34.00 per week (training stipend).

Comments.—This client was returned to the District Training School because of poor adjustment to the Halfway House program. He displayed a flagrant disregard for rules and regulations, inability to accept counseling and general belligerence. After an 8 month period of intensive counseling and readjustment he was re-admitted to the Halfway House and enrolled in a new training program as a furniture refinisher. Since that time and to date, the client continues to do very well at the House, in his program and in general. He is considered to be a "model" resident and is a pending graduate.

Mr. R. D.—Age: 20 years. Length of Institutionalization: 11½ years. Admitted to Halfway House: September 27, 1965. Place of Employment: First Time: High Hat Cleaners; Second Time: Metro Graphic, Inc. (Printers). Job

Title: First Time: Presser-Spotter; Second Time: Messenger. Salary: First Time: $41.00 per week (net); Second Time: $56.00 per week.

Comments.—This client was returned to the District Training School because of repeated failures to adjust to the Halfway House program, disregard for rules and regulations and poor attitude. After a five month readjustment period he was returned to the community, employed and has been living independently and successfully since that time. The case was closed—successfully rehabilitated on February 28, 1967.

NUMBER IN PROGRAM

Senator BYRD. What is the number now in the program?

Mr. HILL. In the Halfway House?

Senator BYRD. Yes.

Mr. HILL. Ten. And one is out sick. There are nine at the Halfway House at the present time.

Senator BYRD. How long have you been in the Department, Mr. Hill?

Mr. HILL. I have been in the Department for 15 years.

Senator BYRD. How long have you been in the Department, Mr. Gambaro?

Mr. GAMBARO. Eleven years.

SUBCOMMITTEE RECESS

Senator BYRD. Mr. Hill, we will have to continue with you. I am sorry we can't finish today. We will not set any date at this time.

The subcommittee will stand in recess, subject to the call of the Chair.

(Whereupon, at 5:05 p.m., Monday, August 7, 1967, the subcommittee was recessed, subject to the call of the Chair.)

DISTRICT OF COLUMBIA APPROPRIATIONS FOR FISCAL YEAR 1968

MONDAY, AUGUST 14, 1967

U.S. SENATE,
SUBCOMMITTEE ON THE DISTRICT OF COLUMBIA
OF THE COMMITTEE ON APPROPRIATIONS,
Washington, D.C.

The subcommittee met at 10:10 a.m., in room S–126, U.S. Capitol Building, Senator Robert C. Byrd, chairman, presiding.

Present: Senator Byrd.

DISTRICT OF COLUMBIA

VOCATIONAL REHABILITATION

STATEMENT OF LEONARD M. HILL, DEPUTY DIRECTOR, VOCATIONAL REHABILITATION; ACCOMPANIED BY STEPHEN A. GAMBARO, ASSISTANT DIRECTOR, VOCATIONAL REHABILITATION, AND STEVEN SWAIM, BUDGET OFFICE

Senator BYRD. The subcommittee will be in order.

First item concerns vocational rehabilitation, which we were discussing when we last met.

BUDGET REQUEST

HALFWAY HOUSE

Senator BYRD. At the conclusion of the last meeting, I believe we were discussing the halfway house program. Is it cheaper to keep them in halfway houses than in the institutions, Mr. Hill?

Mr. HILL. Mr. Chairman, over the years it is cheaper because even though a small number of persons go through at a time they will eventually be permanent residents of the community and it is considerably cheaper from this point of view. It absolutely reduces the institutional costs.

ADOLESCENTS PROGRAM

Senator BYRD. For the adolescents program, the 1968 estimate is $236,980, and $70,516 of this sum represents District of Columbia money. I note the program is divided into three activities; namely; high schools, $69,035; multidisabled, $73,944; and court-referred youth, $94,000.

Please give the committee an explanation of these three activities.

HIGH SCHOOL SERVICES

Mr. HILL. The high school services to disabled adolescents is our cooperative program with the public schools to provide a more concentrated school program with holding power and more adequate preparation in the low range of mental ability and/or with subaverage intellectual functioning. This program is carried on currently with the academic studies and is a training and work-study program. It is geared to students where determinations have been made that maximum academic training has been achieved. These students have emotional problems, financial problems, and their IQ level ranges from 52 to 82, ages from 16 to 19.

Eastern High School was selected for this program because it has experienced all of the normal changes which occur when a community experiences a population shift from city to suburban area. The school serves an area of the city which has been designated as an impacted aid area which qualifies for Federal financial assistance. The majority of the students come from homes of poor socioeconomic background, and many of the families receive some form of public assistance. We received 156 referrals as of June 30; we have placed 67 of these students in employment. The average weekly salary is $68 with a range of $48 to $116 per week.

Senator BYRD. Are these students all males?

Mr. HILL. No. We serve both male and female.

Senator BYRD. How many of the students are males?

Mr. HILL. I do not have a breakdown as to the male population I would like to supply it for the record.

(The information requested follows:) Male, 57 percent, and female 43 percent.

Senator BYRD. Now the 67 placed in employment, how many are still in employment?

Mr. HILL. As of our last count in June, all of them were still in employment. There is a very close followup between school and the Vocational Rehabilitation Department.

Senator BYRD. What percentage of the students are Negro?

Mr. HILL. Let me see if I have that.

I do not, and would only be able to guess. I would like to furnish that for the record, what percentage is Negro, Mr. Chairman.

(The information requested follows:) All Negro enrollment.

Senator BYRD. This is a 2-year demonstration project, is it not?

Mr. HILL. This is a 3 year.

Senator BYRD. What year are you in now?

Mr. HILL. The second year.

STAFF FOR PROGRAM

The grant program began July 1, 1966. Of course, we had to tool up and appoint the staff. We have not only our staff but the school also furnishes staff; a part-time assistant principal, one teacher in business education, and three teachers in special education.

READING LEVEL OF STUDENTS

The reading level of the students we are dealing with has been raised considerably through this program.

Senator BYRD. What is the reading level?

Mr. HILL. The reading level has been raised between 2 and 3 years in some instances. We had one who progressed only 1 year, but in most cases there has been a growth of at least 2 to 3 years.

Senator BYRD. Do you think they have been raised from 2 to 3 years, the levels?

Mr. HILL. In some instances, yes. These are pupils with a very low range of mental ability.

EMPLOYMENT PLACEMENT

Senator BYRD. What are the types of employment positions in which these people have been placed?

Mr. HILL. They have been placed in clerical and related fields, card punching, busboys, bagging in supermarkets, custodial labor, laundry, and food service. One person is working as a baker in the supermarket commissary, and he gets a high salary of $116 a week.

Senator BYRD. You might supply that for the record. Let us have that for the record.

Mr. HILL. Yes.

(The information follows:)

Placement statistics for Eastern High School project

	Age	Education	Job	Weekly wage
1.	20	12	Janitorial	$65
2.	19	12	Laborer	60
3.	20	12	Clerk-typist	75
4.	21	12	Food server	77
5.	20	9	Painter	75
6.	18	12	Cleaning woman	65
7.	18	9	Library assistant	60
8.	20	10	Clerk-typist	50
9.	20	11	Salesclerk	50
10.	21	12	Messenger	75
11.	20	12	do	75
12.	18	9	Dishwasher	70
13.	18	9	Clerk-typist	75
14.	20	12	Mail clerk	75
15.	22	10	Recreation assistant	65
16.	20	12	Messenger	65
17.	21	12	Parking lot attendant	50
18.	20	12	Bicycle mechanic	67
19.	21	12	Nursing assistant	65
20.	20	12	Laborer	65
21.	20	12	Messenger	57
22.	19	12	do	58
23.	20	12	Clerk-typist	75
24.	21	12	Clerk-typist	70
25.	21	12	Baker	116
26.	20	12	Messenger	80
27.	19	12	Meat clerk	90
28.	20	12	File clerk	70
29.	20	12	Technical aid (drafting)	70
30.	20	12	Clerk-typist	90
31.	20	12	Cashier	88
32.	20	12	Bookkeeper	65
33.	19	12	Tire recapper	65
34.	19	12	Machine operator (office)	70
35.	20	12	Clerk-typist	68
36.	21	12	Laborer	65
37.	21	12	do	80
38.	19	12	Mail handler	100

Placement statistics for Eastern High School project—Continued

	Age	Education	Job	Weekly wage
39.	20	12	Keypunch operator	75
40.	20	12	do	76
41.	19	12	do	77
42.	20	12	Clerk-typist	73
43.	21	12	Bindery worker	65
44.	19	12	Stenographer	80
45.	22	12	Mess attendant	77
46.	19	12	Clerk, general	70
47.	20	12	Messenger	78
48.	20	12	Information operator	81
49.	20	12	Stock clerk	50
50.	20	12	Messenger	72
51.	20	12	do	54
52.	19	11	do	69
53.	20	10	do	69
54.	20	12	Clerk, general	69
55.	20	12	Packager, hand	50
56.	21	12	Groundskeeper	85
57.	20	12	Clerk-typist	73
58.	22	10	Machine operator (office)	65
59.	21	12	Messenger	72
60.	20	12	Material handler	70
61.	19	12	Telephone operator	81
62.	19	12	Nurse's aide	67
63.	21	12	Pressman apprentice	79
64.	19	12	Salesclerk	60
65.	20	12	Groundskeeper	85
66.	21	12	Janitor	59
67.	19	12	Clerk, general	50

Senator BYRD. All right, go ahead.

COST PER TRAINEE

By the way, what is the cost per trainee, if I might use that term?

Mr. HILL. I do not have the cost per trainee because I would have to get the cost of the school personnel also. I would like to furnish that for the record.

Senator BYRD. All right. Supply the cost per trainee.

First of all, show the cost per trainee and then the cost per trainee placed in employment if there is a difference between the two.

(The information follows:)

COSTS

Average cost per case $158

There is no difference between the cost per case of cases which have been placed and closed rehabilitated and the cost per case of cases still being served. Persons placed on jobs received on-the-job training, prior to employment, at no cost to the Department.

MULTIDISABLED PROGRAM

Senator BYRD. Now the multidisabled program.

Mr. HILL. The multidisabled program is with schools which provide a specialized program in education and protective care for severely disabled students. For the most part these students go to school by bus and are not able to use public transportation. This is a half-time academic program, and a half-time rehabilitation program with students being placed in evaluation and/or training. We work directly with the C. Melvin Sharpe Health School. Most of the persons are severely handicapped. We also work with the Military Road School, which is considered to be a terminal school placement for the retarded.

Students are screened when they finish at Military Road to determine if they can utilize additional training to learn to do something.

Senator BYRD. These students are more disadvantaged, I suppose, than are the other students?

Mr. HILL. Yes, very much so, because they have very severe handicaps. Most of them were born with handicaps.

Senator BYRD. How long have you been carrying on this program?

Mr. HILL. This is the third year we have had this program.

Senator BYRD. Is this a 3-year demonstration program?

Mr. HILL. No. This is our regular program.

Senator BYRD. What success have you had with this program?

Mr. HILL. Last year we received 220 referrals and placed 52 in employment. Six of the placements did not know how to use public transportation. We have a person whose responsibility it is to teach the children how to use public transportation; how to get on a bus and how to get off, and how to cross streets. We were successful in teaching six of such persons.

Senator BYRD. What are the ages of these persons?

Mr. HILL. They range from 14 to 21.

Senator BYRD. Are these males and females?

Mr. HILL. Both males and females.

Senator BYRD. What kinds of jobs were these persons placed in?

Mr. HILL. These persons are placed in dishwashing, clerical aides, three gravediggers, messengers, kitchen helpers, laundries. We have some as library aides.

Senator BYRD. Have they stayed in the jobs?

Mr. HILL. Yes, they have all stayed in their jobs. These are the very severly disabled who would have no opportunity for employment at all even if they completed the 12th grade, they would not go further in school.

Senator BYRD. Are some of these the students that have come out of the school which has been of so great interest to this subcommittee over the years?

Mr. HILL. Yes.

Senator BYRD. I believe those were the severely mentally retarded children and the long waiting list which was wiped out as a result of moneys provided by this committee. Are the students you are talking about some of these same children?

Mr. HILL. Some of the same students. The moneys we had enabled us to carry out our program. Of course, the program is still going on. We are working with two groups of students, one with a median IQ of 50, and one with a median IQ of 70.

DIFFICULTY IN OBTAINING JOBS FOR MULTIDISABLED STUDENTS

Senator BYRD. How about the employers of people like these, do you find it exceedingly difficult to locate jobs for these people?

Mr. HILL. It is difficult, but we are able to locate jobs. We have one person who works with the employers directly. He goes to the employers and discusses the limitations of the students. He states what they would be able to do as far as job performance is concerned. This is discussed on an individual basis. We have to contact a number of employers before we can get acceptance for job placement opportunities.

Senator BYRD. Do you have such persons who are ready for placement but for whom jobs have not yet been located?

Mr. HILL. We have some persons, but we are still looking. We closed all of the successful cases as of June 30, where the people had been in jobs for a sufficient time to show successful placement. We have others on jobs; which cases are not yet closed. Let me say, Mr. Chairman, four of these persons still work in wheelchairs and have to be taken by transportation back and forth to their homes.

Senator BYRD. What kind of work do they do?

Mr. HILL. They are working in protective employment—sheltered workshops—sorting, collating, things of that sort. Sheltered workshop employment provides an activity with pay.

ATTENDANCE

Senator BYRD. How is the attendance of these people?

Mr. HILL. The attendance is good, very good, in all instances. The attendance of the multidisabled is recognized as being very good in school even though they are disabled. They have the advantage of being called for and taken back home. Those who are unable to attend school on a regular basis, because of illness, are assigned a home teacher to see that the academic work goes on. I think this is very good.

Senator BYRD. Apparently these people are not only more interested in work but more meticulous about their attendance insofar as they are able to be meticulous than are the able-bodied?

Mr. HILL. I think so, because they do not have many chances and have to take advantage of their opportunities. They realize this early in life, because a person born disabled has a lot of time to think before he gets to the 12th grade. He knows he has to use all of his abilities if he wants to do anything, from the point of view of an activity, as far as life is concerned.

Senator BYRD. Did the House allow the full amount for these two items?

Mr. HILL. Yes.

Senator BYRD. All right.

The next item is court-referred youths.

COURT-REFERRED YOUTHS

Mr. HILL. This is a new program, Mr. Chairman, where we work with the juvenile court, with offices in the juvenile court and in the receiving home where the children are awaiting disposition for juvenile court, where there have been serious charges filed against them by their parents or by citizens, the police, or other community agencies. In this group 89 percent are male, 93 percent Negro, and 52 percent under 16 years of age. They come from broken homes, and have done poorly in school or are dropouts. Offense against property is 53 percent, housebreaking and petty larceny 18 percent, and crime and violence 53 percent. Almost half their victims are over 20 years of age.

Senator BYRD. How about crimes against the person?

Mr. HILL. Crimes against the person?

Senator BYRD. You did mention crime against property; what about crime against persons?

Mr. HILL. I did mention crime against property. I do not have that. We made a survey but these are not all of the statistical figures. I will be glad to supply for the record all the figures.

Senator BYRD. All right. Also supply the tables or whatever you have there, too, which you were referring to when we were discussing the multidisabled program.

(The information follows:)

VICTIMS OF JUVENILE CRIME

The victims of juvenile crime were most often Negro males, with almost half of the victims over 20 years of age. Persons charged with rape, aggravated assault, serious personal injury and homicide are not considered for this program. The following guidelines are used for referring youngsters to the Project for vocational rehabilitation.

1. Sixteen years of age and over, or 15-year-olds who are close to their sixteenth birthday and will not be returning to a full academic program.
2. Those youngsters who, because of their poor academic record do not plan to continue in an academic program but instead plan to enter the labor market.
3. The nature of the offense, type and severity will also be a factor in selection. Those youngsters charged with very serious crimes (i.e. homicide, aggravated assault, etc.) will not be eligible for participation in the project.
4. Youngsters who appear to be a good risk for early release to the community under supervision.

Characteristics of client population

	Percent
Age: 17 or less	75
Sex: Male	70
I.Q.: 84 or less	66
Education: 8th grade or less	70
Achievement: 6th grade or less	70
Job Experience: 1 month or less	85
Juvenile Offenses: 2 or more	60

NEW PROGRAM

Senator BYRD. This is a new program, is it not, the court-referred youth activity?

Mr. HILL. Yes, sir. This is a new program. The plan is to receive referrals from the probation officer when a person is referred to court to make determination whether or not we can work out a rehabilitation program for that person. The case is taken to court, and a recommendation is made to the judge that we believe the person will follow through a rehabilitation program. Probation is requested so that a rehabilitation program can be carried out. So far, we have had 13 successful closures. Some of the referrals came through Children's Center. We have taken 10 out of the Children's Center and they are now working. There is considerable followthrough to make sure a satisfactory adjustment is being made.

Senator BYRD. What kind of work are they doing?

Mr. HILL. I would have to again, Mr. Chairman, find for the record the various types of jobs in this program.

(The information follows:)

Court-referred youth, employed

Date of birth	Sex	Current occupation	Weekly wage	Offenses
Jan. 18, 1947 (20)	Male	Maintenance worker	$88	Beyond control.
Mar. 2, 1950 (17)	do [1]	Construction laborer.	56	Housebreaking, beyond control, unauthorized use, assault with deadly weapon (a shot in foot).
Sept. 15, 1948 (18)	do [1]	Laborer	50	Robbery (knife), destroying property (busted window), carrying deadly weapon (bayonet).
Feb. 15, 1951 (16)	Female [1]	Cafeteria worker	56	WAPC, beyond control, fugitive from guardian.
July 7, 1949 (18)	Male [1]	Laborer (outdoor)	56	Pocketbook snatchings, housebreakings, and housebreaking—nonresidential.
July 25, 1947 (20)	do [1]	Building porter	50	Beyond control.
Oct. 17, 1947 (19)	Female [1]	Laundry worker	56	Fugitive from guardian.
Nov. 2, 1948 (18)	Male [1]	Waiter	63	2 housebreakings, beyond control, and truancy.
Dec. 28, 1948 (18)	Female [1]	Nurse's aid	50	Fugitive from guardian, beyond control, and violation of probation.
Aug. 18, 1947 (19)	do [1]	Job Corps trainee (clerk typist).	40	Fugitive from guardian, and beyond control.
Sept. 16, 1950 (16)	Male	Cafeteria worker (general).	51	Housebreaking, indecent act on minor female child.
June 19, 1949 (18)	Female [1]	Cafeteria worker	57	Fugitive from guardian and robbery (gun).
Aug. 20, 1950 (16)	Male	Dishwasher	67	Housebreaking, truancy, and beyond control.

[1] Removed from institutional care, 10 at $10.75 per day, $107.50 per day; $752.50 weekly; $39,130.00 annually. Weekly income of 14 placements, $740; annual income of 14 placements, $38,480.

Senator BYRD. Has this program been tried anywhere else in the country?

Mr. HILL. Not to our knowledge. Most of the programs we have referred to, Mr. Chairman, are programs that came through research and planning of the Department in the District of Columbia. They are not prototypes or similar programs which have been tried elsewhere as far as we have been able to determine.

NEW POSITIONS

Senator BYRD. I understand there are to be seven new employees under this program.

Mr. HILL. Yes.

Senator BYRD. What are the positions?

Mr. HILL. Counsel coordinator, psychologist, social worker, two vocational counselors, and two clerk-typists.

FUNDING OF PROGRAM

Senator BYRD. How much of this money is District of Columbia money?

Mr. HILL. There is approximately, I say approximately because there is some variation in this demonstration project, 25–75; 25 District of Columbia and 75 Federal.

Senator BYRD. And 25 in District of Columbia funds would be $94,000?

Mr. HILL. Yes, that is right.

Senator BYRD. Did the House allow this item?

Mr. HILL. Yes.

SCREENING PROJECT

Senator BYRD. Now tell us about the screening project. How will you determine what juveniles will be most acceptable in this program?

Mr. HILL. The determination is made by the vocational rehabilitation counselor and the probation officer as to whether a person has enough strengths to accept and to follow through a vocational rehabilitation program. This is done at the point of court referral or at intake of court where the probation officer feels that a rehabilitation program could be carried out. We are brought into the picture and referral is made. This is done on a cooperative basis. We have an office in the Juvenile Court and we are accessible to the Probation Department. We also have an office in the Receiving Home and receive referrals from the Receiving Home.

NUMBER TO BE ACCOMMODATED

Senator BYRD. How many youths would you expect to be accommodated the first year?

Mr. HILL. We have in the short time, 156, and I know we can get as many referrals as we can take care of. Our present staff certainly could accommodate 300 referrals.

Senator BYRD. When you use the 156 and when you refer to short time, what do you mean?

Mr. HILL. I mean the short time the program has been in operation. The grant period actually began November 1966. We have not had a long time to put the program into operation. We had to get Juvenile Court office space and Receiving Home office space. Then we had to get a staff and tool up. We have been fully operating only a short time.

FUNDING OF PROGRAM

Senator BYRD. Has this program been fully federally funded so far?

Mr. HILL. Yes, that is right. This was fully federally funded. It requires 10 percent matching.

Senator BYRD. It is not fully federally funded, then.

Mr. HILL. No, it is not fully federally funded. It is one of our new programs, 90–10 expansion programs.

Senator BYRD. So you started it in fiscal 1967?

Mr. HILL. Yes.

Senator BYRD. Did we discuss this program last year?

Mr. HILL. No. No, Mr. Chairman. This program was not in being.

Senator BYRD. What has been the cost to the District thus far?

Mr. HILL. This I do not have either, Mr. Chairman. I would like to supply this for the record, the costs.

(The information follows:)

$46,555.00 cost to D.C.

Senator BYRD. Where have you secured the funds for the District of Columbia matching share thus far?

Mr. HILL. Well, the District of Columbia matching thus far has come from staffing funds that we have not used. We have positions in the Department that we have not filled; the 10 percent has come from these funds.

VACANCIES IN DEPARTMENT

Senator BYRD. How many vacancies do you now have in the Department?

Mr. HILL. We have 39 vacancies in the Department.

Senator BYRD. How much lapsed moneys were there in 1967 from unfilled positions?

Mr. HILL. I do not have the lapsed moneys from fiscal 1967. Again, Mr. Chairman, I would like to supply this for the record.

(The information follows:)

Lapsed monies from vacancies, 1967—$278,930.00.

Senator BYRD. Can the District of Columbia matching be in kind or does it have to be in money?

Mr. HILL. It can be in kind.

Senator BYRD. Has it been in kind or in money?

Mr. HILL. It has been in both kind and money.

Senator BYRD. Supply for the record the specifics in this regard.

(The information follows:)

Federal grant matched in kind in fiscal year 1967

Eastern High School demonstration grant: Salaries	$22,417

Federal grants matched by District of Columbia appropriation money in fiscal year 1967

Research and demonstration grants:	
Children's center	$13,816
Mobility training for the blind	10,732
Operations research	5,445
Civil service certification (mentally retarded)	2,485
Vending stand—Automation project	7,806
Eastern High School	27,030
Civil service certification (deaf)	1,273
Public assistance recipients	41,853
Subtotal	110,440
Expansion and improvement: Vocational rehabilitation—U.S. Employment Service	5,334
Subtotal	5,334
Expansion grants:	
Hospital coordination	8
District of Columbia General Hospital	13,784
George Washington University Hospital	8,488
Washington Hospital Center	6,694
Freedman's Hospital	7,669
Providence Hospital	2,362
U.S. Employment Service	1,956
Unit for the deaf	6,177
Court-referred youth	5,597
Sheltered Workshop for the Blind	2,119
St. Elizabeths Hospital dormitory	2,736
Subtotal	57,590
Total matching	195,781

EMPLOYEES IN COURT-REFERRED YOUTH PROGRAM

Senator BYRD. How many employees do you presently have in this program?

Mr. HILL. The court-referred youth we are still talking about?

Senator BYRD. Yes.

Mr. HILL. We now have seven employees.

Senator BYRD. You now have seven?

Mr. HILL. We have seven, yes.

FAILURES IN PROGRAM

Senator BYRD. Have you made any mistakes thus far in connection with the youths selected?

Mr. HILL. So far I do not think we have made any. I do not know of any at the present time. In all these programs, Mr. Chairman, you give your best judgment whether or not a person is going to succeed, and you do have failures.

Senator BYRD. Have you had any failures in the program thus far?

Mr. HILL. Not so far.

Senator BYRD. You are sure of that?

Mr. HILL. To the best of my knowledge, we have had no failures thus far.

Senator BYRD. You might make an investigation of that.

SERVICES TO THE VISUALLY IMPAIRED

For the Division of Services to the Visually Impaired program, $260,370 is estimated for 1968, and of this sum, $124,355 is payable in District of Columbia funds. I note that five activities are included in this program.

Would you give a brief explanation of the program?

Mr. HILL. The Division of Services is our regular service to visually impaired and blind. We do medical evaluation, medical care, physical restoration, and training for job placement. This is a regular program. The Department has established a registry for the blind.

Senator BYRD. How many employees do you have under client services?

Mr. HILL. We have seven District of Columbia employees.

Senator BYRD. All right.

Mr. HILL. We have a registry for the blind, for the early reporting by ophthalmologists and other persons working with the visually impaired and blind. The registry enables the Department to provide much-needed service at a time when services are needed. This is a reporting system to locate and find the blind and for education of the blind.

Senator BYRD. Once they are found, what do you do then? Tell us about the program.

Mr. HILL. Persons reported to be blind are sent letters telling them that the Department offers certain services for rehabilitation in which we believe they may be interested. If so, and if they will let us know we will make appointments for them to come in and discuss the services.

In some instances, a physician may report a person is gradually going blind. If we can get to such a person early in the program, we can start rehabilitation training, braille, and many other activities. It is better to begin when the person has some useful vision than to wait until the person becomes completely blind, and then try to give these services.

Senator BYRD. Who gives the instructions in braille?

Mr. HILL. We work directly with the Columbia Lighthouse for the Blind and that is our main source of teaching of braille.

Senator BYRD. Do you find that this, do you think that this amount of money will be sufficient?

Mr. HILL. Yes, Mr. Chairman, I think this will be sufficient for the register of the blind.

NUMBER PROCESSED UNDER PROGRAM

Senator BYRD. How many blind persons have been processed under this program in the past year?

Mr. HILL. May I ask Mr. Gambaro, because he is also Chief of the blind service.

Senator BYRD. Surely.

Mr. GAMBARO. We processed 1,100, Mr. Chairman. There is an estimated prevalence to blindness of over 3,000. This year it will be over 3,400 according to the formula developed by the National Society for the Prevention of Blindness. The problem with the register is to locate blind people. For example, many parents do not wish to report that they have blind children.

Senator BYRD. What does the figure of 3,400 represent?

Mr. GAMBARO. It is an estimate according to a formula devised by the National Society for the Prevention of Blindness.

Senator BYRD. What does it represent, the 3,400?

Mr. GAMBARO. 3,400 blind persons residing within the District of Columbia. This is the estimated prevalence. We have only been able to locate 1,100 to date.

Senator BYRD. You mean there will be 3,400 who will be additionally blind?

Mr. GAMBARO. No, sir. It will be 2,300 additionally.

Senator BYRD. You have located 1,100?

Mr. GAMBARO. Yes, sir.

Senator BYRD. Is this a new program?

Mr. GAMBARO. It is a 3-year-old program, sir.

Senator BYRD. And you have located 1,100 in 3 years?

Mr. GAMBARO. Yes, sir.

The problem has been that most of the blind people are in the files of ophthalmologists, and the ophthalmologists have been reluctant to divulge names because they would be subjecting themselves to a breach of confidentiality suit. In this connection, the Senate District Committee has a bill before it.

S. 1224, to make the reporting of blindness mandatory in the District. There are no penalty provisions in this law, and its sole purpose is to protect the ophthalmologist.

ADDITIONAL CASES

Senator BYRD. So you estimate there are 2,300 additional cases?

Mr. GAMBARO. Yes, sir.

Senator BYRD. And it is the purpose of this program to locate these people; is that right?

Mr. GAMBARO. That is part of it. And part of it is also to furnish statistics to the National Institute of Neurological Diseases in Blindness, a program known as model reporting area. Its purpose is to collect uniform statistics throughout the Nation, to do research on the causes of blindness.

Senator BYRD. Then when you locate these people you were indicating what the activities were in following up. Do you think this amount of money is enough to do this job?

How many employees are involved?

Mr. HILL. There are seven, seven employees.

Senator BYRD. For the registry of the blind?

Mr. HILL. No, just one. One register for the blind. The register is a record of names of blind persons. The services are rendered under client services, mobility training, and vending-stand programs. That is where the money would be spent for case services.

Senator BYRD. All right. Go ahead.

ORIENTATION AND MOBILITY TRAINING

Mr. HILL. The loss of ability to travel independently is perhaps the greatest single loss in blindness. Blind persons, however, can learn to travel independently through mobility and orientation. We established a program in 1964. The training method we use is the "Hoover long cane" technique. We have received 198 referrals and have 57 in training. We have successfully graduated 36 people to move about on their own responsibility and independently through mobility and orientation.

Senator BYRD. How long is the training period?

Mr. HILL. It depends on the individual. How adaptable he is. Some persons develop a sense of travel in a short time; others take a longer time. It is a varied time. We only provide the service to people who show an aptitude and ability to utilize the training.

Senator BYRD. Which person generally shows the greater aptitude, a person who had sight at one time or a person who has never had sight?

Mr. HILL. A person who has never had sight—blindness is very frustrating to most people and it is hard to get them to move about and hard to get them to develop the senses they have left. It is really, I think, a personality thing, how you feel about it yourself.

We have two blind persons in the Department now; but we have had three. They all travel very well. One has been blind since he was a boy and does not travel quite as well as the other two who were blinded after they became adults.

But it varies with the individual.

Mr. Chairman, might I add that this orientation and mobility is somewhat of a new science. It is called peripatology. It is a science

and it is very interesting to see persons on the street with a cane learning to travel with the mobility instructor just a few feet behind. It seems kind of hazardous to think you walk up to a light and if it is a green light you go across the street. A person is taught when to stop, to listen to which way the traffic is going, to identify places through vacant lots, through the smell of a bakery shop or florist. They teach him how to go through the entire city and orient him. This is one of the programs, even though rehabilitation is an adult program, we start with schoolchildren. They are taught at street crossings in the mornings on their way to school and to classrooms. Mobility instruction begins with persons who have reached the age of 12, at least 12 years of age.

Senator BYRD. Would you speak a little louder, please?

Mr. HILL. Yes.

MOBILITY INSTRUCTORS

Mobility instructors teach them how to cross streets with the signals, how to develop a greater sense of listening to the way in which the traffic is moving, and to identify certain shops along the way so they will know what neighborhood they are in, what block they are in. It is a very necessary program, we feel.

Senator BYRD. Did the House allow the full amount requested?

Mr. HILL. Yes, Mr. Chairman.

VENDING STAND PROGRAM

Senator BYRD. All right. Now the vending stand program.

Mr. HILL. This is the Randolph-Sheppard vending stand program in the District of Columbia and is the single most productive employment of blind persons that we rehabilitate. Currently, we operate 73 vending stands in government and business. Most of these 73 are in government. Persons with other types of disabilities are also employed. This program has been increasingly challenged by automation, by machines you put money in to get coffee—vending machines.

This threatened to take away the livelihood of blind persons, so we have developed a program to teach blind persons to service these automated vending machines. We have graduated four blind operators to serve vending machines. We have had the Randolph-Sheppard vending machine program over a long number of years.

INSUFFICIENT EMPLOYMENT OPPORTUNITIES

Senator BYRD. Do you have sufficient job opportunities in the District for all of your blind people?

Mr. HILL. We have to work hard at it to get the blind employed—blind persons are not easy to place. We work constantly to find more opportunities where they can work in occupations that are not hazardous.

Senator BYRD. Why cannot they be used in operating elevators?

Mr. HILL. We did use them for a time, but so many elevators are now automatic.

Senator BYRD. There are a lot of them that are not automatic.

Mr. HILL. But they are being converted.

Mr. GAMBARO. They are decreasing, Mr. Chairman, and as soon as you place a person in an elevator our experience has been that the building changes. This is one of the occupations where it is risky to prepare a person for a job, place them, and then find the job terminates after a few months.

Senator BYRD. This is true with any job, it is not?

Mr. GAMBARO. It is particularly a hazardous occupation in this respect.

Senator BYRD. That does not seem to be a very good reason.

I realize these things happen, but I see a lot of elevator operators downtown and the buildings are not likely to be altered for a long time.

Mr. GAMBARO. There is a second factor. Most of the manually operated elevators have a small mirror where they can see people coming down the corridor and some vision is usually preferred in placing people in these positions.

Senator BYRD. But if these people can listen to the traffic and determine in which direction it is going, they can listen to the approach of persons in the corridors.

Have you made any effort to stimulate the increase in the number of elevator positions using blind people; have you?

Mr. GAMBARO. Quite a bit, Mr. Chairman, over the years. But the elevator operation seems to be the place that anybody who has an extreme disability has aimed for. The blind and all people with severe disabilities, generally think of the elevators as being a likely type of employment.

Senator BYRD. Can you think of any greater handicap than being blind.

Mr. GAMBARO. It depends on the job, Mr. Chairman. For example, if a man is a watch repairman and has no fingers, you cannot think of a greater disability perhaps for that particular job.

Senator BYRD. He could be more easily trained in some other skill, though, than compared to a person who is blind.

Mr. GAMBARO. Oh, I see your point. In that case it is perhaps the most severe disability with the possible exception of the extreme paraplegic.

Senator BYRD. We have a county clerk in one of the West Virginia counties who has no hands. Yet a blind person could not fill that job.

Well, this just occurred to me as I sat here thinking. I am sure you thought about it long before I did.

EDUCATION OF EMPLOYERS

Mr. HILL. Mr. Chairman, in all cases of severe disability, it calls for the education of employers as to the capabilities of disabled persons, giving them an opportunity to demonstrate ——

Senator BYRD. That is true, but I would assume there are a lot of employers that would rather have blind people than these people with arrest records. You hear a great hue and cry about arrest records should not be supplied to the employer. But it would seem to me a lot of employers, generally, would prefer having blind persons as compared to those who are able bodied with arrest records.

Mr. HILL. This is true, Mr. Chairman.

Mr. GAMBARO. There are other complications with respect to blindness, Mr. Chairman.

Quite often the condition which causes a person to be blind also causes a cosmetic problem. In some cases the eyes bulge with glaucoma or sometimes tearing and infections. Quite often employers feel very uncomfortable in having a blind person in their employ.

Senator BYRD. All right. I tell you, we do not know how to count our blessings, do we?

Mr. HILL. Yes, sir. That is a fact.

Senator BYRD. All right. Your next item. The "Sheltered Workshop."

SHELTERED WORKSHOP

Mr. HILL. The sheltered workshop is a cooperative program with the Columbia Lighthouse for the Blind specifically aimed at training persons to work at the Columbia Lighthouse to teach blind persons to work with other blind persons. That is the main focus of the program.

Senator BYRD. The House allowed your full request for these programs?

Mr. HILL. Yes.

Senator BYRD. How many blind are registered with your Department, did you say?

Mr. GAMBARO. We automatically include them as persons known to the Department. It is 1,100, sir.

Senator BYRD. Is the sheltered workshop a new project, new activity?

Mr. GAMBARO. Yes, sir. A relatively new activity, Mr. Chairman.

Senator BYRD. When you say relatively new, what do you mean?

Mr. GAMBARO. It was approved this past year, past fiscal year.

Senator BYRD. It was approved by whom?

Mr. GAMBARO. It is an expansion grant.

Mr. HILL. Federal Government.

PURPOSE OF PROGRAM

The purpose of this particular program is to solve a problem which often attends workshops—meeting production quotas. With respect to the program for the blind, you know, there are certain schedules in government for purchases of blind-made articles. The National Institution for the Blind issues quotas. Most of the workshops are faced with both serving the blind and meeting these quotas. They have a tendency to keep the very best employees on the job and not have them go out into competitive employment. As a result, many of them have become terminal shops.

In an effort to allow blind people, these good employees of the Columbia Lighthouse, to go out into competitive employment, this sheltered workshop program is aimed at providing severely impaired blind people intensified training, and using them as backup employees so the Columbia Lighthouse would be able to meet its quota.

RELATIONSHIP WITH PRIVATE ORGANIZATIONS FOR THE BLIND

Senator BYRD. What is your relationship with private organizations for the blind such as Columbia Lighthouse for the Blind?

Mr. GAMBARO. It is a cooperative relationship, Mr. Chairman. There are certain functions which are best performed by the private organizations. The Columbia Lighthouse for the Blind and the Department have had excellent relationships through the years. They have quite often innovated programs in areas where we are not authorized to operate. They further represent the expression of the degree the community wishes to support the program for the blind. Usually in States where you have cooperation of this type between the private and governmental agencies the program is enriched.

Senator BYRD. Were any of your clients previously on the public assistance rolls?

Mr. HILL. The blind? Yes, Mr. Chairman. Yes.

Senator BYRD. Give the record some specifics in this respect.

(The information follows:)

Disposition of cases removed from PAD rolls

Name	Age	Number of dependents	Diagnoses	PAD grant before rehabilitation (per month)	Employment placement	Weekly salary
Mr. A	56	4	Bilateral lens opacity, glaucoma and mild hypertension.	$214	Arlington Cemetery	$88.00
Mr. B	50	7	Chronic uveitis, recent iris noted, grade I arterial changes and marked degree of exogenous obesity.	312	Globe Security Co	72.43
Mrs. C	54	0	Bilateral loss of vision (congenital)	87	Vending stand operator under the Randolph-Sheppard vending stand program.	50.00
Mr. D	43	1	Glaucoma, hypertension, post polio atrophy and paresis, right leg.	159	do	50.00

SPECIAL PROJECTS

Senator BYRD. For "Special Projects," the 1968 estimate is $329,603, of which $126,678 is District of Columbia money. I note that 33 positions are provided, 26 from District of Columbia funds and seven from Federal funds.

Could we have a brief explanation of the activities included as special projects?

Mr. HILL. Special projects include residential training center. This is a cooperative training program with the Welfare Department working with ADC mothers and children. The program provides a favorable setting for rehabilitation and job training and skills that will enable the persons to work. This is part of our regular program, and it is in its fourth year now. To qualify, mothers must be between 17 and 45 years of age, two children between the ages of one and 10 or three children between two and five. They also have day trainees who come to the Center in the day and go back home in the evening.

Senator BYRD. How successful has this program been?

Mr. HILL. At the present time there are 101 persons enrolled in the residential training center. This is as of the month of July, this training report. It has been a very successful program.

Senator BYRD. How many of these are you working with?
Mr. HILL. We are working with the 101.

RECIPIENTS OF PUBLIC ASSISTANCE

Senator BYRD. All right. The next item is "Recipients of Public Assistance."

Mr. HILL. Recipients of public assistance is our regular program of working with public assistance clients to receive all referrals from public welfare to offer a program of rehabilitation. We do screening to make determinations on persons who could seemingly profit from vocational rehabilitation. We provide them with regular vocational rehabilitation service, medical evaluation, screening tests, work conditioning, job tryout, physical restoration, placement on the job, vocational counseling, and following through to assure that the placement is successful.

Senator BYRD. How many referrals have you had in each of the last 3 years from the Department of Public Assistance?

Mr. HILL. I do not have a breakdown of the 3-year program, Mr. Chairman. I would have to get that.

(The information follows:)

REFERRALS

PAD Referrals, 1965—366.
PAD Referrals, 1966—1811.[1]

Senator BYRD. All right.

REMOVAL OF PERSONS FROM WELFARE ROLLS

In how many instances has the work of your agency resulted in the removal of persons from the welfare rolls?

Mr. HILL. We do not have the tabulations for this year because they are just being compiled and will not be ready until the end of this month, August. We did supply for the last record, Mr. Chairman, for your committee, the persons we placed from public welfare the last time we were before you.

Senator BYRD. Let us have this for each of the past 5 years. And indicate, if you can, how many of them went back on Public Assistance and how many are still employed.

(The information follows:)

PAD cases rehabilitated and reopened

Fiscal year	Number of cases rehabilitated	Number of cases reopened by DVR	Number of cases reopened by Public Welfare
1963	184	8	14
1964	80	5	2
1965	208	6	4
1966	223	4	0
1967	213	0	0

[1] 1966 new applicants to PAD were screened by DVR–PAD Team to determine numbers of cases that showed a likelihood of profiting from vocational rehabilitation.

During the last five fiscal years the Department rehabilitated 908 recipients of Public Assistance from the Department of Public Welfare. Because of a variety of reasons, 20 cases were reopened by Public Welfare and 23 received further service from DVR. As far as the Department has been able to determine, the remaining clients are still working since they have not reapplied for assistance or vocational rehabilitation.

EVALUATION UNIT

Senator BYRD. The Evaluation Unit.

Mr. HILL. Well, the Evaluation Unit is designed to assess thoroughly clients' psychological and vocational characteristics, social adaptability, functional and academic skills, and specific vocational aptitudes. Our Evaluation Unit last fiscal year served 650 clients. It has a capacity of 35 clients at a time. That is the extent of the Evaluation Unit.

I might add this, Mr. Chairman, that, even though this is not necessarily a placement unit, 93 persons who went through Evaluation were placed by the Unit because they did well enough to indicate that they could receive the counseling and placement directly from the Evaluation Unit.

UNIT FOR THE DEAF

Senator BYRD. The Unit for the Deaf.

Mr. HILL. The Unit for the Deaf was established to assess the vocational and psychological problems, testing, and general servicing of the deaf. The deaf had been grossly neglected so far because we have not had facilities to serve them. But we have developed a program now with Federal support that will increase the quality and quantity of service to deaf persons. We are working with the Civil Service Commission to develop standards that would be more lenient or more understanding than the standards used for people who have hearing.

BACKLOG

Senator BYRD. With regard to vocational rehabilitation, do you have any backlog?

Mr. HILL. We had a backlog up until last week. We were able to overcome our backlog and intake has been brought up to date. We did have a backlog from June 15

Senator BYRD. You have no backlog now?

Mr. HILL. At the present time we have cleared our backlog, I am pleased to say. With a concerted and concentrated effort, we have no backlog. We did not have a terrific backlog at that. We had 68 cases. We try to serve a case within a week. If we get a referral, we like to make arrangements to have that person seen within a week. We call within a week current.

VACANCIES IN SPECIAL PROJECTS ACTIVITY

Senator BYRD. How many vacancies do you have in this activity designated special projects?

Mr. HILL. We have seven vacancies, Mr. Chairman.

Senator BYRD. Why do you have seven vacancies in this activity? It seems to be a very important activity.

Mr. HILL. It is. It is not very easy to recruit persons who have the skills to communicate with deaf people.

Senator BYRD. You mean with blind people and deaf and mute?

Mr. HILL. We have those categories too, yes. You may go to school and learn the sign language and yet you may not be able to know the language of the person who has never been to school because he uses a different sign language. We have to recruit people who are able to communicate really in two languages with the deaf. One person trained in the sign language, and the other is the sign language used by people who have had no training. To get good substantial staff, you have to do a lot of looking.

RECRUITING PERSONNEL

Senator BYRD. How do you go about looking for them? For example, do you go into the States and contact all the schools for the deaf and blind?

Mr. HILL. Yes, we do that. We work directly with Gallaudet College here which is the only college in the country for deaf persons. We also work with all the schools throughout the country. We get notices of blind and deaf people seeking jobs and, if we find one who is qualified for a job, we employ him. This makes it a little slow, though, because we do not have a register and we have to select them as they become available.

Senator BYRD. But you do have information in the various schools for the deaf and blind which would alert students that there are possibilities of employment here in the District?

Mr. HILL. Yes, Mr. Chairman.

DISABILITY DETERMINATIONS PROGRAM

Senator BYRD. For the disability determinations program, $251,777 is requested for 1968 and this includes $17,123 in District of Columbia funds. There are two activities involved; namely, client services and examinations. What types of services are included in these two activities?

Mr. HILL. The examination is a completely federally funded program. It is a cooperative program with the Federal Government to do disability determinations for all persons applying for social security benefits in the District of Columbia. This program was combined with a client services program because many persons who apply to social security, even though disabled, do not qualify for benefits for various reasons. We serve such persons in the regular vocational rehabilitation pogram. Also, there are persons eligible for disability benefits but who could benefit more and make more money if they were in another activity, even though they are disabled for their usual type of work. They could profit from going to work rather than accepting disability benefits. These programs are combined programs serving applicants who are referred by Social Security.

Senator BYRD. The examination activity, you say, is completely federally funded?

Mr. HILL. Yes, it is completely federally funded.

Senator BYRD. The $17,123 requested in District of Columbia funds then would be for client services?

Mr. HILL. For client services; yes, Mr. Chairman.

Senator BYRD. Who makes the examinations and disability determinations?

Mr. HILL. Our staff makes the determinations of disability. These adjudications of disability are then sent to Baltimore to the central office. This happens throughout the country. Then another examination of our determination is made to see whether there is an agreement of allowance or denial of benefits. This program also has a half-time medical doctor on the staff. He works with the staff of the examiners who make the determinations.

GRANTS, SUBSIDIES, AND CONTRIBUTIONS

Senator BYRD. I note in the breakdown by object class of the 1968 estimate, that $81,242 is shown for grants, subsidies, and contributions, and that the estimate is $15,000 over the 1968 base in the Federal grant, which totals $80,742.

Please explain.

Mr. HILL. The $80,000, Mr. Chairman, is for client services.

Senator BYRD. What is meant by grants, subsidies, and contributions? You might supply the answer for the record, Mr. Hill.

Mr. HILL. Yes, sir, Mr. Chairman, because I do not have it readily available here.

(The information follows:)

GRANTS, SUBSIDIES, AND CONTRIBUTIONS

Grants, Subsidies and Contributions is the object class for services purchased by the agency for the rehabilitation of clients. These include training fees, maintenance supplementation, medical treatment and occupational tools. The $15,000 increase represents additional case services money for the Trust Fund Beneficiaries Rehabilitation Program.

USE OF PUBLIC SERVICE ANNOUNCEMENTS

Senator BYRD. Does this Department make use of the public service announcements made by area radio stations to inform blind persons of programs available to them? The blind usually spend a lot of time listening to the radio.

Mr. HILL. Yes, Mr. Chairman, we do this. We make our services known through any medium, television, radio, or window displays. We had a window display a few months ago in Woodward & Lothrop.

Senator BYRD. But with regard to radio stations and programs, specifically what do you do in making use of these?

Mr. HILL. We have spot announcements on the radio to say that there are services available for blind persons and persons interested should telephone. Also, the address is given.

Senator BYRD. How many spot announcements do you have monthly?

Mr. GAMBARO. Well, for the last 3 months there have been none because we had a new public information officer whose job this will normally be. Our regular public information officer resigned. But there

had been an average of about one every 2 months submitted to each station, and then it was up to them to decide to use it. We never had an accurate record of the number of times they used it. But this is one of the functions of the new public information officer, and that person is currently contacting the stations in order to determine the format each station wishes for public-service announcements.

Senator BYRD. It would appear that you have not taken the fullest advantage of this medium.

Mr. GAMBARO. Mr. Chairman, you are right, but this is true of most of our public information. We are undergoing a fiscal crisis, and we recognize that, if we encourage people to look for vocational rehabilitation, we may have to turn them down. We have not pushed this particular activity intentionally.

Senator BYRD. Do you not think that this is an area which should be pushed more assiduously than apparently it has been pushed?

Mr. GAMBARO. Under normal circumstances, Mr. Chairman, but we are faced with the possibility of a cut in service, possibility of a reduction of caseload because we are falling short of case services money. We are at the moment evaluating just how to advise the public. If you promise too much you do a lot of damage.

Senator BYRD. Are not you requesting all the moneys you will need?

FEDERAL FUNDING EXPECTED

Mr. GAMBARO. We had expected, Mr. Chairman, that we would get relief from the Federal matching moneys through the passage of H.R. 14323 last year. The bill did pass the House but did not reach the Senate in time for hearings to be held. We had hoped that the bill would pass this year. The House Select Subcommittee on Education has taken H.R. 5801 which was introduced by Chairman McMillan of the District Committee and decided to merge it with H.R. 8981, the vocational rehabilitation bill. However, we were informed that the bill was reported out of subcommittee with the effective date fiscal year 1969.

You see, all along we were expecting some sort of relief from the Federal matching. It does not appear this will obtain this year. So that the prospects for continuing this year on the same level are poor unless there is some sort of relief.

In other words, Mr. Chairman, we are compelled to bring expenditures in line with revenues and at our latest approximation we fall about $273,000 short. Our case service budget had to be brought in line with the staff. If we do not have adequate case services money for the staff the mission of the agency could not be accomplished.

Senator BYRD. Do you have to depend so strongly on Federal funds? Could you request more District of Columbia moneys or are you restricted by legislation of some sort from doing it?

Mr. GAMBARO. We had not expected to need any more District of Columbia money, Mr. Chairman, because we are presently matching much more District of Columbia money than any of the States in relation to the Federal program. The law permits the matching of three Federal dollars to one local dollar.

Senator BYRD. You are talking about a matching program. I am talking about District of Columbia money to meet a need here. You

have such need for more services. You do not want to put information on the radio for fear you are going to have a spate of applicants. Do you have to confine your activities to this Federal financing program? Can you not have a supporting District of Columbia activity that is fully funded by District of Columbia moneys?

Mr. GAMBARO. Well, sir, if the Federal dollars had been made available then it would have been unreasonable for us to ask for more District of Columbia money when a lot of Federal dollars would have been available. We had every expectation, the chances looked excellent last year, and they looked excellent again. However, we did not realize the effective date of the legislation would begin in fiscal year 1969.

Senator BYRD. Thank you, Mr. Hill.

Mr. HILL. Thank you, Mr. Chairman.

DISTRICT OF COLUMBIA APPROPRIATIONS FOR FISCAL YEAR 1968

MONDAY, AUGUST 14, 1967

U.S. SENATE,
SUBCOMMITTEE OF THE COMMITTEE ON APPROPRIATIONS,
Washington, D.C.

The subcommittee met in room S. 126, the Capitol, Hon. Robert C. Byrd (chairman) presiding.

Present: Senator Byrd.

DISTRICT OF COLUMBIA

STATEMENT OF JOHN P. SYKES, DEPUTY BUDGET OFFICER, DISTRICT OF COLUMBIA

REPAYMENT OF LOANS AND INTEREST AND FEDERAL OBLIGATIONS

Senator BYRD. The 1968 budget estimate and House allowance is $7,790,000; for 1967 the sum was $6,077,600 and for 1966 the sum was $5,690,400.

The justification will be placed in the record.

(The justification follows:)

REPAYMENT OF LOANS AND INTEREST

Appropriation summary

1966 appropriation	$5,690,400
1967 appropriation	6,077,600
Decreases	6,077,600
Base for 1968	
Increases	7,790,000
Total estimate for 1968, direct appropriation	7,790,000

ANALYSIS BY FUNDS

General fund:	
Construction loan	2,428,247
Stadium loan	800,026
Total	3,228,273
Highway fund, construction loan	2,661,896
Water fund, construction loan	1,398,396
Sanitary Sewage Works fund, construction loan	501,435
Total, repayment of loans and interest	7,790,000

JUSTIFICATION

"General fund" construction loan repayments, $2,428,247: Public Law 451, 85th Congress (as amended), authorized a loan for a program of construction projects to meet immediate public building construction needs in the District of Columbia.

Monies advanced under this authority were to be repaid, including interest beginning July 1 of the second fiscal year following the date on which each advance is credited to the General fund. The total amount requisitioned through June 30, 1966, is $40,000,000. The total of funds advanced under this authority is to be repaid within thirty years. Of the $290,000,000 loan authorization the following amounts have been appropriated, requisitioned and repaid:

	Loan		Repayment		
Year	Appropriation	Requisitioned	Total	Principal	Interest
1960	$20,000,000				
1961	15,900,000				
1962	20,400,000	$17,000,000			
1963	18,700,000				
1964	11,300,000		$1,018,444.31	$11,718.28	$1,006,726.03
1965	20,000,000	4,000,000	1,015,124.02	314,357.40	700,766.62
1966	22,400,000	19,000,000	1,015,124.02	327,324.65	687,799.37
1967	20,500,000	[1] 25,000,000	1,251,548.33	384,223.69	867,324.64
Total	149,200,000	65,000,000	4,300,240.68	1,037,624.02	3,262,616.66

[1] Estimate.

The amount requested for fiscal year 1968 is required to pay principal of $428,100.32 and interest of $2,000,146.64 due on July 1, 1967.

"General fund" stadium loan repayment, $800,026: Public Law 561, 85th Congress, approved June 28, 1958, stated that whenever the Armory Board certifies there are not sufficient funds in the stadium sinking fund to pay amounts becoming due for interest or retirement of the bonds, the Commissioners of the District of Columbia shall include such interest or retirement of bonds out of the revenues of the District of Columbia. The Commissioners borrowed $415,800 on December 1, 1966 to meet the total interest payment due on that date. The D.C. Armory Board estimates that there will be $45,000 available to meet a portion of the June 1, 1967 interest payment of $415,800. Therefore it will be necessary for the Board of Commissioners to borrow $786,600 from thte U.S. Treasury to meet these two payments.

The amount requested for 1968 is required to repay the principal of $786,600, together with interest of $13,426 or a total of $800,026.

"Highway" fund construction loan repayment, $2,661,896: Public Law 364, 83rd Congress, authorized a loan for a program of construction projects to meet immediate capital needs for highways in the District of Columbia. Monies advanced under this authority were to be repaid, including interest, beginning July 1 of the second fiscal year following the date on which each advance is credited to the Highway fund. The total amount requisitioned through June 30, 1966, is $44,700,000. The total of funds advanced under this authority is to be repaid within thirty years. Of the $85,250,000 authorized, the following amounts have been appropriated, requisitioned and repaid:

	Loan		Repayment		
Year	Appropriation	Requisitioned	Total	Principal	Interest
1955	$3,357,000				
1956	6,000,000				
1957	5,400,000				
1958	6,481,100				
1959	5,500,000				
1960	13,100,000				
1961	3,500,000	$8,000,000			
1962		21,500,000			
1963	1,600,000	7,500,000	$482,617.00	$53,392.69	$429,224.31
1964			1,841,645.04	222,189.17	1,619,455.87
1965	1,400,000	2,200,000	2,212,648.00	566,351.80	1,646,296.20
1966	3,911,900	5,500,000	2,151,789.29	733,096.11	1,418,693.18
1967	12,000,000	10,000,000	2,301,362.28	771,536.97	1,529,825.31
Total	62,250,000	54,700,000	8,990,061.61	2,346,566.74	6,643,494.87

The amount requested for fiscal year 1968 is required to pay principal of $864,818.57 and interest of $1,797,077.29 due on July 1, 1967.

"Water fund" construction loan repayment, $1,389,396: Public Law 522, 81st

Congress, authorized a loan for the expansion of the District of Columbia water system in the amount of $23,000,000 which was increased to $35,000,000 by Public Law 364 of the 83rd Congress. Monies advanced under authority were to be repaid, including interest, beginning July 1 of the second fiscal year following the date on which each advance is credited to the Water fund.

The total amount requisitioned through June 30, 1966 is $24,900,000. The total of the funds advanced under this authority is to be repaid within thirty years. Of the $35,000,000 authorized, the following amounts have been appropriated, requisitioned and repaid:

	Loan		Repayment		
Year	Appropriation	Requisitioned	Total	Principal	Interest
1951	$1,405,000				
1952	5,125,000				
1953	6,900,000	$750,000			
1954	4,000,000	1,150,000			
1955	2,550,000				
1956	3,000,000	2,300,000	$144,789.55	$34,703.93	$110,085.62
1957	5,300,000	3,900,000	95,423.62	42,222.92	53,200.70
1958	1,600,000	2,000,000	211,702.41	76,721.52	134,980.89
1959		3,250,000	421,971.86	123,581.62	298,390.24
1960	1,200,000	900,000	538,080.12	198,047.83	340,032.29
1961		3,400,000	710,294.18	253,276.16	457,018.02
1962		2,750,000	765,358.69	308,731.18	456,627.51
1963		850,000	968,053.03	351,933.20	616,119.83
1964		850,000	1,123,990.83	420,517.46	703,473.37
1965		1,250,000	1,172,829.68	469,555.02	703,274.66
1966		1,550,000	1,225,779.59	502,560.96	723,218.63
1967	500,000	2,500,000	1,302,639.85	532,777.12	769,862.73
Total	31,580,000	27,400,000	8,680,913.41	3,314,628.92	5,366,284.49

Appropriation: *Repayment of Loans and Interest*

The amount requested for fiscal year 1968 is required to pay principal of $578,315.29 and interest of $820,079.81 on July 1, 1967.

Sanitary Sewage Works construction loan repayment, $501,435: Public Law 364, 83rd Congress, authorized a loan for a program of construction expansion, relocation, replacement, or renovation of (1) the sanitary sewer system of the District of Columbia or (2) the combined sewer of the District of Columbia. Monies advanced under this authority were to be repaid, including interest, beginning July 1 of the second fiscal year following the date on which each advance is credited to the Sanitary Sewage Works fund. The total amount requisitioned through June 30, 1968, is $12,825,000. The total of the funds advanced under this authority is to be repaid within thirty years. Of the $32,000,000 authorized, the following amounts have been appropriated, requisitioned, and repaid:

	Loan		Repayment		
Year	Appropriation	Requisitioned	Total	Principal	Interest
1955	$2,050,000				
1956	700,000				
1957					
1958	1,550,000				
1959					
1960					
1961	700,000	$800,000			
1962	8,600,000	1,750,000			
1963	3,242,000	2,400,000	$45,636.09	$13,330.26	$32,305.83
1964	8,000,000	3,825,000	148,941.10	36,324.95	112,616.15
1965	5,000,000	2,750,000	290,568.42	52,766.91	237,801.51
1966		1,300,000	455,030.37	123,452.59	331,577.78
1967		7,000,000	455,030.37	151,349.59	303,680.78
Total	29,842,000	19,825,000	1,395,206.35	277,224.30	1,017,982.05

NOTE.—The amount for fiscal year 1968 is required to pay principal of $161,062.81 and interest of $340,371.43 due on July 1, 1967.

Repayment of the following amounts is being deferred in accordance with the provisions of P.L. 86-711 pending receipt of additional income from charges for

sewage attributed to sewage flowing into the D.C. sanitary sewage works from the Potomac Interceptor:

	Principal	Interest	Total
Due July 1, 1965 (fiscal year 1966)	$1, 535. 36	$66, 367. 49	$67, 902. 85
Due July 1, 1966 (fiscal year 1967)	35, 105. 78	194, 682. 05	229, 787. 83
Due July 1, 1967 (fiscal year 1968)	79, 882. 20	179, 268. 91	259, 151. 11
Total	116, 523. 34	440, 318. 45	556, 841. 79

EXPLANATION OF REQUEST

Senator BYRD. Mr. Sykes, give us a brief explanation of the request.

Mr. SYKES. Yes, sir, Mr. Chairman.

Mr. Chairman, the amount of money we are requesting here represents the repayment of principal and interest on money that has been drawn down under various authorities under the various funds for capital outlay projects. In addition to that, it also includes the repayment of money that the District had to borrow to meet the interest payments on the $19.8 million in stadium loans.

Mr. Tobriner testified to some extent on this particular item, as you will recall, in the opening session back in March.

This particular amount, exclusive of the amount for the stadium loan, amounts to $2,032,297 in principal and the interest payments of $4,957,677, for a total of $6,989,974. As I say, that is exclusive of the $800,026 for the stadium.

Senator BYRD. How much of the $800,026 stadium loan repayment from the general fund represents principal and interest?

Mr. SYKES. Mr. Chairman, before I answer that—to answer your question specifically, we had a figure of principal, $786,600, and interest of $13,426, for the total $800,026.

Senator BYRD. File for the record the payments made heretofore on your account at the stadium project.

Mr. SYKES. I can give you the figure and then we can file a statement for the record.

Senator BYRD. Just file it for the record.

(The statement follows:)

Interest payments to bondholders

Source of funding	Payment	Date paid	Amount	District of Columbia	Stadium
Stadium fund	1	Dec. 1, 1960	$415, 800	----------	$415, 800
Do	2	June 1, 1961	415, 800	----------	415, 800
Do	3	Dec. 1, 1961	415, 800	----------	415, 800
District of Columbia borrowing	4	June 1, 1962	415, 800	415, 800	----------
Stadium fund	5	Dec. 1, 1962	415, 800	----------	415, 800
District of Columbia borrowing	6	June 1, 1963	415, 800	415, 800	----------
District of Columbia borrowing ($240,000); stadium fund ($175,800)	7	Dec. 1, 1963	415, 800	240, 000	175, 800
District of Columbia borrowing	8	June 1, 1964	415, 800	415, 800	----------
Do	9	Dec. 1, 1964	415, 800	415, 800	----------
Do	10	June 1, 1965	415, 800	415, 800	----------
District of Columbia borrowing ($340,800); stadium fund ($75,000)	11	Dec. 1, 1965	415, 800	340, 800	75, 000
District of Columbia borrowing	12	June 1, 1966	415, 800	415, 800	----------
Do	13	Dec. 1, 1966	415, 800	415, 800	----------
District of Columbia borrowing ($340,800); stadium fund ($75,000)	14	June 1, 1967	415, 800	340, 800	75, 000
Total	----------	----------	5, 821, 200	3, 832, 200	1, 989, 000

NOTE.—In addition to the amount of $3,832,200 shown above, the District has paid $69,476 for interest on short-term loans from the U.S. Treasury.

CORRESPONDENCE WITH THE INTERIOR DEPARTMENT

Senator BYRD. I will place in the record the correspondence I have had with the Department of the Interior concerning the possibility of retiring bonds on the District of Columbia Stadium and transferring the administration of the facility to the Department. In my judgment this has merit and would eliminate a financial and unwarranted burden on the residents of the District of Columbia.

(The correspondence follows:)

U.S. SENATE,
COMMITTEE ON APPROPRIATIONS,
April 21, 1967.

Hon. STEWART UDALL,
Secretary of the Interior,
Department of the Interior,
Washington, D.C.

DEAR MR. SECRETARY: When the Commissioners of the District of Columbia recently appeared before the Appropriations subcommittee of which I have the honor to be chairman, I questioned Commissioner Walter Tobriner on the financial status of the D. C. Stadium. He stated that payments are current on the interest on the stadium bonds, but as yet no payments have been made on the principal of $19,800,000. He further stated that it is doubtful, because of the operating losses which are being sustained under present contracts, that any such payments will be made before the stadium bonds fall due in 1979. However, residents of the District of Columbia will have paid a total of $16,632,000 under the above circumstances.

As you know, Title 2–1725, D. C. Code (1961 Edition) provides that either upon repayment of the bonds and interest, or in any event not later than fifty years from September 7, 1967, all right, title and interest in the stadium shall vest in the United States. This could mean that if Congress were to appropriate the funds to repay the bonds upon expiration, title could pass to the United States in 1979 or 1980. However, in the meantime, as stated above, the citizens of the District of Columbia will have paid $16,632,000 in interest.

Since Congress has already provided in the statute that title will ultimately vest in the United States and, in fact, probably in your Department, it appears to be sound economics for the United States to pay the bonded indebtedness now and also assume full title.

I shall appreciate your comments on this problem and also your advising me as to what steps would be necessary to accomplish the desired result.

Sincerly yours,

ROBERT C. BYRD,
Chairman, Subcommittee on the District of Columbia.

U.S. DEPARTMENT OF THE INTERIOR,
NATIONAL PARK SERVICE,
Washington, D.C., May 11, 1967.

Hon. ROBERT C. BYRD,
Chairman, Subcommittee on the District of Columbia, Committee on Appropriations, U.S. Senate, Washington, D.C.

DEAR SENATOR BYRD: Secretary Udall has asked me to acknowledge your letter to him of April 21 requesting his comments concerning the possibility of retiring the bonds on the D.C. Stadium and transferring this property to the United States for administration by this Department.

We are examining into this matter and the Secretary has asked me to inform you that he will furnish you with his comments and recommendations shortly.

Thank you very much for your interest in the programs of the Department and this Service.

With kindest personal regards and best wishes, I am,

Sincerely yours,

(S) George B. Hartzog, Jr.,
GEORGE B. HARTZOG, JR.,
Director.

PLANNED INCREASE IN PARKING FEES

Senator BYRD. I will also insert in the record the letter of August 3, 1967, from Arthur J. Bergman, Manager of the Armory Board, concerning the planned increase in parking fees effective October 1, 1967.

(The letter follows:)

DISTRICT OF COLUMBIA ARMORY BOARD,
Washington, D.C., August 3, 1967.

Hon. ROBERT C. BYRD,
Chairman, Senate Subcommittee on Appropriations,
Old House Office Building,
Washington, D.C.

DEAR SIR: In a study made last February, the Surveys and Investigations Staff of the House of Representatives' Appropriations Committee revealed that the parking revenues at the District of Columbia Stadium were much lower than those of three other municipal-type stadia: Shea Stadium, Minneapolis and Atlanta.

In view of the Stadium's operating deficit, which has long disturbed the Armory Board and the District Commissioners, and which has been the subject of much debate during Appropriations Sub-Committee hearings since 1963, we believe you will be interested to know that the Armory Board will increase parking fees to $1.00 per car on all non-reserved lots beginning with the 1967 football season on October 1. This will add some $48,000 to the football season parking income and would mean an additional $82,000 during the baseball season, thereby bringing our parking revenues closer into line with those of the other stadia and with the cost-of-operating increases over the past four years.

Very truly yours,

ARTHUR J. BERGMAN, *Manager.*

AUGUST 3, 1967.

The District of Columbia Armory Board today notified the House of Representatives' Appropriations Committee that the District of Columbia Stadium's original $1.00 parking fee on all non-reserved lots will be re-established beginning with the football season on October 1, 1967, thereby bringing the Stadium's parking operation more closely in line with cost-of-operating increases over the past four years, and with the parking operations of other municipal-type stadia in the country. Reserved parking for the seven 1967 Redskins' season games will remain at the $14.00 per season rate. Bus parking fees will also be increased from $2.00 to $3.00.

The Stadium's operating deficit, which has long disturbed the Armory Board and the District Commissioners, and which has been the subject of much debate during the Appropriations Sub-Committee hearings since 1963, will be relieved by some $130,000 annually, and consequently the District's financial burden in subsidizing the Stadium's bond interest payments will be that much lighter.

ABILITY TO REDUCE STADIUM PAYMENT

Senator BYRD. Do you have a further statement?

Mr. SYKES. Yes, sir.

What I was going to say, sir, since we prepared this budget; in fact, as late as May of this year, the Stadium Board did come up with $30,000 more on the June 1 payment which actually means we can reduce this particular payment to $770,000 rather than the $800,000 we have in here. So when we work out the details with Mr. Merrick, we can take that reduction.

I might say also, sir, in the estimates they have given us to prepare for the 1969 budget, they have indicated they will be able to advance $325,000 towards the December 1 payment that will be coming due in 1967. So it does appear that they are making a little more money and are able to apply a little more of that money to this payment. This by no means has any effect to any extent on your letter to the Interior Department, but it does indicate that they are picking up a little more funds.

Senator BYRD. Perhaps I should read the letter of May 11 from George Hartzog, Jr., of the Department of the Interior.

"DEAR SENATOR BYRD: Secretary Udall has asked me to acknowledge your letter to him of April 21 requesting his comments concerning the possibility of retiring the bonds on the D. C. Stadium and transferring this property to the United States for administration by this Department.

"We are examining into this matter and the Secretary has asked me to inform you that he will furnish you with his comments and recommendations shortly." And so forth. I have heard nothing further.

Mr. SYKES. May I make just one more point, sir?

Perhaps we did not make it as clear as we should have in the opening days of the session. Actually, according to the way these bonds were issued, these bonds cannot be recalled until June 1, 1970. This is the way these bonds were issued, unless a bondholder had some particular interest in releasing his bonds and then negotiated an amount. In other words, these bonds could not be retired until then. At that point, beginning June 1, 1970, and into succeeding years, there would have to be a premium paid on each bond as it is retired. The particular one I am speaking of now, the first time that could be retired would require a $30 premium on each bond.

CAPITAL OUTLAY—REPAYMENT OF FEDERAL OBLIGATIONS

Senator BYRD. The next item relates to capital outlay-repayment of Federal obligations. The 1968 budget estimate in House allowance is $1,246,600.

The justifications will be filed in the record.

(The justifications follow:)

Capital outlay—Federal obligations

1966 allotment	$986,800
1967 allotment	1,350,000
Decreases, nonrecurring	1,350,000
Base for 1968	
Increases	1,246,600
Total estimates for 1968, direct appropriation	1,246,600

ANALYSIS BY ACTIVITY

A. Capper-Cramton Act repayment	$201,193
B. Court Building repayment	199,000
C. Hospital Facilities Act, repayment:	
1. Children's Hospital grant Number 1	6,629
2. Children's Hospital grant Number 2	3,500
3. Providence Hospital grant	61,512
4. Casualty Hospital grant	19,500
5. Washington Hospital Center grant	312,694
6. Columbia Hospital grant	18,000
7. Georgetown Hospital grant	29,800
8. Sibley Hospital grant	65,610
9. Cafritz Memorial Hospital (Southeast)	30,375
	547,620
D. St. Elizabeths Hospital	298,787
Total, Federal obligations	1,246,600

Justification

A. *Capper-Cramton Act repayment, $201,193:* The Capper-Cramton Act (46 Stat. 482) authorized the appropriation of $16,000,000 for the purchase of land for the development of parks and recreation areas in the District of Columbia to be repaid to the United States interest free at the rate of $1,000,000 per year. The following table indicates the stature of the $16,000,000 authorization:

Appropriation to date	$15,999,828
Amount repaid through 1967	15,050,089
Maximum liability	949,739
Amount requisitioned from Treasury for land purchased through 1966	15,251,282
Amount repaid through 1967	15,050,089
1968 repayment	201,193

B. *Court building repayment, $199,000:* Public Law 80, 80th Congress (61 Stat. 120), and Public Law 527, 80th Congress (62 Stat. 235), authorized an appropriation of $18,776,000 to construct, equip and furnish a building for use of the United States Court of Appeals for the District of Columbia and the District Court of the United States for the District of Columbia. The District of Columbia is to repay the United States over a period of twenty-five years, fifty percent of the cost of the entire project upon completion, less credit of $2,420,000 for the site in equal annual installments beginning July 1 next following completion of the project. Public Law 455, 82nd Congress, reduced the authorization by $3,875,000 to $14,790,000. This building was completed during the fiscal year 1955 and the final cost figures were compiled by the General Services Administration. Payments of this liability were begun in fiscal year 1956. The 1968 estimate represents the thirteenth payment, as indicated in the following table:

Total cost of building	12,360,797
Less credit for cost of land	−2,420,000
Net cost of building	9,940,797
District of Columbia share—50 percent	4,970,398
Repayment through 1967	2,387,632
	2,582,766
13th repayment, 1968	199,000
Balance due on liability	2,383,766

C. *Hospital Facilities Act repayment, $547,620:* Public Law 648 of August 7, 1946 (60 Stat. 890) and amended by Public Law 221 (65 Stat. 657) and Public Law 85-73 (71 Stat. 243) provides for more adequate hospital facilities in the District of Columbia by acquiring land, constructing buildings and making grants to private agencies. The District of Columbia, under the amended act, is required to repay fifty percent of the net cost, at the annual rate, without interest, of three percentum with the exception of a portion of the grants to Columbia and Georgetown Hospitals which are to be repaid at thirty percent of the net cost of such percentages. Of the $40,818,552 which has been authorized to be appropriated for this purpose, $23,398,099 has been expended for a hospital center located on the Soldiers Home grounds which was occupied in the Spring of 1958, and $17,420,453 for grants to seven private agencies. The District's share of this liability is estimated to be as follows:

Washington Hospital Center—Total cost	$23,398,099
Less: Sale price of Episcopal site and appraised value of Garfield and Emergency	2,559,601
Adjusted cost	20,838,498
District of Columbia share—50 percent	10,419,249
Repayments through 1967	2,188,942
	8,230,307
8th payment—1968	312,694
Balance due	7,917,613

Hospital grants	Total cost	Grant	District of Columbia share	Repayments through 1967	1968 repayment	Number of payments	Balance due
Children's No. 1	$3,502,318	$441,913	$220,956	$66,289	$6,629	11	$148,038
Children's No. 2	873,542	234,000	117,000	24,500	3,500	8	89,000
Providence	8,285,467	4,097,040	2,048,520	430,472	61,512	8	1,556,536
Casualty	3,526,971	1,300,000	650,000	136,500	19,500	8	494,000
Columbia	3,086,000	1,428,500	600,250	90,000	18,000	6	492,250
Georgetown	7,200,000	2,170,000	995,000	178,800	29,800	7	786,400
Sibley	8,755,791	4,374,000	2,187,000	394,650	65,610	7	1,726,740
Southeast	9,000,000	3,375,000	1,012,500	.....	30,375	1	982,125
Total	44,230,089	17,420,453	7,831,226	1,321,211	234,926	.....	6,275,089

D. *St. Elizabeth Hospital, $298,787:* P.L. 472, 83rd Congress, authorized the construction of a maximum security building and provided that with respect to future construction and major repairs of buildings and grounds the District of Columbia should repay a proportionate share of such cost based on total days of inmate habitation chargeable to the District of Columbia. Such repayments are to extend over the estimated life of such construction, not to exceed 40 years. It is estimated that in Fiscal Year 1967 the District population in this hospital, 4,742 will be approximately 82.6% of the total population of 5,741. An amount of $298,787 is required to meet the following payments:

	Gross yearly repayment	District of Columbia share (82.6 percent)
Maximum security building	$194,150	$160,368
Treatment and cafeteria building	110,329	91,132
Major repairs and improvements:		
1963	11,924	9,849
1964	7,846	6,473
1965	22,382	18,488
1966	15,052	12,477
Total	361,683	298,787

Senator BYRD. Let us have a brief explanation of this item, Mr. Sykes, please.

Mr. SYKES. Mr. Chairman, this is broken into three main groups.

CAPPER-CRAMTON ACT REPAYMENT

The first is the Capper-Cramton Act repayment, which represents $16 million that the Federal Government made available for the purchase of land for development of areas for recreation. The National Capital Planning Commission has been buying land and, as they buy it, the District has been reimbursing them each year. The amount we have in this year is $201,193. This actually leaves a maximum liability of somewhere in the neighborhood of $900,000 which will ultimately have to be paid as land is purchased.

CONSTRUCTION COST OF U.S. COURT BUILDING

The second grouping is the District's share of the construction cost of the U.S. court building which houses the U.S. Court of Appeals and the District Court for the United States.

Senator BYRD. How much is for the court building repayment?

Mr. SYKES. $199,000.

Senator BYRD. Why is the District government required to pay 50 percent of the net cost of the building?

Mr. SYKES. This was by law, sir, Public Law 80 of the 80th Congress, and subsequent laws change these amounts slightly. But this was by law that the District of Columbia, since it was the U.S. courts for the District, should pay 25 percent over a 25-year period of the net cost of this building. They did give the District credit for the land it was placed on and this reduced our share down to 50 percent of the total cost of $4,970,398.

Senator BYRD. How much has been paid thus far?

Mr. SYKES. Through 1967, we have paid $2,387,632. The $199,000 that I mentioned just previously represents the 13th payment and that will reduce our liability to $2,383,766.

Senator BYRD. Does the District government occupy any space in the building?

Mr. SYKES. To my knowledge, sir, we have only two or three representatives of the Corporation Counsel who are housed in that building who would be considered outright District employees.

Senator BYRD. Is the 1968 budget estimate of $1.2 million all payable from the general fund account?

Mr. SYKES. Yes, sir.

PERSONAL SERVICES, WAGE BOARD EMPLOYEES

Senator BYRD. The next item relates to personal services, wage board employees.

The 1968 request and House allowance is $1,613,000.

The justification will be placed in the record.

(The justification follows:)

Personal services, wage board employees

1966 allotment	
1967 allotment (does not include anticipated supplemental for wage board increases)	$1,320,000
Transfer to (—) various agencies within the District of Columbia	—1,320,000
1967 adjusted (1968 base)	
Increases	1,613,000
Total estimate for 1968	1,613,000

Analysis by activity

	1966 obligations (actual)	1967 allotment	Transfers	Decreases	1967 adjusted (1968 base)	Increases	1968 estimate
Personal services, wage board employees		$1,320,000	$1,320,000			$1,613,000	$1,613,000
General fund		1,000,000	1,000,000			1,230,000	1,230,000
Highway fund (regular)		100,000	100,000			122,000	122,000
Highway fund (parking)		2,000	2,000			2,000	2,000
Water fund		130,000	130,000			153,000	153,000
Sanitary sewage works fund		87,000	87,000			105,000	105,000
Metropolitan area sewage works fund		1,000	1,000			1,000	1,000
Total		1,320,000	1,320,000			1,613,000	1,613,000

JUSTIFICATION FOR WAGE BOARD PAY INCREASE

This amount is required in order to pay for wage increases approved by the Board of Commissioners for approximately 6,700 Wage Board employees. In addition, this request includes funds required to pay Federal wage board employees at the Washington Aqueduct, National Park Service, and the National Zoological Park for services provided the District of Columbia.

A brief résumé of the increases for District wage board employees is as follows:

a. *Regular Wage Board*—The Regular Wage Board category constitutes the largest group (91%) of the four wage board pay groups. The 6,260 employees in laboring, trades and crafts, material handling and equipment operating occupations received salary adjustments effective January 1, 1967 ranging from $0.05 per hour at grade WBR–1 to $0.16 per hour at grade WBR–18. The average per employee was slightly in excess of $0.114 per hour, and was based on wage surveys conducted in the Washington Metropolitan Area in September and October, 1966 by the Bureau of Labor Statistics and the Department of the Navy.

b. *Food Service Wage Board*—Food service rates for approximately 460 Wage Board employees were adjusted in August, 1966 by an average of $0.14 per hour per employee and again in December, 1966 by an average of $0.095 per hour per employee.

The August increase of 5 percent was based on the poor competitive position the District Government found itself with respect to its major competitor—the Federal Government. Although the District Government had set its wage rates based on area surveys of twenty-nine restaurants, hotels, hospitals, caterers and grocery chains in the private section, the Department of Defense, Veterans Administration and the Department of Health, Education and Welfare paid considerably higher wage rates which resulted in a 20% vacancy rate in the District institutional food service establishments.

The increase effective December 18, 1966 reflected changes in prevailing rates based on a joint area wage survey conducted with the Veterans Administration and Department of Health, Education and Welfare; included in the survey sample were five defense establishments in addition to the private firms. This ad-

justment increased rates approximately 4.4 percent ranging from $0.05 per hour at grade WBF–1 to $0.15 per hour at grade WBF–18.

c. *Laundry Wage Board*—Laundry Wage Board rates were adjusted approximately 8 percent for 133 employees in this category effective August 23, 1966. The increase which averaged $0.16 per hour per employee was based on the "public interest" definition that government should not pay its employees rates that are below the poverty line.

The Economic Report of the President transmitted to Congress in January, 1966, defined poverty as when a four person nonfarm family had a money income of less than $3,130 per year. The report stated "there can be little dispute that almost all people with incomes below these minima are indeed poor".

The $3,130 poverty line income converts to $1.50 per hour. The Commissioners established this as the minimum rate to be paid to District laundry employees.

A wage survey conducted by the Department of the Army in September 1966, indicated almost no change in rates paid by area laundry firms since the industry was last surveyed a year ago. As a result, the Federal Government, in December, adopted the laundry rates established by the District Government the previous August.

The funds requested will be distributed as follows:

General operating expenses:	
Department of General Administration	$2,900
Public Library	21,300
Department of Buildings and Grounds	63,800
Subtotal	88,000
Public safety:	
Metropolitan Police	12,800
Fire Department	9,400
Corrections	27,200
Subtotal	49,400
Public Schools	255,000
Parks and recreation:	
Recreation Department	63,800
National Park Service	127,500
National Zoological Park	49,300
Subtotal	240,600
Health and welfare:	
Public Health	128,600
Public Welfare	106,300
Subtotal	234,900
Highways and traffic:	
Department of Highways and Traffic	140,700
Motor Vehicle Parking Agency	2,000
Subtotal	142,700
Sanitary engineering:	
Department of Sanitary Engineering	527,000
Washington aqueduct	74,800
Subtotal	602,400
Total, District of Columbia	1,613,000
General fund	1,230,000
Highway fund (regular)	122,000
Highway fund (parking)	2,000
Water fund	153,000
Sanitary sewage works fund	105,000
Metropolitan area sanitary sewage works fund	1,000

EMPLOYEES AFFECTED

Senator BYRD. How many employees are affected?

Mr. SYKES. It is 6,853, sir in three categories. The regular Wage Board, the Food Service Wage Board and the Laundry Service Wage Board.

Senator BYRD. Are any further Wage Board increases contemplated in fiscal 1968?

Mr. SYKES. Yes, sir. I imagine they will be coming along this December. There will be further studies which are conducted with the Federal Government, with the Navy, and with the Washington metropolitan area. We feel very certain that there will be, as there have been in past years, additional increases which we will have to handle in a supplemental.

Senator BYRD. Are the rates covered in this request comparable to those paid Federal employees in the same categories?

Mr. SYKES. Yes, sir. Because they are done on studies that are conducted in some instances in the Bureau of Labor Statistics, by the Navy, and also by the Department of Health, Education and Welfare. So they are related.

Senator BYRD. Thank you, Mr. Sykes.

Clerk's note:

The following material was received subsequent to the close of the hearings to which it applies. It is referenced to the proper page number.

FEDERAL IMPACT FUNDS (SEE P. 1057 AND 1066)

THE DISTRICT OF COLUMBIA,
Washington, D.C., September 8 1967.

Hon. ROBERT C. BYRD,
Chairman, Subcommittee on Appropriations for the District of Columbia, U.S. Senate, Washington, D.C.

DEAR SENATOR BYRD: There is attached a letter dated September 6, 1967, I received from the Acting Superintendent of Public Schools.

It relates to information furnished by Dr. Hansen after a discussion during your 1968 budget hearings of the possible use of Federal funds available to the Public Schools. The discussion before your committee appears on page 1050 to 1065 of the page proofs of the Senate Appropriations Hearings on the District of Columbia Budget for 1968. It represents a supplement to the insert material appearing on page 1064.

Sincerely yours,

WALTER N. TOBRINER,
President, Board of Commissioners, D.C.

SUPERINTENDENT OF SCHOOLS,
FRANKLIN ADMINISTRATION BUILDING,
Washington, D.C., September 6, 1967.

Commissioner WALTER N. TOBRINER,
President, Board of Commissioners,
District Building,
Washington, D.C.

DEAR MR. TOBRINER: During the course of last April's Senate Hearings on the FY 1968 School Budget, Senator Byrd and Senator Hruska both expressed a desire to approve as large a proportion of the school budget as possible. The shortage of revenue was the major barrier which limited their actions. In this context, Dr. Hansen agreed to provide from Impact Aid funds the 75 prekindergarten teachers requested if the Congress could provide the relocatable classroom units to support these positions. He also agreed to provide some of the staff requested to individualize instruction. Later, this number was set at 57 positions. The cost of the 75 prekindergarten teachers was estimated at $258,338, on a partial year basis, and the 57 teachers to individualize instruction were estimated to cost $255,246. The total estimated cost of these 127 positions was $513,584. This action by the Superintendent required Board of Education approval, of course.

In the following months, it appeared that a revenue bill would be passed, thus alleviating the need to allocate Impact Aid funds temporarily during FY 1968 to cover urgent regular budget requests. As you know, the House of Representatives has passed this revenue bill and in all probability additional revenues will be forthcoming.

Due to the delay in approving the FY 1968 budget, there was some uncertainty concerning whether the relocatable classrooms would be provided for the prekindergarten teachers. Also, the passage of the revenue bill appeared probable, and this action would obviate the need to use Impact Aid funds for these positions. We are quick to note that delay of final action on the FY 1968 budget until final action on this revenue bill offers maximum opportunity for approval of the FY 1968 school requests, and thus the school administration heartily endorses this delay as in the best interest of the District. But it did cause uncertainty in the preparation of the FY 1968 Impact Aid budget. Therefore, a sum of $600,000 was set aside in the FY1968 Impact Aid budget to allow for initial implementation of the Columbia report. This sum was available as a reserve to provide these positions, should the situation require this.

Since July 10, 1967, when the Impact Aid budget was approved, the Board of Education has been confronted with several major demands, including transportation expenses incurred to implement the recent court decision in the case of Hobson v. Hansen et al. As a result, less than $100,000 of this $600,000 reserve is still available. The Board will be considering alternative sources of funding for costs of transportation. Certainly, transportation is a result of overcrowding and lack of classroom space and is, in effect, a temporary substitute for construction, and thus is not a desirable use of Impact Aid funds. However, for the present, this reserve is all the funds immediately available to the Board.

Because of these obligations, Impact Aid funds are not avaible to employ prekindergarten teachers and teachers to individualize instruction. In the unlikely event that additional revenues are not forthcoming, the Congress may expect some or all of these 127 positions to be provided from Impact Aid funds and a misunderstanding may occur. Thus, my sole reason for writing is to make this fact clear well in advance of the Senate Committee's final action on the FY 1968 budget.

If you have any questions regarding this matter, please feel free to contact me.

Sincerely yours,

BENJAMIN J. HENLEY,
Acting Superintendent of Schools.

(See pp. 141–144) Updated

Complete report on transportation as of June 15, 1967—use of contract buses to relieve overcrowding

School transferring pupils	School receiving pupils	Building address	Number of pupils	Number of buses
Drater, Wahler Pl. between Wheeler Rd. and 9th St. SE.	Roper	48th and Meade Sts. NE	65	1
	Buchanan	13th and E Sts. SE	33	1
Eckington, Quincy Pl. and 1st St. NE.	Rabaut	North Dakota and Kansas Aves. NW.	61	1
Green, 15th and Mississippi Ave. SE.	Brent	3d and D Sts. SE	24	1
	Stevens	21st and K Sts. NW	49	1
Hendley, 6th and Chesapeake SE.	Woodson	Minnesota Ave. and Foote St. NE.	63	1
	Seaton	I St. between 2d and 3d Sts. NW.	65	1
McGogney, Wheeler Rd. and Mississippi Ave. SE.	Kingsman	14th and E Sts. NE	37	1
Moten, Elvans and Morris Rd. SE.	Evans	5500 East Capitol St	92	2
	Roper	48th and Meade Sts. NE	36	1
Nichols Avenue, 2427 Nichols Ave. SE.	do	do	95	2
Morgan, 18th and Champlain Sts. NW.	Hardy	Foxhall Rd. and Volta Pl NW	15	1
	Key	Hurst Terrace and Dana Pl. NW.	29	
Orr, 22d and Prout Sts. SE	Miner	615 15th St. NE	45	1
Ketcham Annex, 16th and R Sts. SE.	do	do	27	1
Emery, Lincoln Rd. and S St. NE.	Truesdell	8th and Ingraham St. NW	70	1
Grand total			816	17

NOTE.—The total estimated cost for the school term is $46,019.81.

ELEMENTARY SCHOOL CONSTRUCTION (SEE PP. 759 FF)

Washington, D.C., May 4, 1967.

Hon. ROBERT C. BYRD,
Chairman, Subcommittee on Appropriations of the District of Columbia Committee,
U.S. Senate, Washington, D.C.

DEAR SIR: Enclosed is a petition with more than 125 signatures of interested parties opposed to the proposed erection of a public school in the vicinity of 10th and Shepherd Streets, NE.

We request that this petition be made a part of your record on this matter.

Thank you for your consideration.

Very truly yours,

MICHIGAN PARK CITIZENS ASSOCIATION,
MRS. GEORGE T. O'BRIEN.

We, the undersigned, wish to go on record as being opposed to the proposed erection of a public school in the vicinity of 10th and Shepherd Streets, NE, Washington, D.C. for the following reasons:

1. The number of young children in this particular area does not justify the need for the erection of a school. Bunker Hill, a modern elementary school at 14th and Michigan Avenue, NE is only three or four blocks from this proposed site. Because there are so few young children within walking distance, most of the students to this school would have to be transported. In planning we feel schools should be located close to where children live.

2. There would be a needless loss of taxable property to the District Government.

3. This is an old established area composed mostly of "senior citizens" and we feel it would be an injustice to the homeowners who would be displaced. To be removed from their homes now would impose a financial as well as social adjustment burden on them. The range of residency for most of the homeowners is from 15 to almost 50 years. We probably would have welcomed a school 15 or 20 years ago when our children were of school age and there were many young children in the area. Now we ask that some consideration be given to us "senior citizens."

4. There appears to be other property available for this purpose—property which would not have to be razed. For example, property adjoining Bertie Backus Junior High School on South Dakota Avenue; property located at 12th and Lawrence Streets, NE—just one black from the present site of the Brookland School; property belonging to the Soldiers' Home at Michigan Avenue and Irving Street, NE; property located north of Taylor Street, NE, at Hawaii Avenue. Perhaps the obsolete Brookland School at 10th and Monroe Streets, NE could be remodeled.

5. A definite traffic bottleneck would be created on Shepherd Street, with the closing off of Shepherd Street at 10th. This could become a traffic hazard and certainly a nuisance to a well adjusted, well established older neighborhood.

Mr. and Mrs. George T. O'Brien, 4014 12th Street NW., residence. 32 years, and others.

(The names of the remaining petitioners, together with addresses and length or residence in the area are on file with the committee.)

NURSES' LICENSING FEE

DISTRICT OF COLUMBIA NURSES' ASSOCIATION.

Senator ROBERT C. BYRD,
U.S. Senate,
Washington, D.C.

DEAR SENATOR BYRD: We appreciate your invitation to submit our views on HR 8569 at this late date. It was only recently we learned that the radical increase in licensure fees for Registered Nurses in the District of Columbia was justified by the District Commissioners in House hearings on District Appropriations. We are grateful for this opportunity to set the record straight.

On page 65 of the Hearings before a Subcommittee of the Committee on Appropriations of the House, 90th Congress on HR 8569, the Commissioners stated

that "two public hearings were conducted to consider the revised fees" for Licensure of Registered Nurses in the District of Columbia. We feel the District government conducted two hearings tailored to produce pre-determined and self-serving conclusions and recommendations which, as we will demonstrate are not only in violation of the District Code but patently contradictory to the public interest.

The District of Columbia has a very serious shortage of registered nurses. The average hospital has one out of four budgeted positions unfilled. Today fully one-half of the nursing care in District hospitals is performed by the least skilled nursing aide.

In the face of this serious shortage, the District Commissioners increased the licensure fees, already among the highest in the nation, from 50 to 75%. They raised the fees during the height of a prolonged and heated dispute with our Association over abolishing the post of Executive Secretary to the Nurses' Examining Board. We cannot help but feel their decision was made in a prejudiced environment.

Effective July 1st nurses will be charged $45.00 for initial Licensure examination or for the endorsement of a license issued in another state. Annual renewal will be $7.00 (Doctors pay $5.00).

Corresponding fees in Maryland, Pennsylvania and Virginia do not exceed $20.00 for examination or endorsement or $1.00 for annual renewal.

A 1966 survey by the American Nurses' Association reports that 43 states or 86% have initial registration fees of $25.00 or less and 49 states or 98% with annual renewal fees of $5.00 or less.

A survey of Nurse Examining Board financing show only 14 states use public funds. The others are self-supporting and like the District accredit and license their Schools of Nursing as well as license nurses. Six of these self-supporting Boards handle approximately the same number of licensees as the District (around 7000 per year). Not one of these States which includes West Virginia charges more than $20.00 for initial examination or $5.00 for annual renewal.

The District Hospitals presently fill 14% of its vacancies with part-time nurse personnel. They depend on the married nurse who lives in the suburbs and are attempting to recruit more of these nurses through a continual program of refresher course training using federal funds. These nurses are usually in the area only a short time and are not interested in part-time employment when they must pay $45.00 to transfer their License. The informed judgement of nurse recruiters in District Hospitals is that the increase fees will have grave consequences on recruitment.

A June survey of District Hospitals indicate that where D.C. Licensure is a condition of employment (75% of all Hospitals) 24.8% of R.N. positions are vacant. The U.S. average is 14%. Federal Hospitals which do not require D.C. Licensure report a R.N. vacancy rate of 12%. One D.C. owned hospital which permits Maryland licensure has only 10% vacancies.

The District Hospitals also depend on the young graduate from adjacent states as a major source of full time nurses. The increased fees places the District in a very serious competitive disadvantage with these neighboring states in attracting these young graduates.

A survey of student nurse graduates from schools in nearby Maryland, Pennsylvania and Virginia showed 2 out of 3 polled will not practice in the District. Of those indicating they would not practice here, 50% stated an inability to meet the higher fees as the primary reason for not coming into the District.

In our opinion the costs of licensing are so excessive that the District will experience increased shortages. Patient care must necessarily suffer with deteriorating patient-nurse ratios. The morale of those nurses who remain will be affected by increased work loads.

We have met with the D.C. Commissioners on several recent occasions. Their minds are closed.

The Commissioners claim that Congress forced them to increase these fees by insisting that the Licensure program be self-supporting. We feel this is a deliberate misrepresentation of your position and abdication of their public responsibility to the citizens of the District of Columbia.

Congress enacted the Nurses Training Act in 1964 to correct an alarming national shortage of nurses. Congress has also appropriated additional millions of dollars for refresher training programs designed to encourage inactive nurses into employment. In view of these programs your Committee could not intend this result which is patently contradictory to Congressional efforts.

The Commissioners have discretionary authority under Section 1–253 to adjust fees in order to defray the approximate cost of operating the licensing programs. The costs are to be recouped by charges to nurses and schools of nursing under Section 2–406 and 2–408 D.C. Code. The schools of nursing have never been charged a fee for the accreditation and licensing services of the Examining Board, thereby, placing the burden of such costs on the nurses who are licensed by the District. In other words, the entire cost of licensing including the accreditation of schools is being charged to a single consumer in violation of the Statutory Mandate that such cost be apportioned between the users.

The Congress has provided that fees should be set by the Commissioners after a public hearing in which the interested parties would have an opportunity to present their views, to hear the views of others, and to test and have tested, the accuracy and substance of their respective positions. This, we regret to say, does not appear to have been followed in this instance.

The opportunities afforded the public, including the nurses, to participate in the fee determinations, hardly approached, as we believe, the safe-guards and guarantees contemplated by the statutes. We know that the first hearing officer, an employee of the District Government, heard certain witnesses and took certain evidence formally. We also know that this same officer conducted an inquiry of his own, the extent and results of which were never made known to the interested public, and we also know that the first hearing officer made a report to the Board which we have never seen. It also appears that the Board, after receiving this report, concluded that another hearing was necessary in order to afford the Department of Occupations and Professions an opportunity to develop and justify its conclusions.

The hearing subsequently resumed under a different hearing officer, who was also an employee of the District Government. This hearing officer submitted his Findings, Conclusions and Recommendations to the Board of Commissioners on January 17, 1967. We obtained a copy of this memorandum only after extensive personal inquiry at the District Building on May 12, 1967, almost four months after the fact. This was our first official notice that the fees had been increased although the Board officially adopted the Findings, Conclusions and Recommendations of the hearing officer on January 19, 1967.

We do not know, nor have we ever known, the basis upon which either of the hearing officers disposed of our contentions. Nor do we know, nor have we ever known the basis upon which the increased fee schedule was promulgated. There was submitted a "budget" which in generalities stated the costs to be retrieved by the fee payments. These were never itemized in accordance with accepted cost accounting procedures and inquiries seeking to elicit this information were either unanswered, or answered evasively. In either case, the interested public is as uninformed now as it was then. In this context, we believe you can understand that the public interest has not been served.

There is in addition to the above noted defects in the setting of the fees a question of statutory construction. Congress set licensure fees at $1.00 per year and $15.00 for initial licensure under Section 2–404 of the D.C. Code. This provision has never been repealed. Therefore, the affect of Section 1–253 D.C. Code granting discretionary authority to set fees is to vest authority to amend an Act of Congress in non-federal administrative agencies without any real or substantive guidelines. That this discretion has been abused is evident by the mere fact the Commissioners arbitrarily set fees in complete disregard for the public interest, in violation of Sections 2–408 and 1–253 and which would frustrate Congressional efforts to correct an alarming nursing shortage.

In view of the foregoing facts, and in view of the further fact that the increased rates are now being billed to nurse-registrants, we believe that the public interest would be served if the increases were to be revoked pending a full inquiry into the matter, in accordance with the procedure clearly outlined in the statute.

Such inquiry, we believe, will establish, among other things, that the licensure program can be self-supporting, on a fee schedule which keeps the District competitive with its adjoining jurisdictions, without resort to tax money support. We know that the hearing officer has recommended a subsidy at the expense of the public. We hesitate to subscribe to this conclusion until we have had the opportunity to be fully apprised, and to test the accuracy of the data upon which this recommendation is based.

We sincerely appreciate this opportunity to correct the record and bring this very serious matter to your attention. We hope you can prevail upon the

Commissioners to act in a manner responsive to the health needs of the citizens of the District of Columbia. We have taken the liberty to forward a U.S. Department of Health Education and Welfare Survey dated March 9, 1967. This survey is a source book for the planning for Community Nurse Needs in the District of Columbia. We are certain you will find this very informative.

Sincerely,

WILLIAM A. LANG,
Executive Director

CHARACTERISTICS OF THE NURSING POPULATION, DISTRICT OF COLUMBIA

Median age 1949–1962

Median age of employed nurses in 1962 was 41.6 years which is an increase of 8.7 years from 1949. Median ages exceeds national average by 2.4 years and indicates proportionately fewer young graduates employed in the District.

Increase Nurse Supply 1949–1962

In 1962 there were 4,783 registered nurses in D.C. an increase of only 672 since 1949.

Percent married

In 1962 49 percent of active nurses were married. This is a lower proportion than in nearby states or in the nation as a whole. Indicates married nurses are staying in the suburbs.

Number Renewals 1960–66

The number of D.C. Licenses issued to nurses who had been licensed previously has remained constant 6571 in 1960 and 6602 in 1964. In 1966 the number decreased to 5940 renewals.

Hospital Nurse Supply 1949–1966

Nurse inventory data show that the growth of D.C. Hospital nurse supply (60% of all active R.N.'s) has not kept pace with national trend. Between 1949 and 1962 District Hospitals employed 35.2% more R.N.'s while the U.S. Hospital average was 137.4%. In 1966 one half of all care in D.C. is provided by the least skilled nursing personnel e.g. aides (46.9%) and Practice Nurse (18.8%).

Nurse Shortage 1967

As of January 1, 1967 19 out of 21 D.C. Hospitals desired 1248 more R.N.'s than currently available or an increase of 44.6%. Figure does not included R.N.'s needed to obtain uniform optimum level of care or budgeted vacancies.

Percent Part-time

13.9% of professional nurses in Hospitals are part-time.

Turnover Rates

In 1963 Turnover rates of R.N. employed by Hospitals range from 35 to 94%.

Extracted by D.C. Nurses' Association, June 1967.

Source: "Community Planning for Nursing in the Nation's Capital," March 9, 1967—U.S. Dept. HEW, Bureau of Health Manpower.

HIGHLIGHTS FROM THE SOURCE BACK FOR NURSING IN THE NATION'S CAPITAL [1]

In March 1967, a group of consultants from the Division of Nursing, Bureau of Health Manpower, U.S. Public Health Service, completed a detailed study of nursing resources and needs in the District of Columbia metropolitan area. This study, based almost entirely on existing sources of data, took approximately six months to prepare. It contains a 41-page analysis of the nursing situation in the D.C. metropolitan area and an appendix of well over 100 detailed statitical table containing data pertinent to planning for nursing.

This report was prepared at the request of a committee which was formed over a year ago by the D.C. Nurses' Association and the D.C. League for Nursing for the purpose of developing a long-range plan for meeting nursing needs in the metropolitan area. An earlier study of nursing needs and resources was con-

[1] Prepared by staff of the Division of Nursing, Bureau of Health Manpower, U.S. Public Health Service, for meeting of the Task Force on Community Planning for Nursing in the District of Columbia Metropolitan Area, June 7, 1967, at the Health and Welfare Council, Washington, D.C.

ducted in the District of Columbia in 1952. This was a more limited study than the one just completed. It do not consider the socioeconomic framework within which nursing has to be assessed. Moreover, it restricted its geographic scope to the District of Columbia and did not consider the whole metropolitan area. Perhaps most important of all is the fact that so many changes have occurred affecting nursing since 1952 that a new assessment must be made if meaningful, long-range plans for nursing are to be accomplished.

The data contained in the Source Book are intended to serve as a point of departure for developing a plan for nursing in the D.C. metropolitan area. Its contents will need to be supplemented by additional data, some of which will soon be made available from national studies on nurse supply, utilization, and education. In addition, special studies may have to be undertaken in areas considered pertinent to effective planning where data are not available from existing sources. Most important, all data will have to be interpreted and recommendations made by an advisory body consisting of interested and knowledgeable representatives of the community.

Highlights from the Source Book can be discussed under four broad areas: the socioeconomic characteristics of the metropolitan area, the health status of residents of the area, health and educational facilities, and the nurse manpower situation.

SOCIOECONOMIC CHARACTERISTICS

Planning for nursing must consider the socioeconomic characteristics of the area in which nursing takes place. The District of Columbia metropolitan area, which includes the District of Columbia, Montgomery, Prince Georges, Arlington and Fairfax counties and Alexandria and Falls Church cities, reveals many fascinating extremes when the major socioeconomic characteristics which affect nursing are examined. These can be summarized as follows:

1. *Age distribution of the population.*—In the metropolitan area, we find a higher proportion of younger and older people than are found in most other metropolitan areas. Between 1950 and 1960, the population of the area grew to nearly two million persons, an increase of half a million in the ten-year period. Almost 450,000 of this increase was in the age groups under 20 and 65 and over, the two groups which have the highest demands for health services.

2. *Educational status.*—The educational level of the D.C. metropolitan area also runs to extremes in that we find perhaps the highest percentage of people in the nation with college degrees and, at the other end, serious gaps in educational attainment. Although, in 1960, the District's population, 25 years and older, had completed a median of 11.7 school years compared to the national median of 10.6 years, the most recent school dropout rate in D.C. (the percentage of 1961–62 ninth graders who did not graduate in 1964–65) was 33.7 percent compared with the U.S. rate of 25.1 percent. Moreover, the rate of Armed Forces mental test failures in D.C. was double that of the nation although the failure rate among Negroes was below the national average.

3. *Income level.*—Here, too, the D.C. area presents a picture of extremes. Family income in the area is among the highest in the nation—Montgomery County, with a median of over $9,000 a year, has the highest income of all the counties in the United States, and Fairfax the third highest. On the other hand, in 1960, 13.6 percent of the families in the area, including approximately 271,000 people, had incomes of less than $3,000 per year.

4. *Mobility.*—There is much mobility among the population of the D.C. area. First, there is internal mobility—the movement of people from their residences to places of work. The following table shows that more people who live outside the District of Columbia work within D.C. than in their places of residence.

Place of residence and place of work, District of Columbia metropolitan area in early 1960's

Place of residence of employed population	Percent working in place of residence	Percent working in District of Columbia	Percent working elsewhere
Alexandria	33.4	35.2	31.4
Arlington County	39.0	55.5	15.5
Fairfax-Falls Church	33.3	41.4	25.3
Prince Georges County	35.9	47.7	16.4

Second, there is a great deal of mobility in and out of the metropolitan area as people move in from other parts of the country or leave the District for elsewhere. A great deal of this transiency is a result of the Federal Government having such a dominant role as an employer in the area. A 1960 study by the U.S. Census Bureau showed that over 80 percent of the people in the metropolitan area had lived in the area 10 years or less. This high level of mobility has several adverse effects on planning for nursing. It reduces the amount of identification residents have for their community and makes it difficult to enlist citizen support in generating action for improvement. Also, it contributes to the high rate of turnover among health personnel found in hospitals and other agencies in the metropolitan area.

5. *Crime rates.*—Although the District of Columbia has a very high crime rate, much crime can be categorized as minor. Some other cities have higher rates of serious crimes. Also, some other cities do not keep as accurate records of crimes committed as does D.C. Nevertheless, the crime situation in D.C. has a negative effect on recruiting and retaining health personnel.

HEALTH STATUS

Health statistics show that the death rates in the District of Columbia are higher than the national average for diseases of the well-to-do and the poor—another example of the extremes prevalent in the area. Death rates for heart disease and cancer—diseases associated with older persons and those who are more affluent—are higher in the D.C. area than the national average. Moreover, diseases associated with poverty, such as influenza and other respiratory diseases, are nearly twice as high in D.C. as the national average. The death rate for diseases of early infancy, another condition associated with poverty, is also almost twice as high in the District of Columbia as in the nation as a whole. The high prevalence of these latter illnesses suggests a large unmet need for health services in the D.C. area.

HEALTH AND EDUCATIONAL FACILITIES

There are 43 hospitals in the metropolitan area with a total bed capacity of 20,355. The majority of the beds in the D.C. area are operated by the Federal Government. Just as the District of Columbia serves as the place of work for many of the residents of the outlying metropolitan area, it also serves as the source of health care for the metropolitan area. During a one-week study of D.C. general hospital admissions in 1962, it was found that only 59 percent of the patients admitted were D.C. residents, 35.3 percent were from elsewhere in the metropolitan area, and 5.7 percent were from outside the area.

In addition to being a health center, the District of Columbia is also an educational center. It has three medical schools, giving it the highest per capita concentration of medical schools than any area of the country. There are eight schools of professional nursing in the metropolitan area, four baccalaureate programs and four hospital-based diploma programs. Three new associate degree programs have been established which are admitting their first classes in 1967.

The educational facilities of the District of Columbia, just like its health facilities, are serving more than its own residents. In a recent study of programs of higher education it was found that 37,163 students enrolled in D.C. colleges and universities came from other States while only a little over 6,000 students from the D.C. area went elsewhere to attend schools.

NURSE MANPOWER

In 1962, the latest year for which data are available, there were 11,247 registered nurses in the D.C. metropolitan area. Of these, 7,311 were employed in nursing and 3,936 were not employed or were working in other occupations. This means that the D.C. metropolitan area had a ratio of 348 active professional nurses per 100,000 population. The ratio is about equal to New York City (332), much lower than Boston (552), but considerably higher than Chicago (181) and nearby Baltimore (241).

Because of the prevalence of large numbers of health facilities in the metropolitan area, the need for nursing personnel is very high. In a recent study of hospitals, it was found that significant shortages existed in all categories of nurs-

ing personnel. It was estimated that in the 21 hospitals located in the District of Columbia, the total number of nursing personnel employed were as follows:

Professional Nurses	3,000
Practical Nurses	1,600
Aides, orderlies, and attendants	4,000

The additional personnel seen as needed in these hospitals were as follows:

	Number	Percentage of increase desired
Professional nurses	2,000	44.6
Practical nurses	260	16.8
Aides, orderlies, and attendants	600	15.7

Looking ahead to the future and applying national criteria of nursing needs, it is estimated that by 1975, a total of 13,857 active professional nurses will be required in the D.C. metropolitan area. Since there were 7,311 active professional nurses in the area in 1962, this means that the nurse manpower supply will have to be almost doubled by 1975. If graduations from schools of professional nursing in the D.C. area remain at their present level of 300 per year, not only will we *not* meet the 1975 projected need, but the 1962 ratio of 348 nurses per hundred thousand population will drop to 320 by then. In order to double the nurse supply in the D.C. area, graduations from schools of nursing must be rapidly increased to a peak of over 1,200 by 1974, four times the number today.

Such an expansion in graduations will be most difficult to achieve in view of limitations in the area's educational facilities, clinical resources and, most importantly, faculty. Moreover, the current low level of admissions to schools of nursing in D.C. indicates that much stronger efforts need to be made in the area of recruitment. For the nation as a whole, eight percent of female high school graduates are currently being admitted to schools of nursing. In D.C., the rate is five percent, but probably only two and one-half percent of the students admitted represent a real manpower resource for D.C. since so much of the enrollment in area schools of nursing consists of out-of-area residents who will likely return home after graduation.

All ways of increasing nurse manpower must be explored for the D.C. area. Another resource, the inactive nurse, is currently being tapped through refresher programs sponsored by the Federal Government. However, the inactive nuse pool in the D.C. area is somewhat impoverished. In 1962, in the District of Columbia itself, 703 professional nurses were inactive, perhaps the lowest percentage of inactive nurses to be found anywhere. Moreover, about 100 of these inactive nurses were 60 years of age and over, suggesting that they are permanently retired from nursing.

Still another manpower resource is the nurse who migrates to the D.C. area from another part of the country. As was indicated earlier, there is great mobility among people in the D.C. area. Many are entering the area to take up residence, but at the same time, many leave. A substantial number of nurses working in the D.C. area who migrate from other States remain in the area for only short periods of time. Many migrate because their husbands are changing jobs. So, while D.C. gains a considerable number of nurses from other places, there is also considerable movement of nurses from the area to other places. This source of supply is, thus, unpredictable and largely uncontrollable.

In summary, then, the nurse manpower situation in the District of Columbia metropolitan area is fraught with many problems in terms of meeting both current and future nursing needs. There are strong indications that current shortages of professional nurses are more severe in the D.C. metropolitan area than in many parts of the country. In the future, these shortages are likely to increase. The manpower resources for the area—the schools of nursing, the inactive nurse pool, the migrant pool—are considerably restricted. Schools of nursing in the area are probably producing as many nurses for work outside the D.C. area as for the area itself. Moreover, the recruitment level in area nursing schools is so very low that a tremendous effort would have to be made to expand enrollments in order to meet nursing personnel needs in the future. Furthermore, the inactive

nurse pool is so very small that even a concerted effort to provide refresher programs might not prove to be too fruitful. Finally, the migrant pool is very difficult to assess and very unpredictable since many nurses come to the area to work because of their husbands' transfer to the area, not because they are especially attracted to work here.

It appears certain, therefore, that the District of Columbia area will experience severe problems in meeting future nurse manpower requirements. Consequently, every effort must be made to improve the utilization of personnel so that the amount of nursing services provided to area residents can be maximized.

In summary, then, the broad questions raised by the report of the U.S. Public Health Service consultants which must be considered in planning for the future of nursing in the D.C. metropolitan area are these: "How can we expand the limited manpower resources in the area? How can we make more effective use of our limited nurse supply? How can we best meet future requirements for nurse manpower?"

DISTRICT OF COLUMBIA NURSES' ASSOCIATION,
Washington, D.C., August 3, 1967.

Senator ROBERT C. BYRD,
U.S. Senate,
Washington, D.C.

DEAR SENATOR BYRD: Yesterday an official of the Department Occupations and Professions inadvertently mentioned that the Department had reduced the period of initial licensure of registered nurses from two years to one.

Section 2—257 District code clearly requires a public hearing by the Board of Commissioners prior to any action to change the period of licensure. This section is quoted as follows:

"*Section 2—257.*—The Commissioners are authorized, after public hearing, to fix and change from time to time the period for which any license, certificate or registration authorized by any section set forth in Section 1—255 may be issued. Upon change of license, certificate or registration, the fee for any such license certificate or registration shall be prorated on the basis of time covered."

The effect of this change in the initial licensure period is to raise the licensure fees charged by the city an additional $7.00 without public hearing on the approval of the District Commissioners. Thus effective July 1, 1967 a nurse desiring to be licensed in the District will pay $45.00 for the current year and $7.00 for the following year. Prior to this date, the initial fee covered the remainder of the current year and the year following. The effort is to raise the fee to $52.00 for the same period of time.

This is another startling example of the cavalier manner in which the Director of that Department and the District Commissioners handle their affairs. Neither the minutes of the meeting of the Board of Commissioners nor the recommendations of the hearing officer contained any reference to a contemplated change in license period.

In view of the fact that these District Officials glibly glossed over the raising of licensure fees before the Subcommittee of the House Committee on Appropriations (Hearings on HR 8569, 90th Congress), we request the opportunity to appear before your Subcommittee on Appropriations to offer testimony on the illegal practices which characterize the entire licensure program.

With kind regards,
Sincerely,

WILLIAM A. LANG.

RECREATION DEPARTMENT GENERAL INFORMATION

Regular per diem employment—Activities 1 through 3

	Amount	Number of hours	Equivalent man-years
In 1968 base	$1,041,976	699,312	336
Increases request for 1968	567,917	265,917	127
1968 increases approved by House	298,175	146,015	70

District of Columbia Recreation Department—Analysis of per diem employees by season

	Fall (Sept. 1 to Nov. 15)	Winter (Nov. 16 to Mar. 15)	Spring (Mar. 16 to June 15)	Summer (June 16 to Aug. 31)
80 hours	175	81	48	808
60 hours	18	40	10	
40 hours	152	109	117	
20 hours	12	14	12	
Intermittent employees	79	101	81	

Unobligated personnel services, apportionments as of March 31, 1967 *(See chart, p. 938)*

Classified pay	$95,115
Wage board pay	2,852
Per diem pay	66,005
Total	163,972

Summary of recreation department contributions from approved aid funds *(See p. 959)*

1. Shakespeare	$7,000
2. Washington Ballet	8,100
3. Watergate	13,000
4. National Symphony Orchestra	25,000
5. Washington Civic Opera Association	11,000
Total	64,100

Savings and George Act reimbursements *(See tables ending with p. 1034)*

As of February 28, 1967, the Recreation Department capital account shows the following:

Net savings from completed projects	$93,897.00
Accumulated George Act reimbursements	6,787.00
Total Savings	100,684.00

GEORGE ACT MONIES UNEXPENDED (SEE TABLES ENDING WITH P. 1034)

Your office has called to our attention that over the years, 1956, 57, 58, and 59, certain monies have been set aside under the George Act for the design of playgrounds at Coolidge, New York Avenue, Virginia Avenue, Forrest Hills, Powell, and Ft. Chaplin in the amounts listed as follows:

	1956	1957	1958	1959
Coolidge	$1,095.00			
New York Avenue		$1,190.00		
Virginia Avenue		1,265.00		
Forrest Hills		874.00		
Powell			$978.00	
Fort Chaplin				$1,383
Total	1,095.00	3,229.00	978.00	1,383

NOTE.—Total $6,787 credit for the 4 years.

We understand that this money is on hand to repay the Federal lending agency in case we make use of any of the drawings developed under the George Act.

We can say categorically that none of these plans were ever used nor do we plan to make use of them in the future development of these sites. We therefore

believe that the total $6,787.00 would be available for such other purposes as the Budget Office deems best.

Cost proposed to be absorbed from unobligated personnel services allotment, fiscal year 1967 (See general cost discussion, p. 988)

Increase in per diem rate (15 percent—effective June 17, 1967)	$40,000
Operation of swimming pools in advance of regular summer season	18,074
Operation of 2 new swimming pools	13,258
Operation of an additional 41 fire hydrant sprays	8,000
Operation of playground showers at 38 locations	6,600
Special neighborhood programs on May 30, 1967	1,000
Total	86,932

Recreation Department

Swimming Pools (See p. 988)

Additional operating costs of swimming pools proposed to be absorbed from unobligated personnel services allotment for fiscal year 1967

I. Operation of pools in advance of the regular summer season (May 30, June 3, 4, 10, and 11):	
1. Anacostia	$1,384
2. Georgetown	815
3. Kelly Miller	1,744
4. McKinley	1,744
5. Oxon Run	1,744
6. Rosedale	815
1. East Potomac	1,537
Total	9,783
II. Operation of pools in advance of regular season (June 3, 4, 10, and 11):	
1. Francis	$1,286
2. Banneker	1,410
3. Takoma	1,410
4. Randall	1,395
5. Douglass	1,395
6. Fort Stanton	1,395
Total	8,291
III. Operation of new pools for 1967 portion of regular summer season plus four (4) days for preparation of pools (June 12 to June 30):	
1. Fort Stanton	$6,629
2. Douglass	6,629
Total	13,258
Total cost proposed to be absorbed	31,332

United Planning Organization cost for operation of portable pools, 1966 (See p. 971)

Five-week period:	
80 NYC (Labor Department)	$16,000
Office services	5,000
Supplies	5,000
Rent	51,000
UPO	77,000
District of Columbia	34,000
Total	111,000

Increases needed in operating expenses for 12 walk-to pools

	House approved (4 pools)	Increase needed (8 additional pools)	Amount needed for 12 pools
Staffing	$16,380	$32,760	$49,140
Maintenance	10,000	20,000	30,000
Total	26,380	52,760	79,140

FURTHER CORRESPONDENCE WITH DEPARTMENT OF INTERIOR

SENATE APPROPRIATIONS COMMITTEE—OFFICIAL

AUGUST 17, 1967.

HON. STEWART UDALL,
Secretary of the Interior,
Interior Building,
Washington, D.C.:

Would appreciate progress report of examination into possibility of retiring bonds on District of Columbia Stadium and transfer and operation thereof by your Department per letter of May 11, 1967.

Senator ROBERT C. BYRD,
Chairman, Subcommittee on the District of Columbia.

U.S. DEPARTMENT OF THE INTERIOR,
OFFICE OF THE SOLICITOR,
Washington, D.C., August 28, 1967.

HON. ROBERT C. BYRD,
Chairman, Subcommittee on the District of Columbia, Committee on Appropriations, U.S. Senate, Washington, D.C.

DEAR SENATOR BYRD: Secretary Udall has asked me to reply to your telegram of August 17 in which you request a progress report on our examination of the possibility of repaying the D.C. Stadium bonds and transferring the Stadium property to the Federal Government for administration by this Department.

In a letter of August 8 to the Department, the Bureau of the Budget advised that it is initiating a study of the entire range of questions relating to the D.C. Stadium and its financial position, and requested the Department to designate a staff to participate in the study. In a reply letter of August 17, the Secretary advised the Budget Bureau that he had designated Max N. Edwards, the Assistant to the Secretary and Legislative Counsel, to head up a staff to represent this Department in the study.

We appreciate your suggestions with respect to meeting the financial problems of the D.C. Stadium, and are eager to cooperate in finding a satisfactory solution.

Sincerely yours,

LEWIS A. SIGLER,
Acting Legislative Counsel.

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