

105TH CONGRESS }
2d Session

COMMITTEE PRINT

{ WMCP:
105-7

COMMITTEE ON WAYS AND MEANS
U.S. HOUSE OF REPRESENTATIVES

1998 GREEN BOOK

**BACKGROUND MATERIAL AND DATA ON PRO-
GRAMS WITHIN THE JURISDICTION OF THE
COMMITTEE ON WAYS AND MEANS**



MAY 19, 1998

Prepared for the use of Members of the Committee on Ways and Means
by members of its staff. This document has not been officially approved
by the Committee and may not reflect the views of its Members

U.S. GOVERNMENT PRINTING OFFICE

37-945 CC

WASHINGTON : 1998

COMMITTEE ON WAYS AND MEANS
U.S. HOUSE OF REPRESENTATIVES

ONE HUNDRED FIFTH CONGRESS

BILL ARCHER, TEXAS, *Chairman*

A.L. SINGLETON, *Chief of Staff*

This document was prepared by the majority staff of the Committee on Ways and Means and is issued under the authority of Chairman Bill Archer. This document has not been reviewed or officially approved by the Members of the Committee.

LETTER OF TRANSMITTAL

U.S. HOUSE OF REPRESENTATIVES,
COMMITTEE ON WAYS AND MEANS,
Washington, DC, May 1, 1998

Hon. BILL ARCHER,
*Chairman, Committee on Ways and Means,
House of Representatives, Washington, DC.*

DEAR CHAIRMAN ARCHER: Since 1981, the Committee on Ways and Means has published the *Green Book* which presents background material and statistical data on the major entitlement programs and other activities within the Committee's jurisdiction. Information on major social programs outside the Committee's jurisdiction is also included.

Since its inception 17 years ago, the *Green Book* has become a valuable resource for Members of the Committee, other Members of Congress, analysts in the various legislative agencies, officials in the executive departments, scholars who study these programs, and citizens interested in government social programs.

On behalf of all those who worked on this, the 16th edition, I am pleased to transmit to you and other Members of the Committee on Ways and Means the *1998 Green Book*.

The Committee staff who worked on the *1998 Green Book* wish to call to your attention, and to the attention of *Green Book* users, the superb help we have received from many individuals and organizations. These include:

The Congressional Research Service of the Library of Congress:

David Koitz, Coordinator

Jennifer O'Sullivan, Coordinator (Health Programs)

Vee Burke	William Krouse	Pam Smith
Larry Eig	Frances Larkins	Dennis Snook
Barbara English	Carolyn Merck	Carmen Solomon-
Gene Falk	Christina Miller	Fears
Melvina Ford	Jennifer Neisner	Karen Spar
Molly Forman	Richard Price	James Storey
Celinda Franco	Patrick Purcell	Joyce Vialet
Beth Fuchs	Joe Richardson	Ruth Wasem
Thomas E. Gabe	Alexandra Salinas	Heidi Yacker
Paul Graney	Gary Sidor	
Geoffrey Kollmann	Madeleine Smith	

The Congressional Budget Office:
Murray Ross, Coordinator

Tom Bradley	Julia Matson	Jennifer Winkler
Sandra Christensen	Bruce Vavrichek	
Carla Pedone	Roberton Williams	

The Census Bureau of the Department of Commerce:
Chuck Nelson, Coordinator

Eleanor Baugher	Martin O'Connell	Lydia Scoon-Rogers
Rosalind Bruno	R. Colby Perkins	Denise Smith
Lynn Casper	Bernadette Proctor	Shirley Smith
Gordon Lester	Arlene Saluter	

The Department of Health and Human Services:
Jeffrey Merkowitz, Coordinator

Lisa Bernhardt	Ken Kochanek	James Rich
Sally Curtin	George Lintzeris	Stephanie Ventura
John Drabek	Joyce Martin	Alan Yaffe
John Gaudiosi	Kathryn Moss	Andrew Yoo
Renee Jackson	Ellen O'Brien	
Cliff Johnson	Kate Prager	

The Department of Labor:
John Colbert, Coordinator

Virginia Chupp	Cheryl Kerr	Curtis Kooser
Gerri Fiala	Russell T. Kile	Michael Miller

The Social Security Administration:
Webster Phillips, Coordinator

and many other individuals

Medicare Payment Advisory Commission:

David Colby	Stuart Gutterman	Jack Hoadley
-------------	------------------	--------------

The Physician Payment Review Commission:
David Colby, Coordinator

The Prospective Payment Assessment Commission:
Stuart Gutterman, Coordinator

Pension Benefit Guaranty Corporation:

Joseph Grant, Coordinator

Michael Rae

The Joint Committee on Taxation:

Joseph W. Nega, Coordinator

Railroad Retirement Board Staff

Many members of the Committee's majority staff made major contributions to the preparation and publication of this document. Ron Haskins, Staff Director of the Subcommittee on Human Resources, assisted by Matt Weidinger and Cassie Statuto Bevan of the Subcommittee staff, edited the *1998 Green Book*. Scot Smith

and Shavonne McNeill provided editorial assistance. Margaret Pratt coordinated our contacts with the agencies that participated in the preparation of sections and tables, typed and retyped much of the text and all the tables, assisted in preparation of the final manuscript, and generally handled the numerous details that accompany a major undertaking of this type. Suzanne Kayne spent endless hours preparing the final manuscript for printing. Alix Salinas of the Congressional Research Service did an exemplary job preparing the index under serious time pressures. Other staff members who assisted with individual chapters or appendixes included: Thelma J. Askey, Jim Clark, Peter Davila, David Giroux, Ian Graham, Kim Hildred, Charles N. (Chip) Kahn III, Kacki Keith, Jamie Kendall, Ann-Marie Lynch, William (Mac) McKenney, Chris Smith, Donna Steele Flynn, Nancy Runge, Amy Upston, and Stephen Whitaker.

Sincerely,

A.L. "PETE" SINGLETON,
Chief of Staff.

P R E F A C E

After 15 previous editions, the *Green Book* has become a standard reference source on American social policy. It is widely used by Members of Congress and their staffs, analysts in Congressional and administrative agencies, members of the media, scholars, and citizens interested in the Nation's social policy.

This edition of the *Green Book* follows the basic pattern of previous editions. Thus, the volume is divided into two parts, Program Descriptions and Appendixes. In the Program Description part, separate sections are devoted to the major programs under jurisdiction of the Committee on Ways and Means: Social Security, Medicare, Supplemental Security Income, Unemployment Compensation, Railroad Retirement and Unemployment Compensation, Trade Adjustment Assistance, Temporary Assistance for Needy Families, Child Support Enforcement, Child Care, the Social Services Block Grant, Child Protection, welfare in outlying areas, tax provisions that confer social benefits, and the Pension Benefit Guaranty Corporation. A final chapter summarizes major social programs that are not under jurisdiction of the Committee (including food stamps, Medicaid, housing, school lunch and breakfast, the Special Supplemental Nutrition Program for Women, Infants, and Children, Job Training Partnership Act, Head Start, low-income home energy assistance, veterans benefits, and workers' compensation).

The appendixes include information directly related to the programs under Committee jurisdiction, including health care of the elderly, health care expenditures, Medicare reimbursement, employment and unemployment, earnings, family demographics, poverty, benefits available to noncitizens, and Federal spending.

This year's *Green Book* contains a number of changes from the 1996 edition. The chapters on Railroad Retirement and Railroad Unemployment Compensation have been combined into a single chapter and the appendix providing an overview of the 1996 welfare reform legislation has been replaced by an overview of the many research projects designed to examine the impacts of welfare reform. Enactment of welfare reform legislation (Public Law 104-193) has led to changes in several sections, especially those covering Supplemental Security Income, Temporary Assistance for Needy Families (TANF), Child Support Enforcement, and child care as well as the appendix on benefits for noncitizens. Similarly, provisions in the Adoption and Safe Families Act (Public Law 105-89) have been incorporated into the section on child protection. Finally, as a result of the Balanced Budget Act of 1997 (Public Law 105-33), the sections on Medicare and TANF and the Medicaid portion of the section on Other Programs have been rewritten.

CONTENTS

Letter of Transmittal	Page iii
Preface	vi

PROGRAM DESCRIPTIONS

Section 1. Social Security: The Old-Age, Survivors, and Disability Insurance Programs	1
Section 2. Medicare	101
Section 3. Supplemental Security Income	261
Section 4. Unemployment Compensation	327
Section 5. Earned Entitlements for Railroad Employees	361
Section 6. Trade Adjustment Assistance	383
Section 7. Aid to Families with Dependent Children and Temporary Assistance for Needy Families	397
Section 8. Child Support Enforcement Program	545
Section 9. Child Care	659
Section 10. Title XX Social Services Block Grant	713
Section 11. Child Protection, Foster Care, and Adoption Assistance	727
Section 12. Social Welfare Programs in the Territories	823
Section 13. Tax Provisions Related to Retirement, Health, Poverty, Employment, Disability and Other Social Issues	835
Section 14. The Pension Benefit Guaranty Corporation	903
Section 15. Other Programs	919

APPENDICES

Appendix A. Data on the Elderly	1029
Appendix B. Health Status and Expenditures of the Elderly, and Background Data on Long-Term Care	1043
Appendix C. National and International Health Care Expenditures and Health Insurance Coverage	1069
Appendix D. Medicare Reimbursement to Hospitals	1117
Appendix E. Medicare Reimbursement to Physicians	1195
Appendix F. Data on Employment, Earnings, and Unemployment	1233
Appendix G. Data on Families	1245
Appendix H. Data on Poverty	1297

	Page
Appendix I. Budget Tables	1349
Appendix J. Noncitizens	1379
Appendix K. Spending for Income-Tested Benefits, Fiscal Years 1968–96	1413
Appendix L. Monitoring the Effects of Welfare Reform	1425
Acronyms	1449
Index	1455