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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
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**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:
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Jennifer O'Sullivan, Coordinator (Health Programs)

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and many other individuals

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Michael Rae

The Joint Committee on Taxation:
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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.

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