

MAINE STATE LEGISLATURE

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REPORT TO THE
APPROPRIATIONS COMMITTEE
106th MAINE LEGISLATURE
WITH RECOMMENDATIONS TO
ADOPT BASIC POLICIES
TO GUIDE THE
APPROPRIATION OF STATE FUNDS
FOR SOCIAL SERVICES

file →

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Legislative Research Committee
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SUMMARY OF RECOMMENDATIONS TO ADOPT BASIC POLICIES TO GUIDE APPROPRIATIONS

OF STATE FUNDS FOR PRIORITY SOCIAL SERVICES

INTRODUCTION: Basic policy questions were raised during legislative action on L.D. 79 (N.D. 394). This L.D. proposed direct state financing of 48 social agencies to cover 100% of the cost of offering social services to people not receiving Aid to Families with Dependent Children (AFDC) and Aid to the Aged, Blind and Disabled.

It is recommended that the Legislature:

1. Set priorities among types of social services for purposes of state appropriations. To implement this, it is recommended that the Legislature declare the priority rating of social services resulting from the 1973 NASW Poll as an official bench-mark to which it will adhere when deciding matters of policy and appropriations related to social services; and
2. Make a public investment decision to appropriate funds to provide priority social services, which may not qualify for federal reimbursement under Title IV and XVI of the Social Security Act or other federal legislation; and
3. Designate these types of services as priority social services to be funded with state dollars providing services which may not qualify for federal funding under Titles IV-A & XVI:

Homemaker-Health Aide Services

Mental Health Services

Developmental Daycare

Coordinated Elderly Programs

Services for the Mentally Retarded

Transportation Services

Meals for Older People

4. Cease appropriating money allocated to specific agencies to finance 100% of certain services, in effect guaranteeing part of that agency's budget; and
5. Appropriate an amount to pay no more than a specific percent of the expenditures for a particular priority service, on the condition that public and private community and federal resources share the cost of each service; and



6. Set the maximum percentage of expenditures for which state funds will pay for each priority service as:

75% Homemaker - Health Aides	50% Mental Health Services
50% Developmental Daycare	50% Coordinated Elderly Programs
75% Mentally Retarded	50% Transportation Services
50% Meals for Older People	

7. Enact enabling legislation to establish a state funded program to contractually purchase services from private, non-profit or public agencies. Proposals would be accepted on a first come, first served best proposal basis accepted in terms of the most effective service provided at the most reasonable cost; and

8. Establish unified administration of state funded and federally funded (purchase of) special service programs to ensure program coordination, adequate accountability and evaluation; as well as more equitable distribution of such programs throughout the state; and

9. Implement these recommendations:

- A. By appropriating \$391,000 to fund priority social services through June 30, 1973; and
- B. By appropriating \$1,197,000 for the fiscal year ending June 30, 1974 and \$1,443,000 for the fiscal year ending June 30, 1975 to provide state funding for a portion of the expenditures for each service under the condition non-state resources fund the remaining percent of expenditures for each program; and
- C. Enacting detailed "enabling" legislation to authorize proper administration of the program.

Introduction:

Basic policy questions were raised during the legislative action on L.D. 79 (N.D. 394). This L.D. proposed direct financing of 48 social agencies to cover 100% of the cost of offering social services to people not receiving Aid to Families with Dependent Children (AFDC) and Aid to the Aged Blind and disabled (AABD). L.D. 79 requested continuation of certain services previously existing in selected parts of the state, solely because the services had existed before.

The Legislature through Appropriations Committee requested recommendations in response to the following questions:

1. What is the quality and quantity of each service and the administrative capacity of each agency?
2. What is the territorial scope of each service?
3. What is the most reasonable way to deliver the social services in question?
4. What is an appropriate level of state funding in combination with public and private community resources?

BASIC POLICY ISSUE

Under Titles IVA and XVI of the Social Security Act a biennial total of \$24,600,000 in federal funds is potentially available to reimburse the State of Maine for 75% of \$32,800,000 in total expenditures for social services which qualify to be reimbursed by federal funds, if such services are offered primarily to welfare recipients. Actual receipt of the federal funds is dependent on expenditure of \$8,200,000 in public or private funds during the biennium for social services qualifying for federal reimbursement.

Additionally, appropriation requests now before the 106th Legislature seek \$5,607,455 in state funds to offer types of social service for delivery to populations within our state that do not qualify for federal reimbursement under Titles IVA and XVI of the Social Security Act.

Thus, the policy and financial question is: Shall the people of Maine expend \$38,407,455 for delivery of social services only to recipients of welfare or to people not on welfare; and shall we offer only limited types of services which qualify for federal reimbursement or offer a wider range of services, some of which may not qualify for federal reimbursement?

Recommendation 1. It is recommended that the Legislature set priorities among types of social services for purposes of making state appropriations, after analysis of the needs for certain types of social services, the current availability of social services, and the availability of public and private funding resources at the community, county, state and national level. The Legislature should not evaluate individual services operated by particular agencies.

PRIORITIES

A key to establishing priorities is obtaining a relatively objective, unbiased estimation of the importance of one type of service versus other types of service. Through the cooperation of a qualified, experienced group of professionals, the Maine Chapter, National Association of Social Workers, the full two hundred (200) members of that group were invited by mail to complete a form ranking the importance of various social services.

Ninety-eight (98) replies were received and eighty-nine(89) were tabulated. Nine(9) replies were not tabulated because they were improperly completed or were postmarked after the deadline. The forty-nine (49) percent rate of return is quite high for a mail questionnaire. The thoroughness of replies indicates thoughtful and considered opinions were obtained. All but one reply was signed as requested.

Some people will raise the question of why consumers, citizens-at-large and other professionals were not queried. This is a legitimate question. Unfortunately in the three weeks available to prepare this report, it was not possible to pursue every potential course of gathering data pertinent to the issue. Given the Legislative Research Committee's general knowledge of social issues and problems, we feel confident that the priority rating of social services will stand the test of public scrutiny and debate.

The result of the NASW Poll are given on the following pages. The first listing starts with the highest rated service as number one with a rating of 1.415 and ends with the lowest rated service as thirty-five and a rating of 3.932. The second enumeration is an alphabetical listing that shows the total score and rating of each service. Twenty-two(22) replies contained listings of "other services" added by the respondent. Among "other services", counselling of unwed mothers was mentioned the largest number of times - four (4). People completing a form were asked to rank each type of service by a 1, 2, 3, 4 or 5; one if a service is high priority and five if a service is low priority, et cetera.

It should be noted that the priority listing contains thirty-five types of service, whereas the appropriation request under consideration involves only 21 types of services. For example, two of the first four priority services, protective services and foster care for children, are not under consideration for funding herein, and are services generally administered directly by the Department of Health and Welfare, rather than through contractually purchased services.

Below is a priority listing of twenty-one types of services under consideration for funding. The list is an abstract of the full priority listing of thirty-five types of services.

As a way to implement the first recommendation, it is recommended that the Legislature declare the priority rating of social services resulting from the 1973 NASW Poll as an official benchmark to which it will adhere when deciding matters of policy and appropriations related to social services.



Average Priority RatingType of Social Service

1.415	Health related services for families
1.550	Health related services for adults
1.617	Homemaker services for families
1.651	Homemaker services for adults
1.696	Developmental Daycare for children
2.056	Special Services for mentally retarded
2.112	Meals, home delivered and congregate for adults
2.134	Mental health services
2.202	Transportation
2.325	Aftercare for adults
2.449	School related guidance and social services
2.539	Housing improvement services
2.629	Information and referral services
2.651	Youth development programs
2.707	Senior citizen centers
2.719	Social planning services
2.724	Educational services
2.954	Custodial Daycare for children
3.202	Community and neighborhood development
3.348	Recreation
3.932	Camperships

CURRENT SOCIAL SERVICES

Review of a ppriority listing of social services is not the sole criteria to consider when deciding how to utilize available resources. Expenditures for, the types of, and geographical location of social services are also significant factors to weigh.

CURRENT SOCIAL SERVICES - EXPENDITURES

Analysis of the summary of Actual Expenditures (see part 2, page 10) shows that in the fiscal year ending June 30, 1972 a total of \$8,518,779 was expended for social services qualifying for federal reimbursement under Titles IVA and XVI of the Social Security Act. In that fiscal year Maine received federal reimbursement of \$6,389,084 under those Titles.

Expenditures to date for this fiscal year ending June 30, 1973 are currently running well ahead of the same period of the previous fiscal year. Through December 30, 1972 total expenditures were \$5,668,877 earning federal reimbursement of \$4,251,157 to date.

It is projected that actual expenditures for this fiscal year will total \$12,800,000 thereby earning federal matching funds in the amount of \$9,600,000 under Titles IVA and XVI. The Department

of Health and Welfare may not accept this projection. I stand ready to be corrected, if the facts warrant.

The crucial point is that during this fiscal year \$12,800,000 will be expended for social services primarily benefiting Maine's needy people who receive Aid to Families with Dependent Children and Aid to Aged, Blind and Disabled.

In contrast to these actual and projected expenditures the Maine Legislature must consider whether to fund a request for appropriations of more than \$5 million dollars to provide social services to low income people not on welfare. It must consider whether to fully pay for these services which do not qualify to earn federal funds at a matching ratio of 75% under Titles IVA and XVI.

Recommendation 2: It is recommended that the Legislature:

A. Declare strongly its intent that all federal funds allocated to or earmarked for Maine should be utilized to the extent permitted by existing state appropriations and community resources;

B Appropriate funds to provide to low income people priority social services, which may not qualify for federal reimbursement under Titles IVA and XVI of the Social Security Act.

C. Memorialize Congress expressing the State of Maine's recommendation that Congress rescind earlier action restricting use of Social Security Act funds primarily to recipients of welfare, and in place thereof to authorize use of these funds for a reasonable number of low income citizens who do not receive welfare.

Current Social Services - Types

The types of social services which may be funded under Title IV-A and Title XVI of the Social Security Act or by the Legislature encompass at least 35 different services. L.D. 79 proposed funding 21 types of service. In view of the limited financial resources of the State of Maine, it is not possible to fund all services, or to fund any one service wholly with state funds.

The basic policy question at hand is: " Which types of social service are of sufficient priority and reasonable cost that they deserve state funding to achieve a balanced range of services that will effectively help citizens ?" By reviewing the Summary of Types of Services Contractually Purchased (see Part 2 - Page 11), it is possible to correlate the priority types of services with the estimated annual cost of providing the service. A similar summary is not available to show comparable information for services offered directly by the Department of Health and Welfare.

Of the top priority services, the first, health related services, is not recommended for funding. It has a high cost and presently only serves one portion of one city - Portland. Additionally, the propriety of providing such care as a social service is questionable, while the cost may be more appropriately considered for inclusion in other legislation before the 106 th Legislature.

Six other services including homemakers, daycare, services to the mentally retarded, meals for older people, mental health services and coordinated programs for the elderly have priority ratings of 2.300 or higher.

The last type of service - coordinated programs for the elderly- was not specifically rated as a separate priority in the NASW Poll. The service consists of five individual services and the overall rating was obtained by averaging the ratings for the five individual services making up coordinated programs. This rating of 2.233 places it seventh(7) in the NASW Poll, after mental health service

Considering the limited availability of state funds, the lower priority ratings of the remaining types of service, and the total cost in state funds to support provision of services to low income people, the following approach is suggested:

Recommendation 3: It is recommended that these types of services be designated as priority services and funded with state dollars to provide services which may not qualify for federal funding under Titles IV-A and XVI:

<u>Priority Rating</u>	<u>Type of Service</u>
1.617	Homemaker
1.696	Developmental Daycare
2.056	Mentally Retarded Services
2.112	Meals for Older People
2.134	Mental Health Services
2.202	Transportation
2.223	Elderly Programs

STATE EXPENDITURES FOR PRIORITY SERVICES

The known requests for appropriations to fund social services total more than \$5 million dollars for the biennium, including emergency proposals to finance programs in the fiscal year ending June 30, 1973. It is estimated that based on annualized figures the cost for one fiscal year would total more than \$1.8 million dollars.

In many instances the Legislature is being asked to have the State assume 100% of the cost of a service delivered by a particular agency. If 100% funding is earmarked for an agency, it in effect guarantees part of the agency's budget.

Recognizing the wisdom of sharing the costs for social services, even for priority services, it is recommended that the Legislature cease appropriating money allocated to specific agencies to finance 100% of the cost of certain social services.

RECOMMENDATION 4

It is recommended that the Legislature appropriate an amount of state funds for priority social services to pay no more than a specified percent of the expenditures for a particular priority service, on the condition that public and private community and federal resources share the cost of each service, in an amount equal to 100% of the actual expenditures, minus no more than the maximum state percentage specified below.

It is especially important to note that if recommendations 3 and 4 are accepted, that funding shall not be guaranteed directly to any agency seeking state funding for continuation of services after June 30, 1973. Those agencies funded by L.D. 394 as well as any similar agency throughout

the state would be eligible to seek a purchase of service contract, but would not have a legislated prerogative guaranteeing the agency an allocation of funds. As of July 1, 1973, all areas of the state would have equal opportunity to seek a portion of these funds. Contracts would be awarded on a first come, first served, best proposal basis. There is a discussion on page 16 of setting controls to insure equal distribution of services throughout the state.

RECOMMENDATION 5

It is recommended that the maximum percentage of expenditures for which state funds will pay for each priority service shall be:

Homemakers	75%
Daycare	50%
Mentally Retarded	75%
Meals	50%
Mental Health	50%
Transportation	50%
Elderly Programs	50%

Analysis of accounting records indicates expenditures for social services to recipients of Aid to Families with Dependent Children are from 5 to 10 times higher than expenditures for services to recipients of Aid to the Aged, Blind and Disabled. The number of persons receiving Aid to Families with Dependent Children is approximately 3.5 times higher than the number of people receiving Aid to the Aged, Blind and Disabled.

It is generally acknowledged that recipients of Aid to the Aged, Blind and Disabled do not require social service help as often or as intensively as younger people, but the proportion of expenditures to help older people does seem small.

The disparity in expenditures between social services to people receiving Aid to Families with Dependent Children and Aid to the Aged, Blind and Disabled is greater in contract purchases than state operated services. During one quarter of the year expenditures for social services purchased on behalf of younger families exceeded expenditures for services purchased for older people by 119 to 1.

Analysis of the County Summary of Social Services found in Part 2 Page 28, shows a wide variation among counties in the current distribution of contractually purchased social services. A similar summary is not available showing the distribution of social services operated directly by the Department of Health and Welfare.

It does seem clear that contractually purchased services, and probably services provided by the Department, serve primarily recipients of Aid to Families with Dependent Children, rather than people receiving Aid to the Aged, Blind and Disabled. Additionally, services are not uniformly available in all sections of the State in proportion to reported needs for service

RECOMMENDATION 6 Major Conclusion:

It is recommended that state funds and detailed enabling legislation be enacted establishing a state grant program to finance a percentage of each priority social service. Funds should be earmarked primarily for contractual purchase of service from private, non-profit or public agencies to provide services to citizens who may not qualify for service paid for under Titles IVA and XVI of the Social Security Act. The purpose of this program would be to provide a more equitable distribution of service to more



parts of the state, among the priority types of service and to older people. It is recommended that the enabling legislation establish unified administration of state funded and federally funded purchase of social service programs to ensure program coordination, adequate accountability and evaluation, and development of programs that are more statewide in nature.

Based on funding types of service a percentage of the estimated expenditures for each service, the following amounts are recommended for state funding of priority services:

Estimated Annual * Cost of Requests before the 106th for certain		AMOUNT RECOMMENDED FOR APPROPRIATION	
SOCIAL SERVICES	TYPE OF SERVICE	1973-4	1974-5
446,686	Homemakers	400,000	480,000
489,664	Daycare	285,000	345,000
27,208	Mentally Retarded	25,000	30,000
286,000	Meals	165,000	200,000
432,130	Mental Health	250,000	300,000
10,000	Transportation	7,000	8,500
119,000	Elderly Programs	65,000	80,000
<u>\$ 1,811,234</u>		<u>\$ 1,197,000</u>	<u>\$ 1,443,500</u>

* The amounts listed in the left hand column may not balance with the estimated amounts listed on the Summary of Services Purchased since some totals here include requests submitted via L.D.'s other than L.D. 79

The following types of services are not recommended for funding and the annual amounts not recommended by this report are:

Rating	Types of Service	Rank	Estimated annual cost
1.415	Health Related	1	404,000
2.449	School Related Guidance	19	49,280
2.651	Youth Development	24	107,758
2.719	Planning	26	9,375
2.724	Educational	27	36,252
3.202	Neighborhood Devlpm't	33	114,000
3.932	Camperships	35	56,738
N/A	St. Andre's	N/A	166,480
TOTAL			\$ 943,883

Implications for funding March 15 to June 30, 1973

The first step recommended to implement the basic policy would be to authorize drafting of legislation to fund only priority social services from March 15 to June 30, 1973 at the actual cost of operation during that period and in each instance at no more than the amount equal to the total cost for each service compiled from the semiannual cost estimate for each service submitted to the Legislature by the Executive Department.

The cost * of funding priority social services March 15 to June 30, 1973 would be as follows:

Homemaker	\$84,876
Daycare	66,097
Mentally Retarded	3,006
Meals for Older People	51,500
Mental Health	123,276
Transportation	2,500
Elderly Programs	<u>34,668</u>
Total	\$ 365,923

* Estimate includes emergency funding of some priority social services previously supported with federal funds other than the Social Security Act.

The following services previously funded by L.D. 394 would not receive a total of \$256,193 for the period March 15 to June 30, 1973 if this step is implemented.

- | | |
|--------------------------|--|
| Health Related Services | - Shared Core |
| School Related Guidance | - Rosa True |
| | - Lewiston Elementary
Guidance Services |
| Youth Development | - Lewiston Youth
Opportunities |
| | - North Central
District Y |
| | - Bangor YM |
| | - Bangor-Brewer YW |
| | - Samson Recreation
Center |
| Social Planning | - Aroostook 4-C |
| Educational Services | - Lewiston Remedial
Reading |
| | - U of M Adult Learning |
| Neighborhood Development | - Danforth Street
Center |
| | - Westside Center |
| | - Rural Council
Community Action |
| Camperships | - Camping Unlimited |

The second step recommended to implement the basic policy is for the Legislature to authorize drafting of enabling and appropriations legislation to institute and fund a state grant program for priority social services to be effective July 1, 1973.

PART 2

TABLES

AND

SUMMARIES

SUMMARY OF KNOWN APPROPRIATION REQUESTS RELATED TO SOCIAL SERVICES

[Except Part I]

<u>L.D. NO.</u>	<u>ACCOUNT</u>	<u>1972 - 73</u>	<u>1973 - 4</u>	<u>1974 - 5</u>	<u>TOTAL</u>
79	Supplemental Social Services not qualified for federal matching under IV A & XVI	1,000,000			1,000,000
394 N.D. 79	Supplemental Social Services not qualified for federal matching under IV A & XVI	350,000			
343	Supplemental Social Services not qualified for federal matching under IV A & XVI <i>2nd</i> Adds 5 Homemakers' Personnel	(5)	27,490	(5) 28,900	
	All Other		1,072,000	1,571,100	
	Capital		510	---	
			<u>1,100,000</u>	<u>1,600,000</u> 2,700,000
571	Supplemental Social Services (over & above LD 394 & 343)		650,000	650,000 1,300,000
858	Information and Referral				
	Personnel	(13)	113,500	(13) 115,000	
	All Other		33,425	24,500	
			<u>146,925</u>	<u>139,500</u> 286,425

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		1972 -3	1973 -4	1974 -5	TOTAL
UNK	Homemakers				
	Personnel (26)	35,000 (26)	37,150	
	All Other	9,440	9,440	
	Capital	4,000	----	
			<u>48,440</u>	<u>46,590</u>	95,030
654,487					
UNK	Meals for * Elderly	71,000	89,000	66,000	226,000
TOTAL REQUESTS FOR ADDITIONAL SOCIAL SERVICES		1,071,000	2,034,365	2,502,090	5,607,455

* \$ 54,480 for meals is already included under L.D. 79

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LISTING OF LEGISLATION RELATED TO FUNDING OF SOCIAL SERVICES FORMERLY OR POTENTIALLY MATCHABLE UNDER THE
SOCIAL SECURITY ACT

L.D. & SPONSOR	SHORT TITLE	COMMITTEE	PURPOSE	ACTION
79. S. Brennan	Additional appropriations year ending 6-30-73	Appropriations	Provide \$1 million in lieu of federal funds to provide social services to the working poor thru 6-30-73	New Draft LD 394 provide \$350,000 thru March 15 passed
342 S. Sewall	Current Services Budget	Appropriations	Part I services includes several items now providing state funds matched under T.IVA and XVI (see:p.195,197 and 200 of budget document)	Hearing in Progress
343 S. Sewall	Supplemental Services Budget	Appropriations	Part II services also includes related items. See pg. 361,495 of budget document	None to date

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487 Rep Cyr	Renew Meals Program	Appropriations	Provide \$23,000 for 1 yr to continue 1 meals project	None to date.
571 Rep. Pontbriand	Additional Appropriations for Health & Welfare	Appropriations	Provide \$650,000 for each yr of biennium over & above amounts included in L.D. 79 342,343 and 394 for continuation of services previously funded by Social Security Act.	None to date
583 Rep White	Administration of funds for social services	Health & Institutions	Very general. Enabl- ing legislation authorizing to ad- minister social services program	None to date
654 Rep. Kelleher	Continue Meals Program	Appropriations	Provide \$71,000 for 6 months to continue 3 meals projects	Hearing 2-28-73

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858
Rep.
White

Establish information
and Referral service
in Health and Welfare

Health &
Institutions

Authorize such
service and appro-
priate \$147,000
for 1973
and \$140,000
for 1974-5

None

LD ?
Rep
White

Expand Homemaker
Service

UNK

Authorize and
fund 26
additional
homemakers

None

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Results of Poll of Maine Chapter, National Association of

Social Workers

February 1973

(Results listed in order of priority, highest priority first)

<u>Average Priority Rating</u>	<u>Type of Social Service</u>	<u>Rank</u>
1.415	Health Related Services for Families	1.
1.505	Protective Services for Children	2.
1.550	Health Related Services for Adults	3.
1.595	Foster Care for Children	4.
1.617	Homemaker Services for Families	5.
1.651	Homemaker Services for Adults	6.
1.696	Developmental Daycare for Children	7.
2.056	Special Services for Mentally Retarded	8.
2.101	Family Planning	9.
2.101	Protective Services for Adults	10.
2.112	Meals Home Delivered & Congregate for Adults	11.
2.134	Mental Health Services	12.
2.202	Transportation	13.
2.318	Foster Care for Adults	14.
2.325	Aftercare for Adults	15.
2.337	Special Services for Drug Addiction	16.
2.348	Special Services for Alcoholism	17.
2.359	Vocational Rehabilitation Services	18.
2.449	School Related Guidance and Social Services	19.
2.516	Employment & Cultural Services for Families	20.
2.528	Special Services for the Blind	21.

2.539	Housing Improvement Services	22.
2.629	Information and Referral Services	23.
2.651	Youth Development Programs	24.
2.707	Senior Citizen Centers	25.
2.719	Social Planning Services	26.
2.724	Educational Services	27.
2.752	Custodial Care for Adults	28.
2.820	Home Management & Other Social Services	29.
2.941	Chore Service for Adults	30.
2.954	Custodial Daycare for Children	31.
3.168	Volunteer Services	32.
3.202	Community or Neighborhood Development	33.
3.348	Recreation Programs	34.
3.932	Camperships	35.

Results of Poll of Maine Chapter, National Association of Social WorkersFebruary 1973

<u>TYPE OF SOCIAL SERVICE</u>	<u>TOTAL SCORE</u>	<u>NUMBER OF RESPONSES</u>	<u>AVERAGE PRIORITY RATING</u>
Aftercare for Adults	207	89	2.325
Camperships	350	89	3.932
Chore Service for Adults	250	85	2.941
Community or Neighborhood Development	285	89	3.202
Custodial Daycare for Children	260	88	2.954
Custodial Daycare for Adults	245	89	2.752
Developmental Daycare for Children	151	89	1.696
Educational Services	237	87	2.724
Employment & Cultural Services for Families	224	89	2.516
Family Planning	187	89	2.101
Foster Care for Adults	204	88	2.318
Foster Care for Children	142	89	1.595
Health Related Services for Adults	138	89	1.550
Health Related Services for Families	126	89	1.415
Homemaker Services for Adults	147	89	1.615
Homemaker Services for Families	144	89	1.617
Home Management & Other Functional Services for Adults & Families	251	89	2.820
Housing Improvement Services	226	89	2.539
Information and Referral Services	234	89	2.629
Meals Home Delivered & Congregate for Adults	188	89	2.112

Mental Health Services	109	89	2.134
Protective Services for Adults	187	89	2.101
Protective Services for Children	134	89	1.505
Recreation Programs	298	89	3.348
Senior Citizen Centers	241	89	2.707
School Related Guidance & Social Services	218	89	2.449
Social Planning Programs	242	89	2.719
Special Services for Alcoholism	209	89	2.348
Special Services for the Blind	225	89	2.528
Special Services for Drug Addiction	208	89	2.337
Special Services for the Mentally Retarded	183	89	2.056
Transportation	196	89	2.202
Vocational Rehabilitation Services	210	89	2.359
Volunteer Services	282	89	3.168
Youth Development Programs	236	89	2.651

Summary of Actual Expenditures for Social Services July 1, 1971 to Dec. 31, 1972
(including supporting administrative and training costs)

QUARTER ENDING	Expenditures Computed for Federal Reimbursement			Federal Share at 75% Participation			State Share at 25% Participation	
	State Operated	Contract Purchases	Total	State Operated	Contract Purchases	Total	State Operated	Contract Purchases
9-30-71	817,464	479,213	1,296,677	613,097	359,410	972,507	204,367	119,803
12-30-71	881,972	1,435,206	2,317,178	661,480	1,076,404	1,737,884	220,492	358,802
3-31-72	1,268,974	1,111,027	2,380,001	951,730	833,270	1,785,000	317,244	277,757
6-30-72	1,428,021	1,096,902	2,524,923	1,071,016	822,677	1,893,693	357,005	274,225
9-30-72	1,510,500	1,680,744	3,191,244	1,132,875	1,260,558	2,393,433	377,625	420,186
12-30-72	1,405,881	1,071,752	2,477,633	1,054,410	803,814	1,858,224	351,470	267,938
TOTAL FOUR QUARTERS ENDING: 6-30-72	4,396,431	4,122,348	8,518,779	3,297,323	3,091,761	6,389,084	1,099,108	1,030,587
TOTAL TWO QUARTERS ENDING 12-30-72	2,916,381	2,752,496	5,668,877	2,187,285	2,064,372	4,251,657	729,095	688,124

SUMMARY OF TYPES OF SERVICES CONTRACTUALLY PURCHASED by MAINE DEPARTMENT of HEALTH and WELFARE

UNDER TITLES IVA AND XVI of the SOCIAL SECURITY ACT

Services listed in priority order	Former Contract Annualized *	Current Contract Annualized **	Estimated Annual Cost of Providing Service to Lower Income People not on AFDC or AABD ***
Health Related Services	634,960	33,640	404,000
Homemakers	716,040	678,504	292,756
Daycare	1,973,172	1,753,861	489,664
Mentally Retarded	364,860	397,656	27,208
Meals for Older People	100,480	46,000	54,480
Mental Health	1,224,700	940,468	432,130
Coordinated Programs for Elderly	178,472	63,380	119,548
Transportation	7,500	--0--	7,500
School Related Guidance	131,920	81,680	49,280
Housing Improvement	70,680	84,280	--0--
Information & Referral	40,000	39,936	--0--
Youth Development	301,134	282,219	107,758
Planning	98,440	110,691	9,375
Educational	230,944	157,616	36,252
Neighborhood Development	327,280	227,672	114,000
Camperships	127,920	127,920	56,738
St. Andre's	166,480	--0--	166,480
Totals	6,694,982	5,025,523	2,367,169

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See next page

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- * Until 12/31/72 former contracts provided social services to past, present and potential recipients of Aid to Families with Dependent Children and Aid to the Aged, Blind and Disabled.

- ** As of 1/1/73 current contracts serve primarily recipients of aid, except that past and potential recipients may be helped via 5 priority areas: daycare for working mothers only, foster care, family planning, treatment of drug and alcohol addicts and special services to mentally retarded.

- *** Services formerly provided to non-welfare recipients, are now denied as of 12/31/72 due to new federal legislation.

Health Related Services

Former

Current

Estimate

Cumberland
Shared Core Medical
and Dental

634,960

--0--

404,000

Maine Medical Center
Consultation

--0--
634,960

33,640
33,640

--0--
404,000

HOMEMAKERS	FORMER	CURRENT	ESTIMATE
Androscoggin	50,640	55,104	25,420
Aroostook	108,000	90,000	8,656
Cumberland (Holy Innocents)	280,000	280,000	88,320
Kennebeck- Somerset	81,400	76,000	42,000
Penobscot- Piscataquis	32,000	32,000	24,320
Washington	80,000	72,000	27,360
York	84,000	73,400	76,680
Subtotal Homemakers	716,040	678,504	292,756

DAYCARE	FORMER	CURRENT	ESTIMATE
<u>Androscoggin</u>			
Lewiston Model Cities	705,520	349,824	272,648
L.-A. Children's Home	---0---	60,000	---0---
<u>Aroostook</u>			
Northeast District YMCA	6,000	6,000	1,224
<u>Cumberland</u>			
Greater Portland Center	136,080	149,120	24,948
St. Elizabeth's	115,600	129,200	38,540
New School	36,000	47,960	12,000
Prop	226,640	295,600	29,648
Catherine Morrill	140,000	143,640	23,940
Community Counseling	157,520	137,080	2,856
H & W Family Day Care	160,000	155,000	21,456
Riverview	22,000	27,867 ²	11,856
Universalist Church	23,440	23,440	7,904
Peaks Island	41,212	32,970	10,400
Children's Science Center	17,040	17,040	6,760
<u>Kennebec</u>			
Waterville Center	20,000	20,000	---0---
<u>Somerset Daycare</u>			
	41,000	48,400	---0---
<u>Washington</u>			
Narraguages	32,000	17,600	16,644
<u>York</u>			
St. Louis	93,120	93,120	8,840
Daycare Subtotal	1,973,172	1,753,861	489,664

<u>MENTALLY RETARDED</u>	<u>FORMER</u>	<u>CURRENT</u>	<u>ESTIMATE</u>
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Androscoggin

Lewiston-Auburn Area	44,600	33,116	16,608
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Knox, Lincoln & Waldo

Midcoast Activity Center	12,000	34,960	---0---
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Penobscot

Work Skill Center	20,000	61,020	---0---
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Bangor Day Activity Center	34,660	25,720	---0---
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Penquis Home Training	20,000	---0---	---0---
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York

Project Waban	73,600	73,600	10,600
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Statewide

Department of Mental Health and Corrections	160,000	169,240	---0---
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Subtotal Mentally Retarded	364,860	397,656	27,208
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MEALS HOME DELIVERED AND CONGREGATE FOR ADULTS	FORMER	CURRENT	ESTIMATE
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Cumberland

Salvation Army-Portland	88,480	46,000	42,480
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Kennebec

Social Concern Committee- Waterville	12,000	---0---	12,000
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Subtotal Meals Home delivered and Congregate for Adults	100,480	46,000	54,480
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COORDINATED PROGRAMS FOR ELDERLY	FORMER	CURRENT	REQUEST
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Cumberland

Greater Portland Senior Citizen's System	101,520	55,880	46,444
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Penobscot, Piscataquis, Hancock
Waldo, & Washington

Greater Bangor Council	62,552	6,000	59,424
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Piscataquis

Older Americans Dover-Foxcroft	14,400	1,500	13,680
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Coordinated Programs for Elderly	178,472	63,380	119,548
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MENTAL HEALTH

FORMER

CURRENT

ESTIMATE

Androscoggin
Franklin
Oxford

Tri-County Mental Health	374,080	318,922	343,242
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<u>Aroostook</u>	148,800	64,200	28,888
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Knox, Lincoln & Waldo

Midcoast Clinic	145,820	109,364	35,000
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Kennebec

State Hospital Aftercare	556,000	105,246 252,736 90,000	25,000
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Subtotal Mental Health	1,224,700	940,468	432,130
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TRANSPORTATION	FORMER	CURRENT	ESTIMATE
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York County Medical Bus	7,500	---0---	7,500
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SCHOOL RELATED GUIDANCE

Androscoggin

Lewiston Model Cities- Elementary	24,000	11,520	11,520
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Cumberland

City of Portland, Rosa True	107,920	70,160	37,760
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Subtotal School Related Guidance	<u>131,920</u>	<u>81,680</u>	<u>49,280</u>
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HOUSING IMPROVEMENT

Cumberland

MICAH- Technical Assistance	28,280	28,280	---0---
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Statewide HRS

Housing T.A.	42,400	56,000	---0---
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Subtotal Housing Improvement	<u>70,680</u>	<u>84,280</u>	<u>---0---</u>
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INFORMATION AND REFERRAL

Androscoggin

Model Cities	40,000	39,936	---0---
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* frequently I&R is an integral part of other contracts listed herein

YOUTH DEVELOPMENT	FORMER	CURRENT	ESTIMATE
<u>Androscoggin</u>			
Lewiston MC	51,920	51,800	34,560
<u>Kennebec</u>			
Waterville YM	35,120	36,000	---0---
<u>Penobscot</u>			
North Central District			
YM - Orono	4,000	---0---	3,270
Bangor YM	40,000	37,925	30,888
Bangor-Brewer YM	48,240	48,240	16,040
<u>Franklin</u>			
Reddington Pond residential care	69,854	69,854	---0---
<u>Somerset</u>			
Sampson Center- Skowhegan	52,000	38,400	23,000
Subtotal Youth Development	<u>301,134</u>	<u>282,219</u>	<u>107,758</u>

SOCIAL PLANNING PROBLEMS	FORMER	CURRENT	ESTIMATE
<u>Androscoggin</u>			
-Community Coordinated Child Care	2,000	2,571	--0--
-Tri County (incl. Oxford & Franklin)	27,600	27,600	--0--
<u>Aroostook</u>			
Southern Aroostook 4C	4,600	19,000	9,375
<u>Cumberland</u>			
UCS Greater Portland	33,520	33,520	--0--
Tri-County 4C (York served also)	<u>30,720</u>	<u>28,000</u>	<u>--0--</u>
Social Planning Programs Subtotal	98,440	110,691	9,375

EDUCATIONAL SERVICES	FORMER	CURRENT	ESTIMATE
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Androscoggin

Lewiston MC Remedial Reading	61,680	17,472	7,132
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Cumberland

U of M, Management Training	40,000	40,000	---0---
U of M, Paraprofessional Training	85,984	85,984	---0---
U of M, Adult Learning	43,280	14,160	29,120

Subtotal Educational Services	<u>230,944</u>	<u>157,616</u>	<u>36,252</u>
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NEIGHBORHOOD DEVELOPMENT

Cumberland

Westside Center	120,000	88,800	36,480
Danforth Street	125,040	87,520	37,520
Rural Council for Community Action	82,240	51,352	40,000

Subtotal for Neighborhood Development	<u>327,280</u>	<u>227,672</u>	<u>114,000</u>
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CAMPERSHIPS

Cumberland

Camping Unlimited	127,920	127,920	56,738
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York

St. Andre's	116,480	---0---	166,480
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* Note: This program does not readily fit into one of the services defined above, so it has been considered separately.

ANALYSIS OF LEGISLATION SEEKING STATE FUNDING OF MEALS FOR OLDER PEOPLE

COUNTY	PROJECT	SOURCE OF FEDERAL FUNDS	DATE FUNDS AFFECTED	ANNUAL AMOUNT REQUESTED IN LIEU OF FEDERAL FUNDS	L.D. NO. AND SPONSOR
Androscoggin	Lewiston Senior Citizens	Title III Older Americans	Terminated 12-31-72	63,000	L.D. 654 Kelleher
Aroostook	Van Buren Senior Citizens	Office of Economic Opportunity	Terminated 10-72	23,000	L.D. 487 Cyr
Cumberland	Golden Age Age	Title XVI Social Security Act	Decreased 48% 12-31-72	42,480	L.D. 79 H.D. 394 Brennan
Knox	Operation Sea-He	Title III Older Americans Act	Grant Expires 3-31-73	30,000	L.D. 654 Kelleher

COUNTY	PROJECT	SOURCE OF FEDERAL FUNDS	DATE FUNDS AFFECTED	ANNUAL AMOUNT REQUESTED IN LIEU OF FEDERAL FUNDS	L.D. NUMBER AND SPONSOR
Kennebec	Social Concern Committee	Title XVI Social Security Act	Terminated 12-31-72	12,000	L.D. 79 N.D. 394 Brennan
Penobscot	Meals for Me.	Title III Older Americans Act	Grant Expires 3-31-73	50,000	L.D. 654 Kelleher
<u>STATEWIDE :</u>					
Matching and Supplemental funds in addition to federal allotment so as to provide statewide service	Nat'l Nutrition Program for Elderly & Title XVI Social Security Act.	National Enabling Legislation Passed 3-72 but funds not appropriated. Funds are included in President's Budget	66,000	No number yet. K. Goodwin

TOTAL KNOWN REQUESTS FOR STATE FUNDS FOR MEALS FOR ELDERLY ANNUALIZED..... \$ 286,000

COMMENT:

The six individual projects operate with the assistance of federal funds, generally at a 75% matching ratio.

The two projects assisted by the Social Security Act continue to expend \$88,480 and \$1,200 respectively to offer meals to recipients of welfare, but seek funds to maintain service to 740 low income people not on welfare. The state funds requested for these two projects are sought only to serve non-welfare recipients.

The three projects assisted by the Older Americans Act serve both welfare and non-welfare people and will have to cease operation when current grants expire, unless the National Older Americans Act, which has passed the U.S. Senate, is passed by the U.S. House, and signed by the President. House action is not expected immediately. There is a strong possibility of veto due to retention in the Senate version of Title LX and X which were major causes of the initial veto in October, 1972. Approximately 10% of the people served in each project are recipients of A A B D.

The one project assisted by the Office of Economic Opportunity has already ceased operation due to the curtailment of OEO funds.

Under the National Nutrition Act for the elderly, Maine's allotment will be \$475,000 annually, which is adequate only to operate the service in 8 - 10 areas of the State. Funds have not yet been appropriated for the Nutrition Act. Under Title XVI of

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the Social Security Act, meals service is now restricted to welfare recipients whereas previously meals could be provided to low income people not on welfare.

Recommendation:.....

Appropriate reasonable amount of State funds to match and supplement federal funds so as an appropriate number of meals projects may be offered throughout the State. Utilize single appropriation to Older Americans account, not specifically earmarked for any of the above projects; with the understanding that a portion of the state funds appropriated for 1972 - 73 may be used to pay up to 75% of the cost of meal projects for a minimum period of time not to exceed six months and preferably not to exceed three months, and in no event for a period of time beyond allocation of National Nutrition Act funds.

It should also be understood that the remaining balance of state funds and federal allocation shall give priority to initiation and continuation of new projects in areas of the state where meals projects are not available now.

As an incentive for the department and community agencies to fully utilize federal funds, in lieu of this appropriation, as soon as funds are available under the Nutrition Act, Title III of the Older Americans Act, and Title XVI of the Social Security Act or other legislation; any portion of this appropriation, not used to fund 75% of the cost for short term operation of meals programs; shall not lapse and^{SA2//} be available for matching by

federal and community resources. Assuming the availability of Social Security Act, Older Americans Act or Nutrition Act funds, in projects where state funds match federal funds, state funds shall at no time exceed 10% of actual expenditures in any meals project and shall be expended only when the grantee receiving such funds arranges for the contribution of at least 15% of the actual expenditures in any project when matching federal funds are available. In projects where state funds are not matched by federal funds, state funds shall at no time exceed 50% of actual expenditures.

FUNDING RECOMMENDATION
HEALTH AND WELFARE
OLDER AMERICANS ALL OTHER

	1972 - 73	1973 - 4	1974 - 5
HEALTH & WELFARE			
OLDER AMERICANS - ALL OTHER	55,000	165,000	200,000

Provides in FY 73 funds to pay no more than 75% of actual expenditures for meals programs for period not to exceed months. Provides in FY 74 and 75 state funds which shall pay no more than 50% of a project's actual expenditures and shall be expended only if matched by community or federal funds.

County Summary of Social Services Contractually Purchased by Maine Department of Health & Welfare under Titles IV-A and XVI of the Social Security Act

County	Amount of former contracts prior to 12-31-72 (Annualized)	Amount of current contracts as of 1-31-73 (Annualized)	Estimated Annual Cost of Providing Service to Lower Income People not on AFDC or AABD
Androscoggin	1,382,040	967,865	711,130
Aroostook	267,400	179,200	48,143
Cumberland	3,005,396	2,230,133	1,009,170
Franklin	69,854	69,854	-0-
Kennebec	704,520	579,982	79,000
Knox-Lincoln- Waldo	157,820	144,324	35,000
Penobscot	261,452	210,905	133,942
Piscataquis	14,400	1,500	13,680
Somerset	93,000	86,800	23,000
Washington	112,000	89,600	44,004
York	424,700	240,120	270,100
Statewide	<u>202,400</u>	<u>225,240</u>	<u>-0-</u>
Grand Totals	6,694,982	5,025,523	2,367,169

*The "Estimated" column does not and should not equal the "former" column minus the "current" column. Many services now provided by current contracts are new additions which did not operate previously.

County Summary Broken Down by Types of Social Service

<u>County</u>	<u>Service</u>	<u>Former</u>	<u>Current</u>	<u>Estimate</u>
Androscoggin	Homemaker	50,640	55,104	25,420
	Daycare	705,520	409,824	272,648
(includes Franklin & Oxford)	Mentally Ret.	44,600	33,116	16,608
	Mental Health	374,080	318,922	343,242
	School Guid.	24,000	11,520	11,520
	Youth Dev.	51,920	51,800	34,560
	Social Plng.	29,600	30,171	-0-
	Educational	61,680	17,472	7,132
	Information & Referral	<u>40,000</u>	<u>39,936</u>	<u>-0-</u>
Sub total Androscoggin		1,382,040	967,865	711,130

<u>County</u>	<u>Services</u>	<u>Former</u>	<u>Current</u>	<u>Estimate</u>
Aroostook	Homemaker	108,000	90,000	8,656
	Daycare	6,000	6,000	1,224
	Social Planning	4,600	19,000	9,375
	Mental Health	<u>148,800</u>	<u>64,200</u>	<u>28,888</u>
Subtotal Aroostook		<u>267,400</u>	<u>179,200</u>	<u>48,143</u>

<u>County</u>	<u>Services</u>	<u>Former</u>	<u>Current</u>	<u>Estimate</u>
Cumberland	Homemaker*	280,000	280,000	88,320
	Daycare	1,075,532	1,158,917	190,308
	Health Related	634,960	33,640	404,000
	School Guid.	107,920	70,160	37,760
	Social Plng.	64,240	61,520	-0-
	Educational	169,264	140,144	29,120
	Neighborhood Development	327,280	227,672	114,000
	Camperships*	127,920	127,920	56,738
	Meals for Older People	88,480	46,000	42,480
	Sr. Citizens*	101,520	55,880	46,444
	Housing Imp.	<u>28,280</u>	<u>28,280</u>	<u>-0-</u>
Subtotal Cumberland		3,005,396	2,230,133	1,009,170

* service area at minimum includes greater portion of Cumberland County, or two counties

<u>County</u>	<u>Service</u>	<u>Former</u>	<u>Current</u>	<u>Estimate</u>
Franklin	Youth Dvlmt.	69,854	69,854	-0-
Knox, Lincoln, Waldo	Mentally Ret.	12,000	34,960	-0-
Subtotal Three counties	Mental Health	<u>145,820</u>	<u>109,364</u>	<u>35,000</u>
		157,820	144,324	35,000
Kennebec	Homemakers (and Somerset)	81,400	76,000	42,000
	Daycare	20,000	20,000	-0-
	Mental Health	556,000	447,982	25,000
	Youth Dvlmt.	35,120	36,000	-0-
	Meals for Older People	<u>12,000</u>	<u>-0-</u>	<u>12,000</u>
Subtotal Kennebec		704,520	579,982	79,000

<u>County</u>	<u>Service</u>	<u>Former</u>	<u>Current</u>	<u>Estimate</u>
Penobscot (service Area includes Han- cock, Washington & Waldo)	Homemakers (incl. Piscataquis)	32,000	32,000	24,320
	Mentally Ret.	74,660	86,740	-0-
	Youth Dvlmt.	92,240	86,165	50,198
	Sr. Citizens	<u>62,552</u>	<u>6,000</u>	<u>59,424</u>
	Subtotal Penobscot	261,452	210,905	133,942
<hr style="border-top: 1px dashed black;"/>				
Piscataquis	Sr. Citizens	14,400	1,500	13,680

<u>County</u>	<u>Service</u>	<u>Former</u>	<u>Current</u>	<u>Estimate</u>
Somerset	Daycare	41,000	48,400	-0-
	Youth Dvlmt.	<u>52,000</u>	<u>38,400</u>	<u>23,000</u>
Subtotal Somerset		93,000	86,800	23,000

Washington	Homemaker	80,000	72,000	27,360
	Daycare	<u>32,000</u>	<u>17,600</u>	<u>16,644</u>
Subtotal Washington		112,000	89,600	44,004

York	Homemaker	84,000	73,400	76,680
	Daycare	93,120	93,120	8,840
	Mentally Ret.	73,600	73,600	10,600
	Transportation	7,500	-0-	7,500
	St. Andre's	<u>166,480</u>	<u>-0-</u>	<u>166,480</u>
Subtotal York		424,700	240,120	270,100

<u>County</u>	<u>Service</u>	<u>Former</u>	<u>Current</u>	<u>Estimate</u>
Statewide	Mentally Ret.	160,000	169,240	-0-
	Housing Imp.	<u>42,400</u>	<u>56,00</u>	<u>-0-</u>
Subtotal Statewide		202,400	225,240	0

Social Security Act Funds Potentially Available:

	<u>1973-74</u>	<u>1974-75</u>
Maine's allotment under Title IV-A & XVI	\$12,300,000	\$12,300,000
Public or private money required to earn fed. funds	<u>\$ 4,100,000</u>	<u>\$ 4,100,000</u>
Total funds potentially available for Social Services	\$16,400,000	\$16,400,000

Appropriation Requests Over and Above those Qualifying for Social
Security Act Funds.

<u>1972- 73</u>	<u>1973-74</u>	<u>1974-75</u>	<u>Total</u>
\$1,071,000	\$2,034,365	\$2,502,090	\$5,607,455

More detailed information about related appropriation requests
are contained in the Summary of Known Appropriation Requests and
the Listing of Legislation.