

**GAO**

Report to the Select Committee on  
Children, Youth, and Families,  
House of Representatives

September 1990

**CHILDREN'S ISSUES**

**A Decade of GAO  
Reports and Recent  
Activities**





United States  
General Accounting Office  
Washington, D.C. 20548

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Human Resources Division

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The Honorable George Miller  
Chairman, Select Committee on  
Children, Youth, and Families  
House of Representatives

The Honorable Thomas J. Bliley, Jr.  
Ranking Minority Member  
Select Committee on Children,  
Youth, and Families  
House of Representatives

This report responds to your May 8, 1990, request for a comprehensive report of GAO's activities since 1980 on children's issues.

We have defined children's issues to include a wide range of federal programs and policy areas affecting children (from birth to age 18) and their families. Our work has addressed a broad spectrum of domestic issues that affect children, such as infant mortality, access to health care, poverty, homelessness, early childhood education and child care, and foster care. For this report, we have categorized the results of our work into the following issues: child day care, child welfare and social services, education, health, housing, income security, nutrition, youth employment and training, and other child and family issues.

Table I categorizes, by issue, over 250 GAO reports, testimonies, ongoing assignments, and other activities on issues affecting children. The table further reflects an increase in GAO's work on children's issues: 58 reports were issued in the 18-month period from October 1, 1988, through March 31, 1990, compared with 119 reports issued in the 9-year period of fiscal years 1980-88. In the 18-month period, our work most frequently addressed health and education issues.

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its issue date. At that time, we will send copies to interested parties and make copies available to others upon request.

Should you have any questions concerning this report, please call me on (202) 275-1655. Other major contributors are listed in appendix VI.



Linda G. Morra  
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and Management Issues

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11 years, the federal government has increased its support for child care by about \$2 billion in constant 1988 dollars. At the same time, however, support to low-income families declined as a proportion of the total federal child care budget. This decline in the share of dollars spent for low-income families was mainly due to higher-income families expanding their use of the child care tax credit. No federal agency is responsible for coordinating all federal child care efforts, although there has been some child care coordination at the state level. While the supply of child care is difficult to measure because so much is privately provided and unregulated, information indicates that some types of child care, such as care for infants and toddlers, school-age children, and sick children, are in short supply.

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**Child Care: Selected Bibliography (GAO/HRD-89-98FS, July 11, 1989)**

GAO developed from various data bases a selected bibliography on child care. This bibliography contains 386 citations, most accompanied by abstracts taken from the data bases. The cited literature includes journal articles, books, research reports, studies, and conference papers published during the period 1978 to mid-1988.

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**Marine Corps Child Care: User Fee Increases at Parris Island and Beaufort Installations (GAO/HRD-89-74, Mar. 24, 1989)**

In the spring of 1988, weekly fees for one child at the Marine Corps Recruit Depot, Parris Island, South Carolina, and the Marine Corps Air Station, Beaufort, South Carolina, child care centers ranged from \$22 to \$24 and from \$24 to \$29, respectively, depending on the parent's military rank. During 1988, both centers experienced significant pressures to increase user fees. These pressures resulted primarily from a combination of factors, including: (1) directives from Marine Corps headquarters to cover more nonappropriated costs with user fees; (2) cuts in fiscal year 1988 morale, welfare, and recreation appropriations; and (3) increased manpower and operations expenses partly due to an overall Marine Corps initiative to improve the quality of child care. In 1988, both installations found it necessary to raise fees. The increased weekly child care fees at Parris Island ranged from \$26 to \$45 and in Beaufort from \$36 to \$40.

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**Military Child Care: Extensive, Diverse, and Growing (GAO/HRD-89-3, Mar. 8, 1989)**

The demand for child care services has exceeded the supply at most military bases. Military child care is provided on installations primarily through child development centers and family day care homes. Care in a center is given by trained caregivers on a fee-for-service basis. Care in family day care homes is given in government housing, usually by a trained military spouse, at a rate agreed upon by the caregiver and the



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**Foster Care: Incomplete Implementation of the Reforms and Unknown Effectiveness (GAO/PEMD-89-17, Aug. 14, 1989)**

In response to reports of widespread abuses of the foster care system, the Adoption Assistance and Child Welfare Act of 1980 revised several child welfare programs. Evidence suggests, however, that the revised requirements have not been completely carried out. Although 94 percent of the states had met ACYF's minimum requirements for the case review system by 1987, ACYF compliance reviews revealed problems in completing case reviews within the required time periods. In the absence of a national evaluation or comprehensive information system, GAO could not determine if the reforms carried out have reduced the number of unnecessary and inappropriate placements of children into foster care. Although procedural protections have generally been instituted, present conditions suggest a continuing need for incentives to fully implement these reforms and, perhaps, additional efforts by ACYF and the states to strengthen them.

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**Foster Care: Preliminary Report on Reform Effects (GAO/PEMD-89-23BR, June 1, 1989)**

During the 1970s, widespread abuses of the foster care system were reported. In light of these reports, the Adoption Assistance and Child Welfare Act of 1980 amended several child welfare programs under the Social Security Act. In particular, the act made funds available for the federal Foster Care program and large funding increases for the Child Welfare Services grant contingent on the states' implementation of certain procedural protections for children in foster care. This briefing report presents, primarily in tabular form, the preliminary results of GAO's review. Final results were reported in GAO/PEMD-89-17.

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**Foster Parents: Recruiting and Preservice Training Practices Need Evaluation (GAO/HRD-89-86, Aug. 3, 1989)**

Foster care professionals report that recruiting and retaining foster parents are becoming increasingly difficult. Preservice training, which is provided before social services agencies approve parents and place foster children with them, is seen by foster care professionals as a continuation of recruiting that can help prepare foster parents for the challenges of caring for foster children. Reliable data on state recruitment and retention of foster parents, however, are not generally available. Few formal evaluations of states' foster parent recruiting and preservice training strategies have been done. As a result, HHS should comprehensively evaluate the effectiveness of various foster parent recruiting strategies.

did not adequately monitor and administer the grant agreements, as prescribed by federal regulation and Office of Management and Budget (OMB) circulars.

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**DOD Overseas Schools:  
Additional Assurances of  
Educational Quality  
Needed (GAO/HRD-90-13,  
Mar. 15, 1990)**

DOD spent about \$755 million in 1988 to run 271 overseas schools attended by over 150,000 students, who are dependents of military and DOD civilian personnel stationed abroad. GAO found that while DOD schools are accredited and their students tend to score well on standardized tests, DOD school management and parents should have additional assurances that the schools are providing students with a high-quality education. Scores provide but one measure of education quality and should be supplemented with other indicators—like promotion rates and measures of the variety of course offerings. DOD also needs better procedures for documenting that the schools have quality teachers and that students meet graduation standards. School advisory committees have been established to give parents and teachers a forum for expressing their views on school operations; however, these committees seldom exercise their specific authority to advise school principals on budgets and course curricula. DOD has implemented widely used drug and alcohol abuse programs in its schools and has generally corrected facilities' shortcomings, such as inadequate space and leaky roofs, that were identified by its accrediting organization.

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**Early Childhood  
Education: Information on  
Costs and Services at High-  
Quality Centers (GAO/  
HRD-89-130FS, July 21,  
1989)**

Preliminary results of a GAO survey of 265 high-quality early childhood education programs showed that, on average, they spent \$4,070 per child in fiscal year 1988; after adjusting for in-kind donations, the cost per child was \$4,660. The average child-to-teacher ratio for 4-year-old children was about 9 to 1; at many of these centers, the ratios for infants and toddlers were closer to 4 to 1. More than three-fourths of center expenses were for salaries and benefits and rent or mortgage. Other costs were for additional operating expenses—such as educational materials and equipment, food, office supplies, repairs and maintenances, insurance, and utilities—and supplementary services, such as health screening and parent education. Final results were reported in GAO/IIRD-90-49BR.

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**Effective Schools Programs: Their Extent and Characteristics (GAO/HRD-89-132BR, Sept. 13, 1989)**

This briefing report discusses (1) the number of school districts with effective schools programs, (2) common program characteristics and practices, (3) how school districts evaluate the effect of their programs on students' academic achievement, and (4) federal requirements for evaluating these programs.

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**Special Education: Congressional Action Needed to Improve Chapter 1 Handicapped Program (GAO/HRD-89-54, May 23, 1989)**

In 1965, the Congress established the Title I (now Chapter 1) Handicapped Program. Primarily, the program was to help states finance the education of handicapped children, most of whom were severely handicapped, in state-operated or supported institutions. In 1975, the Congress enacted a much larger program through the Education of the Handicapped Act (EHA). This act required that states assure an adequate education for all handicapped children and provided additional federal financial assistance. Handicapped children covered by Chapter 1 are generally educated separately from nonhandicapped children. Although the services these handicapped children receive are similar in nature to those provided under EHA, they often are more frequent or more intensive, reflecting their more serious handicapping conditions. Chapter 1 is administratively similar to EHA, and the procedural safeguards guaranteed to EHA program participants are also provided to Chapter 1 program students. However, a number of problems in Chapter 1 administration may indicate a need for legislative changes. For example, four states that count children with handicaps generally not considered to be severe have received nearly half of all program funds. The Congress should restructure the Chapter 1 program to eliminate funding imbalances and to better assure that all states focus on severely handicapped children. Also, the Congress should enact legislation to merge the Chapter 1 and EHA programs. If the programs are merged, the Congress should consider a separate funding set aside for states to use to serve only severely handicapped children.

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**Special Education: Estimates of Handicapped Indian Preschoolers and Sufficiency of Services (GAO/HRD-90-61BR, Mar. 5, 1990)**

GAO is required by Public Law 100-297 to review the Bureau of Indian Affairs's (BIA) programs for educating handicapped Indian preschoolers. This briefing report discusses GAO's estimates of (1) the number of handicapped Indian preschoolers on the 63 reservations with schools administered by BIA and (2) the sufficiency of services they receive. GAO estimates that while nearly 3,000 handicapped Indian preschoolers aged 3 and 4 live on the 63 reservations with BIA schools, only 838 of these children were receiving special education services in school year 1988-89. At least 24 percent of 791 handicapped children with Individual

financial management systems to address accounting and internal control weaknesses.

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**Vocational Education:  
Opportunity to Prepare for  
the Future (GAO/HRD-  
89-55, May 10, 1989)**

Providing quality vocational education to underserved groups in all areas of each state and encouraging modernization and improvement of vocational education programs are two major objectives of the Carl D. Perkins Vocational Education Act. In the six states and 20 localities GAO visited, vocational education programs and services consistent with the Perkins Act were provided. But vocational education students in economically depressed areas may be less likely to receive Perkins funding for improved or modernized program activities than students outside such areas. All six states visited allocated more than half of their basic state grants to economically depressed areas, as the act requires. But some states designated relatively wealthy areas as "economically depressed" and gave them greater per capita funding than some poorer communities. Further, the disadvantaged population allocation formula includes students who are academically disadvantaged but not poor. Thus, some relatively wealthy school districts can receive more money per low-income student than districts with high concentrations of low-income students. Should the Congress want to target additional Perkins Act funds to poor communities, it could amend the act to (1) require states to allocate at least as much Perkins funding for each vocational student in economically depressed areas as in other areas of the state, (2) remove "academically disadvantaged" students who are not poor from the fund allocation formula for the disadvantaged, and (3) require that any Perkins funds redistributions for the disadvantaged and handicapped populations be made in approximately the same proportions between poorer and wealthier areas as the original allocations.

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## Health

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**Health Care: Availability  
in the Texas-Mexico  
Border Area (GAO/HRD-  
89-12, Oct. 26, 1988)**

Concern has been expressed about the health problems and availability of health care in the Texas-Mexico border area counties. Some of the findings were that the general birth rate was higher, the death rate was lower, and the communicable disease rate was relatively higher than elsewhere in the United States. A majority of the border counties have physician shortages; areas with populations of under 9,000 do not have hospital or clinic facilities and emergency care equipment. Four categories of federal, state, and local health-related programs could benefit

of 32 home and community-based waivers. Children were eligible for services under 24 of them and represented about 10 percent of the individuals served under these arrangements. Officials in eight of the nine states told us they were satisfied with the results achieved with their waivers; that is, they were able to provide less costly home and community-based care. On the other hand, most states reported difficulties with their initial attempts to obtain waivers. Some officials believed that the initial waiver application and approval process was a long, stretched out, and uncertain process.

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**Health Care Financing:  
Unreimbursed Charges of  
Selected Children's  
Hospitals (GAO/HRD-  
89-76, July 11, 1989)**

Unreimbursed charges at the 13 children's hospitals that GAO visited averaged about 20 percent of their total charges for patient care during fiscal year 1986, the latest year for which they had complete data at the time. Such charges are attributable to charity care, bad debts, and allowances and discounts available under contractual arrangements with certain public and private payers. The contractual arrangements accounted for 59 percent of the unreimbursed charges, followed by charity care and bad debts. Hospitals attempted to mitigate the impact of unreimbursed charges by (1) considering them in setting patient charges and (2) generating income from other sources.

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**Human Embryo  
Laboratories: Standards  
Favored to Ensure Quality  
(GAO/HRD-90-24,  
Dec. 19, 1989)**

The successful application of advanced reproductive technologies has raised the hopes of many infertile couples. Because human embryo laboratories play an important role in the treatment of such patients, GAO surveyed laboratory personnel qualifications, quality control measures, and techniques. GAO found that these factors varied, and most of the technology practitioners responding to GAO's survey generally agreed that some oversight of human embryo laboratories would improve the quality of care people receive. Most respondents favored more uniform personnel qualifications and quality control requirements. Many reproductive technology program directors, however, opposed mandating standardized techniques, noting that similar results may be obtained when different methods, materials, and techniques are used.

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**Medicaid: States Expand  
Coverage for Pregnant  
Women, Infants, and  
Children (GAO/HRD-  
89-90, Aug. 16, 1989)**

In recent years, most states have expanded Medicaid eligibility for pregnant women, infants, and young children. Eighty-six percent of states have raised their income limits for Medicaid eligibility for pregnant women and infants. In addition to raising income levels, 36 states have adopted at least two other options—dropping assets tests (guaranteeing continuous eligibility) and offering temporary (presumptive) eligibility

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Youth Camps: Nationwide  
and State Data on Safety  
and Health Lacking  
(GAO/HRD-89-140,  
Sept. 20, 1989)

No federal legislation currently exists to regulate youth camp safety and health. Instead, states develop and implement their own youth camp health and safety standards. Nationally, and in five of the six states GAO visited, little information was available on accidents, illnesses, and fatalities that occur at youth camps. Youth camp safety and health standards in the 50 states vary widely, and GAO found no source of nationwide data on the states' enforcement activities whether conducted by the state centrally or delegated to local jurisdictions.

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## Housing

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Children and Youths:  
About 68,000 Homeless  
and 186,000 in Shared  
Housing at Any Given  
Time (GAO/PEMD-89-14,  
June 15, 1989)

On a given night, about 68,000 children and youths aged 16 or younger may be members of families that are literally homeless. Of these children and youths, about 25,500 are likely to be in urban shelters and hotels; about 21,800 are likely to be in suburban and rural areas; about 4,000 are housed by churches; about 9,000 may be sleeping in abandoned buildings, cars, or public places; and about 7,700 may be in various other settings. In addition to those who are literally homeless, nearly 186,000 children and youths may be precariously housed, spending the night in doubled-up circumstances.

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Homelessness: Homeless  
and Runaway Youth  
Receiving Services at  
Federally Funded Shelters  
(GAO/HRD-90-45,  
Dec. 19, 1989)

This report analyzes the characteristics of youths who were served by shelters funded under the Runaway and Homeless Youth Act. GAO found that while there have been reports of a growing population of homeless youths, little information is available on the size or characteristics of either the total homeless youth population or the subgroup seeking assistance from runaway and homeless shelters. As the result of its analysis, however, GAO made the following observations:

- Homeless youths seem to be a diverse group of people facing many problems.
- The shelter network may not be able to meet some needs of homeless and runaway youths.
- Many youths may not be receiving needed services after they leave the shelters.
- Many homeless youths who do not return to their families after leaving a shelter move on to unstable living arrangements.
- Very few of the homeless youths appear to leave shelters for independent living programs.

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**Housing Conference:  
National Housing Policy  
Issues (GAO/RCED-89-174,  
Aug. 1989)**

For many years, the federal government has played an important role in ensuring and providing an adequate and affordable supply of decent, safe, and sanitary housing for many citizens. Since 1980, however, federal funding for housing programs has been reduced substantially for some programs and others have been targeted for further reduction or even elimination. The Congress and the administration have again begun to emphasize the need for immediate attention to programs that would provide an adequate and affordable supply of housing, including housing for the homeless. This staff study presents the proceedings of a September 1988 conference sponsored by GAO to help it plan its future work on the problems of availability and affordability of housing for low-income households, homeless individuals and families, and first-time home buyers. In view of the recently disclosed problems of mismanagement at HUD, GAO also plans to undertake studies of internal controls in various HUD programs.

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**Rental Housing: Housing  
Vouchers Cost More Than  
Certificates but Offer  
Added Benefits  
(GAO/RCED-89-20,  
Feb. 16, 1989)**

HUD is currently operating two similar rental assistance subsidy programs—certificates and vouchers—whose identical goals are to provide low-income families with decent, safe, and affordable rental housing. The administration has proposed that the certificate program be replaced with the voucher program, claiming that vouchers are less costly and are more efficient. The latest data available, however, indicate that voucher costs are likely to be higher than certificate costs. Using data from HUD's first-year report on the housing voucher program, GAO calculated that with HUD's 1989 budget request, about 9,500 fewer families can be assisted with vouchers than with certificates. GAO believes that operating one rental assistance program is advantageous; it would provide consistent benefits to program recipients and a unified approach to delivering housing assistance. The merits and drawbacks of features presently distinguishing vouchers from certificates need to be evaluated.

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**Transition Series: Housing  
and Urban Development  
Issues (GAO/OCG-89-  
22TR, Nov. 1988)**

GAO found that the new administration, which came into office January 1989, will need to: (1) encourage continued private investment in low-income housing, focusing on individual markets to determine the amount of federal incentives needed; (2) consider the cost effectiveness of preserving public, low-income housing; (3) continually monitor tax policies; (4) discontinue the separate housing voucher and certificate programs to assist low-income families, and consolidate the best features of both programs into one program aimed at providing equitable, cost-effective

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**Interstate Child Support:  
Case Data Limitations,  
Enforcement Problems,  
Views on Improvements  
Needed (GAO/HRD-89-25,  
Jan. 27, 1989)**

OCSE and state caseload and collection data are of questionable reliability and provide limited information about interstate child support. OCSE data cannot be used to determine the relative size of states' interstate versus total caseloads because OCSE collects different types of information on interstate and total cases. Some of the barriers states identified that affect collections are insufficient staff, lack of automation, differing policies and procedures among states, and lack of communication/cooperation between states. Some ongoing improvements at the state level include: (1) strengthening state legislation, policies, and procedures; (2) increasing attention and priority to interstate cases; (3) improving absent parent location services; and (4) increasing staffing and training. Some suggested actions at the federal level should include: standardizing laws, procedures, and forms that bear on interstate cases; establishing child support office performance standards for handling interstate cases; and establishing an interstate computer network with uniform processing requirements for each state.

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**Transition Series: Health  
and Human Services Issues  
(GAO/OCG-89-10TR,  
Nov. 1988)**

Among other things, GAO reported that HHS needs to provide strong leadership to establish performance standards, encourage states to use proven collection techniques, and promote automated child support enforcement systems.

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**Welfare Reform:  
Alabama's Demonstration  
Project (GAO/HRD-89-  
129BR, Aug. 17, 1989)**

This briefing report focuses on Alabama's proposed welfare reform demonstration project called Avenues to Self-Sufficiency through Employment and Training Services. Specifically, the report (1) analyzes the procedures used to process the demonstration project proposal, including whether the project complied with current law, and (2) provides information about the project's characteristics, such as benefits and changes associated with the project, the project's effects on future beneficiaries, and Alabama's early cost and savings estimates if the program is implemented in three counties and statewide.



determine the nutritional adequacy of program benefits for specific individuals. Four major diet-related health conditions exist on the four reservations: obesity, diabetes, heart disease, and hypertension. Although proper nutrition may not cure these conditions, it can reduce their complications or help prevent their occurrence. These programs do not specifically address the special dietary needs of Indian recipients; however, GAO believes that ensuring that recipients receive and apply adequate nutrition education can help meet these needs.

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**Food Stamp Program: A Demographic Analysis of Participation and Nonparticipation (GAO/PEMD-90-8, Jan. 19, 1990)**

Why do some households that are eligible for food stamps not receive them? GAO found that in 1987, over 56 percent of eligible households did not participate in the Food Stamp Program. Households receiving other welfare benefits were more likely to participate in the Food Stamp Program. On the other hand, households receiving social security, those headed by the elderly, and those headed by both white and nonwhite single men were less likely to receive food stamps. The main reasons given for not participating in the program were (1) lack of interest in the benefits, (2) a lack of program information, and (3) problems with the program or lack of access to it. Given that outreach efforts may be resumed under the Hunger Prevention Act, GAO believes states should be encouraged to target those groups that would most benefit from the program.

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**Food Stamp Program: Administrative Hindrances to Participation (GAO/RCED-89-4, Oct. 21, 1988)**

States have adopted a number of procedures to assure eligibility for Food Stamp Program benefits and ensure that needy persons receive the appropriate amount of assistance in the most economical and efficient way possible. However, under certain circumstances, procedures adopted by states (California, Illinois, Maryland, Oklahoma, and Texas) GAO visited have prevented or delayed eligible households from applying for food stamps and participating in the program. For example, GAO found that two offices conducted normal business only 4 days each week, which limited access to food stamp services, all local offices in one state and one local office in each of two other states did not consider applicants for expedited benefits or provide expedited benefits on time, and three local offices in one state did not always help applicants obtain the documents they needed to complete their applications.

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**School Lunch Program:  
Buy American Procedures  
at Schools With Cash or  
Credit in Lieu of Food  
(GAO/RCED-89-183,  
Aug. 9, 1989)**

School districts receiving federal funds are required, whenever possible, to purchase only food products that are produced in the United States. GAO found that the Food and Nutrition Service and two of the three states visited have implemented the Buy American provisions, but had done only limited monitoring to determine compliance. Officials at three of the four school districts GAO visited were aware of the Buy American requirement and had instructed suppliers to deliver domestic products only. Officials in two of the districts periodically inspected product labels to ensure that the Buy American requirement was being met. Monitoring by the Food and Nutrition Service was limited.

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**Transition Series:  
Agriculture Issues (GAO/  
OCG-89-12TR, Nov. 1988)**

As part of the transition series of reports, GAO found that, among other things, USDA needs to improve the effectiveness and accuracy of the food stamp sanction system and resolve unpaid sanctions owed to the federal government.

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**Youth Employment  
and Training**

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**Job Training Partnership  
Act: Information on  
Training, Placements, and  
Wages of Male and Female  
Participants (GAO/HRD-  
89-152FS, Sept. 12, 1989)**

This fact sheet discusses the occupations in which male and female participants in the Job Training Partnership Act program were trained and subsequently placed. It provides (1) a summary of the skill level of occupations for which men and women were trained and placed; (2) a comparison of the number and percentage of men and women trained in specific occupations, categorized as higher, moderate, and lower skill level positions; and (3) a similar comparison for those placed in specific occupations.

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**Job Training Partnership  
Act: Youth Participant  
Characteristics, Services,  
and Outcomes (GAO/HRD-  
90-46BR, Jan. 24, 1990)**

The Job Training Partnership Act offers training to economically disadvantaged youth, many of whom lack basic work skills and remain unemployed despite economic expansion and a shortage of qualified workers. This briefing report provides information on the characteristics of youths (aged 14 to 21) enrolled under Title IIA of the act, the services they received, and the outcomes they attained.

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United Nations: U.S.  
Participation in the  
Children's Fund  
(GAO/NSIAD-89-204,  
Sept. 27, 1989)

GAO found that officials and representatives of other major donor countries believe that United Nations Children's Fund (UNICEF) programs are managed in a generally effective manner. They do, however, have certain concerns about UNICEF policies and programs. GAO observed conditions at some UNICEF-assisted project sites that suggested increased monitoring and oversight might be helpful. United Nations audits of UNICEF's 1985 and 1986 financial statements were critical of several accounting and financial management practices. UNICEF management has responded affirmatively to the auditor's recommendations. While the United States remains a major contributor to and participant in UNICEF, it is no longer the predominant donor, and its level of influence may be declining.

GAO's Study of Overseas Department of Defense Dependents' Schools, by William J. Gainer, Human Resources Division, before the Subcommittee on Military Personnel and Compensation, House Committee on Armed Services (GAO/T-HRD-89-1, Oct. 5, 1988).

Impacts of Education Reform, by Eleanor Chelimsky, Program Evaluation and Methodology Division, before the Subcommittee on Elementary, Secondary and Vocational Education, House Committee on Education and Labor (GAO/T-PEMD-89-2, Mar. 7, 1989).

Implementation of the Carl D. Perkins Vocational Education Act, by William J. Gainer, Human Resources Division, before the House Committee on Education and Labor (GAO/T-HRD-89-08, Mar. 7, 1989).

Observations on Ohio's Implementation of the Drug-Free Schools and Communities Act, by John H. Luke, Detroit Regional Office, before the Senate Committee on Governmental Affairs (GAO/T-HRD-90-12, Feb. 13, 1990).

Vocational Education: Opportunity to Prepare for the Future, by William J. Gainer, Human Resources Division, before the Subcommittee on Education, Arts, and Humanities, Senate Committee on Labor and Human Resources (GAO/T-HRD-89-31, June 22, 1989).

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## Health

Meeting the Needs of Children in a Home-Based Setting, by J. William Gadsby, Human Resources Division, before the Senate Committee on Finance (GAO/T-HRD-89-30, June 20, 1989).

Nationwide and State Data on Youth Camp Safety and Health Not Collected, by Linda G. Morra, Human Resources Division, before the Subcommittee on Health and Safety, House Committee on Education and Labor (GAO/T-HRD-89-27, Sept. 20, 1989).

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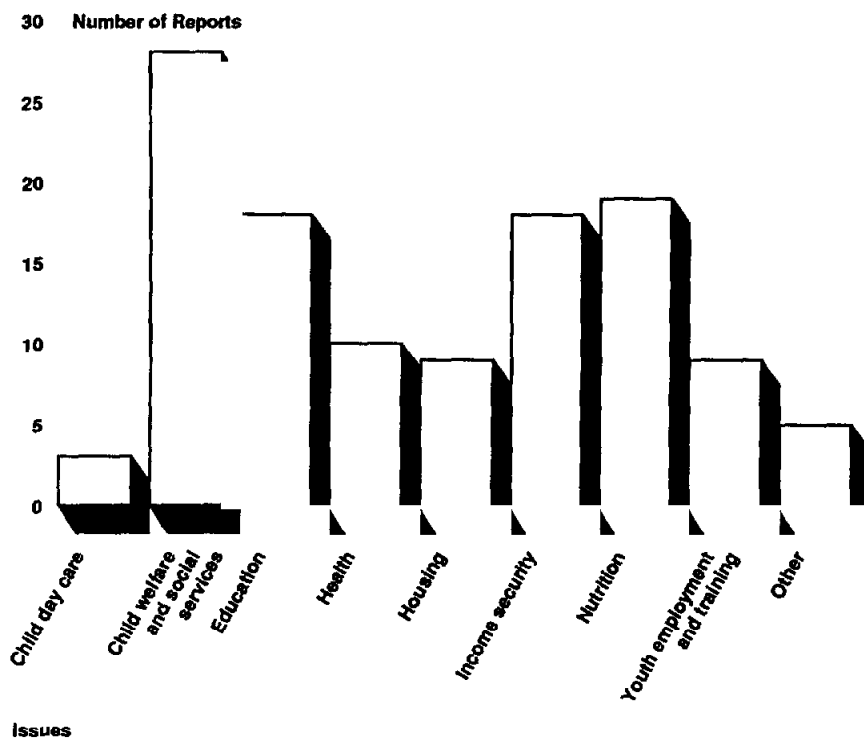
## Nutrition

Adequacy of Nutrition Programs on Indian Reservations, by Flora H. Milans, Resources, Community, and Economic Development Division, before the Senate Committee on Agriculture, Nutrition and Forestry and the Senate Select Committee on Indian Affairs (GAO/T-RCED-90-30, Feb. 20, 1990).

# GAO Reports on Children, Fiscal Years 1980-88

GAO issued 119 reports on issues affecting children and their families from fiscal years 1980 through 1988. Figure III.1 shows the distribution of these reports among nine different issues. From 1980 through 1984, GAO issued more reports on child welfare and social services issues than any other issue. From 1985 through 1988, however, the emphasis shifted to income security and nutrition issues.

**Figure III.1: GAO Reports on Children's Issues** (Fiscal Years 1980-88)



## Child Day Care

Child Care: Availability for Civilian Dependents at Selected DOD Installations (GAO/HRD-88-115, Sept. 15, 1988)

Child Care: Employer Assistance for Private Sector and Federal Employees (GAO/GGD-86-38, Feb. 11, 1986)

Military Child Care Programs: Progress Made, More Needed (GAO/FPCD-82-30, June 1, 1982)

Health and Human Services: Documentation of Funding Decisions for Child Abuse and Neglect Grants Inadequate (GAO/HRD-87-69, May 22, 1987)

Implementation of Public Law 94-142 As It Relates to Handicapped Delinquents in the District of Columbia (GAO/GGD-86-4, Oct. 17, 1985)

Improved Federal Efforts Needed to Change Juvenile Detention Practices (GAO/GGD-83-23, Mar. 22, 1983)

Increased Federal Efforts Needed to Better Identify, Treat, and Prevent Child Abuse and Neglect (GAO/HRD-80-66, Apr. 29, 1980)

Intertitle Transfers—A Way for States to Increase Federal Funding for Social Services (GAO/HRD-81-116, July 10, 1981)

Juvenile Justice: Grant to the National Partnership to Prevent Drug and Alcohol Abuse (GAO/GGD-88-5BR, Apr. 6, 1988)

Legislative Changes Are Needed to Handle Certain Cases Under the Federal Youth Corrections Act (GAO/GGD-83-40, Mar. 9, 1983)

Missing Children: Missing Children Data Collected by the National Crime Information Center (GAO/GGD-86-41FS, Jan. 28, 1986)

Propriety of Non-Federal Cash Matching Requirements for Juvenile Justice Grants (GAO/GGD-84-28, Dec. 9, 1983)

Residential Care: Patterns of Child Placement in Three States (GAO/PEMD-85-02, June 28, 1985)

Review of Certain Aspects of Group Home Care for Children in California (GAO/HRD-85-62, July 19, 1985)

Sexual Exploitation of Children—A Problem of Unknown Magnitude (GAO/HRD-82-64, Apr. 20, 1982)

States Are Funding Juvenile Justice Projects That Conform to Legislative Objectives (GAO/GGD-80-40, Mar. 7, 1980)

States Use Several Strategies to Cope with Funding Reductions Under Social Services Block Grant (GAO/HRD-84-68, Aug. 9, 1984)

Greater Use of Exemplary Education Programs Could Improve Education for Disadvantaged Children (GAO/HRD-81-65, Sept. 15, 1981)

Impact Aid: San Antonio Military School Districts Can Adjust to Reduced Federal Assistance (GAO/HRD-88-63BR, May 19, 1988)

School Dropouts: Survey of Local Programs (GAO/HRD-87-108, July 20, 1987)

School Dropouts: The Extent and Nature of the Problem (GAO/HRD-86-106BR, June 23, 1986)

Should the Bureau of Indian Affairs Continue to Provide Educational Services to Indian Children? (GAO/CED-80-72, Apr. 23, 1980)

Special Education: Financing Health and Educational Services for Handicapped Children (GAO/HRD-86-62BR, July 31, 1986)

Unanswered Questions on Educating Handicapped Children in Local Public Schools (GAO/HRD-81-43, Feb. 5, 1981)

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## Health

Better Management and More Resources Needed to Strengthen Federal Efforts to Improve Pregnancy Outcome (GAO/HRD-80-24, Jan. 21, 1980)

Block Grants: Federal Set-Asides for Substance Abuse and Mental Health Services (GAO/HRD-88-17, Oct. 14, 1987)

DOD Health Care: Pediatric and Other Emergency Room Care (GAO/HRD-88-113, Sept. 28, 1988)

Early Observations on States' Plans to Provide Children's Mental Health Services Under the ADAMH Block Grant (GAO/HRD-85-84, July 10, 1985)

Immunization: Safety and Use of Polio Vaccines (GAO/HRD-87-83BR, May 11, 1987)

Maternal and Child Health Block Grant: Program Changes Emerging Under State Administration (GAO/HRD-84-35, May 7, 1984)

Medicaid: Interstate Variations in Benefits and Expenditures (GAO/HRD-87-67BR, May 4, 1987)

Child Support: Need to Improve Efforts to Identify Fathers and Obtain Support Orders (GAO/HRD-87-37, Apr. 30, 1987)

Child Support: States' Implementation of the 1984 Child Support Enforcement Amendments (GAO/HRD-86-40BR, Dec. 24, 1985)

Child Support: States' Progress in Implementing the 1984 Amendments (GAO/HRD-87-11, Oct. 3, 1986)

Federal Personnel: Garnishments of Wages for Commercial and Domestic Debts (GAO/GGD-88-49FS, Feb. 17, 1988)

Tax Policy: Evaluation of IRS' Refund Offset Study (GAO/GGD-88-117, Sept. 1, 1988)

U.S. Child Support: Needed Efforts Underway to Increase Collections for Absent Parents (GAO/HRD-85-5, Oct. 30, 1984)

Welfare: Expert Panels' Insights on Major Reform Proposals (GAO/HRD-88-59, Feb. 3, 1988)

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

Welfare: Relationships and Incomes in Households with AFDC Recipients and Others (GAO/HRD-88-78, May 11, 1988)

Welfare Eligibility: Programs Treat Indian Tribal Trust Fund Payments Inconsistently (GAO/HRD-88-38, May 20, 1988)

Welfare Reform: Projected Effects of Requiring AFDC for Unemployed Parents Nationwide (GAO/HRD-88-88BR, May 23, 1988)

Welfare Simplification: States' Views on Coordinating Services for Low-Income Families (GAO HRD-87-110FS, July 29, 1987)

Welfare Simplification: Thirty-Two States' Views on Coordinating Services for Low-Income Families (GAO/HRD-87-6FS, Oct. 30, 1986)

Welfare and Taxes: Extending Benefits and Taxes to Puerto Rico, Virgin Islands, Guam, and American Samoa (GAO/HRD-87-60, Sept. 15, 1987)



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**Participation in the National School Lunch Program (GAO/RCED-84-132, Mar. 30, 1984)**

**School Lunch Program: Evaluation of Alternatives to Commodity Donations (GAO/RCED-87-113, June 11, 1987)**

**School Meal Programs: Options for Improving the Verification of Student Eligibility (GAO/RCED-86-122BR, Mar. 17, 1986)**

**Supplemental Food Program: Savings From Food Purchases Could Increase WIC Participation (GAO/RCED-88-183BR, July 25, 1988)**

**Supplemental Food Program: Using Cost Saving Methods Could Increase Participation (GAO/RCED-88-35BR, Oct. 9, 1987)**

**Surplus Commodities: Temporary Emergency Food Assistance Program's Operations and Continuance (GAO/RCED-88-11, Oct. 19, 1987)**

**WIC Evaluations Provide Some Favorable But No Conclusive Evidence on the Effects Expected for the Special Supplemental Program for Women, Infants, and Children (GAO/PEMD-84-4, Jan. 30, 1984)**

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## **Youth Employment and Training**

**CETA Demonstration Provides Lessons on Implementing Youth Programs (GAO/HRD-81-1, Dec. 8, 1980)**

**Job Corps: Its Costs, Employment Outcomes, and Service to the Public (GAO/HRD-86-121BR, July 30, 1986)**

**Job Training Partnership Act: Data Collection Efforts and Needs (GAO/HRD-86-69BR, Mar. 31, 1986)**

**Job Training Partnership Act: Initial Implementation of Program for Disadvantaged Youth and Adults (GAO/HRD-85-4, Mar. 4, 1985)**

**Job Training Partnership Act: Summer Youth Programs Increase Emphasis on Education (GAO/HRD-87-101BR, June 30, 1987)**

**Labor Market Problems of Teenagers Result Largely From Doing Poorly in School (GAO/PAD-82-06, Mar. 29, 1982)**

**Summer Youth Jobs Program: Congressional Action Has Increased Emphasis on Remedial Education (GAO/HRD-88-118, Sept. 30, 1988)**

# Ongoing GAO Assignments on Children's Issues, as of March 31, 1990

As of March 31, 1990, GAO had 44 assignments in process on issues affecting children. Figure IV.1 shows the distribution of these assignments among nine different issues.

**Figure IV.1: Ongoing GAO Assignments on Children's Issues** (as of Mar 31, 1990)

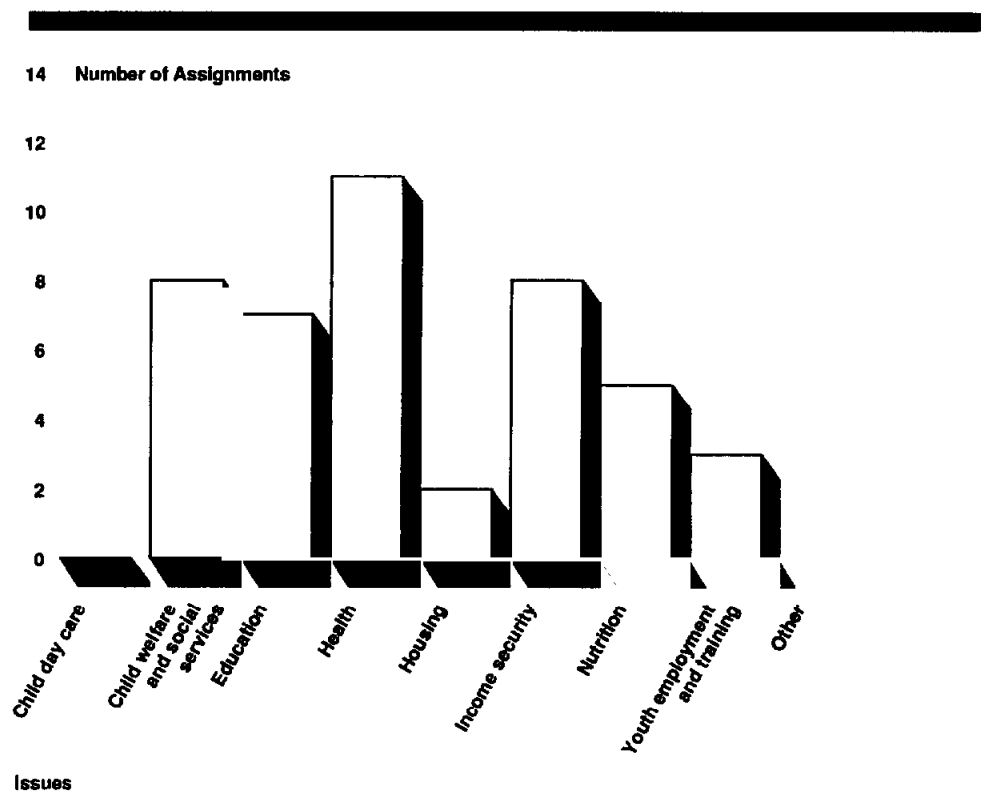


Table IV.1 provides contact points for ongoing GAO assignments.

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## Education

Civil Rights Enforcement in Schools

Current and Proposed Methods Used to Allocate Chapter 1 Funds Information on Drug-Free Schools Program

Innovative Urban Schools Programs

Learning-Disabled Students in the Education of the Handicapped Act Program

Supplemental Education Services Provided to Immigrant Children Under the Emergency Immigrant Education Act of 1984

The Need for Financial Assistance for School Construction as Authorized by Public Law 81-815

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## Health

AIDS: Federal Efforts to Prevent HIV Infection in Out-of-School Adolescents

AIDS: School-Based Efforts to Prevent Adolescent HIV Infection

Analysis of the Cost of Health, Social, and Related Services for Infants of Substance-Abusing Women

Characteristics of the Uninsured in Michigan and Other Selected States

Characteristics of the Uninsured in Selected States

Home Visiting as a Means to Improve Maternal and Child Health and Well-Being

Drug Abuse Among School Drop-Outs and Pregnant Teens +

Drug Abuse Prevention/Education Projects for Preteens: Effectiveness and Promising Practices +

Effects of Expanded Eligibility for Medicaid-Financed Prenatal Care on Participation +

State Responses to Federal Efforts to Expand Medicaid Program Coverage

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**Youth Employment  
and Training**

Child Labor Violations and Workplace Fatalities and Injuries Suffered by Minors in the U.S.

Child Labor Violations and Sweatshops in the U.S.

Youth Employment Policies: A Review of Policies and Practices of the U.S. and Several Competitor Nations

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## Education

Frederick Mulhauser, PEMD,

- presented a paper on GAO's evaluations of education programs, before a symposium on evaluation for education policy and practice, sponsored by the University of Warwick, in Coventry, England, September 22-24, 1989.
- authored "Reviewing Bilingual Education for Congress," in the March 1990 issue of The Annals of the American Academy of Political and Social Science.

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## Health

Jeffrey Mayer, PEMD,

- authored "Evaluation of Maternal and Child Health Community Nursing Services: Application of Two Quasi-Experimental Designs," Health Action Papers, fall 1988.
- co-authored:

"Pregnant Women Eligible for Medicaid Expansion of Maternity Services: Implications for Outreach," Evaluation and The Health Professions, December 1989.

"A Randomized Evaluation of Smoking Cessation Interventions for Pregnant Women at a WIC Clinic," The American Journal of Public Health, January 1990.

"The Dissemination of Therapeutic Foster Care," in R.P. Hawkins and J. Breiling (Editors) Therapeutic Foster Care: Critical Issues, Washington, D.C.: Child Welfare League of America, 1989.

- presented papers on:

Application of an evaluation framework to expanded maternity services at the Annual Meeting of the American Evaluation Association, San Francisco, October 1989.

Community-based approaches to maternal and infant health at the Second Biennial Conference on Community Research and Action, East Lansing, Michigan, June 1989.

# Major Contributors to This Report

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Human Resources  
Division,  
Washington, D.C.

Kathryn G. Allen, Project Director, (202) 275-8894  
David D. Bellis, Project Manager  
Janice S. Raynor, Evaluator

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Sheila Smythe, HRD, authored "Safeguarding Our Children's Health,"  
The GAO Journal, fall 1988.

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## Income Security

Mark Rom, PEMD,

- authored "The Family Support Act of 1988: Federalism, Developmental Policy, and Welfare Reform," Publius, summer 1989, and
- co-authored "Federalism, Welfare Reform, and Residential Choice," American Political Science Review, fall 1989.

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## Youth Employment and Training

Joanne Frankel and Tom Medvetz, HRD, and Harriet Ganson, Boston Regional Office, presented a paper, "Using the CPS to Evaluate the Job Training Partnership Act," at the annual meeting of the American Evaluation Association, New Orleans, Louisiana, November 1988.

Kalman Rupp, HRD, co-authored "Participation in JTPA," published in Evaluation Forum, February 1989.

Carlotta Young, HRD, presented a paper, "Sweatshops Threaten the Health of Workers Throughout the U.S. in Multiple Industries," at the 117th Annual Meeting of the American Public Health Association in Chicago, Illinois, October 25, 1989.

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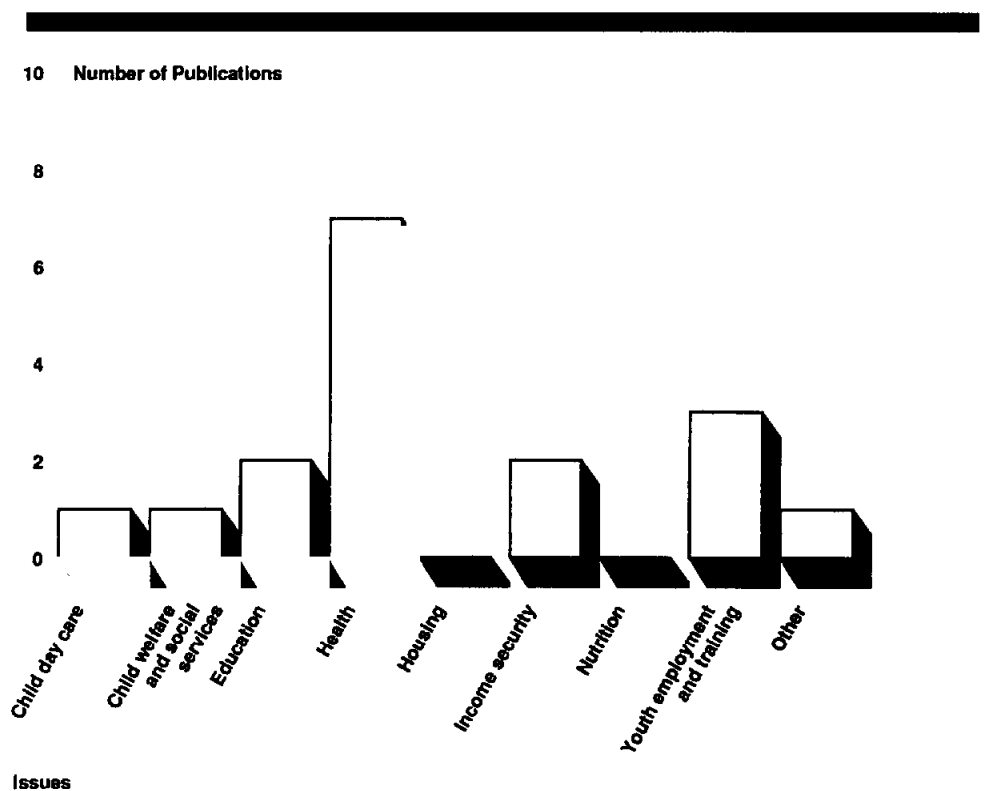
## Other Child and Family Issues

Stephanie Shipman, PEMD, authored "General Criteria for Evaluating Social Programs," describing GAO's framework for evaluating and comparing children's programs, Evaluation Practice, spring 1989.

# Other Publications and Papers by GAO Staff on Children's Issues, October 1988 Through March 1990

In addition to the issued reports and testimonies given, GAO staff independently published 10 articles in professional journals and presented 7 papers to professional meetings on child-related topics from October 1988 through March 1990.<sup>1</sup> Figure V.1 shows the distribution of these articles and papers among nine different issues.

**Figure V.1: Published Articles and Papers by GAO Staff on Children's Issues (Oct 1988-Mar 1990)**



## Child Day Care

William Laurie, Detroit Regional Office, presented a paper, "Child Care: Diversity in Infancy," at the Ohio Academy of Science 98th Annual Meeting, in Cleveland, Ohio, April 12, 1989.

## Child Welfare and Social Services

Lisa Cassady, GGD, presented a paper, "The Family Response to Conflict Scale: Development of a Measure of Marital Conflict and Children's Exposure and Reactions," at the fall meeting of the Capitol Area Social Psychological Association, Bethesda, Maryland, October 21, 1989.

<sup>1</sup>These articles and papers do not necessarily reflect the views and opinions of GAO.

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The Crack Epidemic

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**Housing**

Effectiveness of HUD's Supportive Housing Demonstration Program  
Use of Surplus and Underutilized Federal Property for the Homeless

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**Income Security**

America's Underclass: Size, Causes, and Cures  
Characteristics of Low-Income Single-Parent Families  
Credit Bureau Reporting to Encourage Child Support Payments  
Interstate Child Support Enforcement: Interstate Access to Absent Parent Information Can Be Improved  
Job Opportunities and Basic Skills (JOBS) Training Program of the Family Support Act of 1988  
Measuring Effects of the AFDC Unemployed Parent Program +  
Methods for Assessing the Full Costs and Benefits of Innovative Child Support Enforcement Programs +  
Trends in the Size and Composition of the Poverty Population +

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**Nutrition**

An Analysis of Alternative Methods for Defining a Household Within the Food Stamp Program  
Food and Nutrition Problems on Indian Reservations  
Implementation of the New Temporary Emergency Food Assistance Program Provisions of the Hunger Prevention Act of 1988  
States' Experiences in Containing Infant Formula Costs in the WIC Program  
Verification of Washington Family Independence Program Payments

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**Appendix IV  
Ongoing GAO Assignments on Children's  
Issues, as of March 31, 1990**

**Table IV.1: Key GAO Contacts for Work  
on Children's Issues**

<b>Issues</b>	<b>Contact</b>
Child Welfare and Social Services (Juvenile Justice Issues)	Lowell Dodge, Director, Administration of Justice Issues, GGD, (202) 275-8389
Child Welfare and Social Services, Income Security	Joseph Delfico, Director, Income Security Issues, HRD, (202) 275-6193
Education; Youth Employment and Training	Franklin Frazier, Director, Education and Employment Issues, HRD, (202) 275-1793
Health	Janet Shikles, Director, Health Financing and Policy Issues, HRD, (202) 275-5451  Mark Nadel, Associate Director, National and Public Health Issues, HRD, (202) 275-6195
Housing	John Ols, Director, Housing and Community Development Issues, RCED, (202) 275-5525
Nutrition	John Harman, Director, Food and Agriculture Issues, RCED, (202) 275-5138
Other Child and Family Issues	Linda Morra, Director, Intergovernmental and Management Issues, HRD, (202) 275-1655

For assignments followed by a "+", contact Carl E. Wisler, Director, Planning and Reporting, Program Evaluation and Methodology Division, (202) 275-1854.

**Child Welfare and  
Social Services**

- Analysis of Juvenile Detention
- Child Abuse Prevention Challenge Grant Program
- Foster Care Children's Duration in Care and Rate of Reentry
- Foster Care Reform Implementation, Length of Stay, and Recidivism
- Out-of-State Placement of Children in Group Residential Care
- Respite Care for Families With Children at Risk of Abuse
- Selected Aspects of the Department of Health and Human Services' Office of Human Development Services' Management of Foster Care and Child Welfare Services
- Unintentional Firearms Injuries +

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The Job Training Partnership Act: An Analysis of Support Cost Limits and Participant Characteristics (GAO/HRD-86-16, Nov. 6, 1985)

Youth Job Training: Problems Measuring Attainment of Employment Competencies (GAO/HRD-87-33, Feb. 11, 1987)

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## Other Child and Family Issues

Children's Programs: A Comparative Evaluation Framework and Five Illustrations (GAO/PEMD-88-28BR, Aug. 31, 1988)

Needs-Based Programs: Eligibility and Benefit Factors (GAO/HRD-86-107FS, July 9, 1986)

Parental Leave: Estimated Cost of Revised Parental and Medical Leave Act (GAO/HRD-88-103, May 26, 1988)

Parental Leave: Estimated Cost of Revised Parental and Medical Leave Act Proposal (GAO/HRD-88-132, Sept. 27, 1988)

Parental Leave: Estimated Costs of H.R. 925, the Family and Medical Leave Act of 1987 (GAO/HRD-88-34, Nov. 10, 1987)

Work and Welfare: Analysis of AFDC Employment Programs in Four States (GAO/HRD-88-33FS, Jan. 5, 1988)

Work and Welfare: Current AFDC Work Programs and Implications for Federal Policy (GAO/HRD-87-34, Jan. 29, 1987)

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## Nutrition

Benefit Overpayments: Recoveries Could Be Increased in the Food Stamp and AFDC Programs (GAO/RCED-86-17, Mar. 14, 1986)

Child Care Food Program: Better Management Will Yield Better Nutrition and Fiscal Integrity (GAO/CED-80-91, June 6, 1980)

Food Stamp Program: Evaluation of Improper Denial or Termination Error Rates (GAO/RCED-88-12, Oct. 22, 1987)

Food Stamp Program: Participation by AFDC Households (GAO/RCED-88-85BR, Feb. 11, 1988)

Food Stamp Program: Refinements Needed to Improve Accuracy of Quality Control Error Rates (GAO/RCED-86-195, Sept. 19, 1986)

Food Stamp Program: Reporting of Application Activities Could Be Improved (GAO/RCED-88-156, July 14, 1988)

Food Stamp Program: Restoration of Improperly Denied or Terminated Benefits (GAO/RCED-87-51, Oct. 30, 1986)

Food Stamp Program: Results of the Simplified Application Demonstration Project (GAO/RCED-87-102, June 11, 1987)

Food Stamp Program: Trends in Program Applications, Participation, and Denials (GAO/RCED-87-80BR, Apr. 2, 1987)

Food Stamps: Examination of Program Data and Analysis of Nonparticipation (GAO/PEMD-88-21, July 5, 1988)

Need to Foster Optimal Use of Resources in the Special Supplemental Food Program for Women, Infants, and Children (GAO/RCED-85-105, Sept. 27, 1985)

Overview and Perspectives On The Food Stamp Program (GAO/RCED-85-109, Apr. 17, 1985)

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Prenatal Care: Medicaid Recipients and Uninsured Women Obtain Insufficient Care (GAO/HRD-87-137, Sept. 30, 1987)

Teenage Pregnancy: 500,000 Births a Year but Few Tested Programs (GAO/PEMD-86-16BR, July 21, 1986)

The Sudden Infant Death Syndrome Program Helps Families but Needs Improvement (GAO/HRD-81-25, Feb. 6, 1981)

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## Housing

Changes in Rent Burdens and Housing Conditions of Lower Income Households (GAO/RCED-85-108, Apr. 23, 1985)

Federal Rental Housing Production Incentives: Effect on Rents and Investor Returns (GAO/RCED-85-114, May 10, 1985)

Federally Supported Centers Provide Needed Services for Runaways and Homeless Youth (GAO/IPE-83-7, Sept. 26, 1983)

Homelessness: A Complex Problem and the Federal Response (GAO/HRD-85-40, Apr. 9, 1985)

Homelessness: Implementation of Food and Shelter Programs Under the McKinney Act (GAO/RCED-88-63, Dec. 8, 1987)

Housing Allowances: An Assessment of Program Participation and Effects (GAO/PEMD-86-3, Feb. 10, 1986)

HUD Not Fulfilling Responsibility to Eliminate Lead-Based Paint Hazard in Federal Housing (GAO/CED-81-31, Dec. 16, 1980)

Public Housing Vacancies and the Related Impact of HUD's Proposal to Reduce Operating Subsidies (GAO/RCED-85-93, Mar. 29, 1985)

Rural Rental Housing: Cost Information on FMHA's Section 515 Program and Other Housing Options (GAO/RCED-87-96, Aug. 18, 1987)

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## Income Security

Child and Family Welfare: Selected HHS Discretionary Funding in Fiscal Year 1985 (GAO/HRD-86-87FS, Apr. 10, 1986)

Child Support Collection Efforts for Non-AFDC Families (GAO/HRD-85-3, Oct. 30, 1984)



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The Office of Juvenile Justice and Delinquency Prevention's Special Emphasis Program Has Not Realized Its Full Potential (GAO/GGD-82-42, Apr. 16, 1982)

The Proposed Missing Children and Serial Murder Tracking Program Is Not Eligible for Juvenile Justice and Delinquency Prevention Act Special Emphasis Funds (GAO/GGD-84-7, Nov. 16, 1983)

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## Education

Bilingual Education: A New Look at the Research Evidence (GAO/PEMD-87-12BR, Mar. 10, 1987)

Bilingual Education: Information on Limited English Proficient Students (GAO/HRD-87-85BR, Apr. 30, 1987)

Bureau of Indian Affairs Plans to Consolidate Off-Reservation Indian Boarding Schools (GAO/RCED-83-204, Sept. 12, 1983)

Compensatory Education: Chapter 1's Comparability of Services Provision (GAO/HRD-87-102, Aug. 27, 1987)

Compensatory Education: Chapter 1 Participants Generally Meet Selection Criteria (GAO/HRD-87-26, Jan. 30, 1987)

Compensatory Education: Chapter 1 Services Provided to Private Sectarian School Students (GAO/HRD-87-128BR, Sept. 21, 1987)

Deaf Education: Costs and Student Characteristics at Federally Assisted Schools (GAO/HRD-86-64BR, Feb. 14, 1986)

Deaf Education: The National Mission of Gallaudet's Elementary and Secondary Schools (GAO/HRD-87-133, Sept. 30, 1987)

Disparities Still Exist in Who Gets Special Education (GAO/IPE-81-1, Sept. 30, 1981)

DOD Schools: Funding and Operating Alternatives for Education of Dependents (GAO/HRD-87-16, Dec. 10, 1986)

Education Block Grant Alters State Role and Provides Greater Local Discretion (GAO/HRD-85-18, Nov. 19, 1984)

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## Child Welfare and Social Services

Action Needed to Avert Future Overpayments to States for AFDC Foster Care (GAO/HRD-81-73, Apr. 20, 1981)

Appointments to and Operations of the National Advisory Committee for Juvenile Justice and Delinquency Prevention (GAO/GGD-84-8, Nov. 30, 1983)

Better Federal Program Administration Can Contribute to Improving State Foster Care Program (GAO/HRD-84-2, Aug. 10, 1984)

Better Monitoring and Recordkeeping Systems Needed to Accurately Account for Juvenile Justice Practices (GAO/GGD-84-85, July 9, 1984)

Circumstances That Resulted in New York Receiving About Half of the Federal Foster Care Reimbursement to States in Fiscal Year 1978 (GAO/HRD-81-156, Sept. 24, 1981)

Competitive and Noncompetitive Grant Awards Made by the Office of Juvenile Justice and Delinquency Prevention (GAO/GGD-85-6, Oct. 26, 1984)

Drug Suppression/Habitual Offender Program Awards Were Proper (GAO/GGD-84-44, Apr. 3, 1984)

Federal and State Actions Needed to Overcome Problems in Administering the Title XX Program (GAO/HRD-81-8, Oct. 29, 1980)

Follow-up Review to Report on Increased Federal Efforts Needed to Better Identify, Treat, and Prevent Child Abuse and Neglect (GAO/HRD-81-153, Sept. 18, 1981)

Foster Care: Use of Funds for Youths Placed in the Rite of Passage Program (GAO/HRD-87-23BR, Dec. 9, 1986)

Guyana Tragedy Points to a Need for Better Care and Protection of Guardianship Children (GAO/HRD-81-7, Dec. 30, 1980)

Head Start: An Effective Program but the Fund Distribution Formula Needs Revision and Management Controls Need Improvement (GAO/HRD-81-83, July 23, 1981)

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GAO's Review of USDA's National WIC Evaluation Report and Follow-up Issues, by Keith O. Fultz, Resources, Community, and Economic Development Division, before the House Select Committee on Hunger, the Senate Committee on Agriculture, Nutrition, and Forestry, and the Subcommittee on Nutrition and Investigations, Senate Committee on Agriculture, Nutrition, and Forestry (GAO/T-RCED-90-21, Jan. 24, 1990).

Use of Surplus Dairy Products in the National School Lunch Program, by William E. Gahr, Resources, Community, and Economic Development Division, before the Subcommittee on Nutrition and Investigations, Senate Committee on Agriculture, Nutrition, and Forestry (GAO/T-RCED-89-49, June 14, 1989).

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## Youth Employment and Training

Child Labor Violations and Sweatshops in the U.S., by Franklin Frazier, Human Resources Division, before the Subcommittee on Employment and Housing, House Committee on Government Operations (GAO/T-HRD-90-18, Mar. 16, 1990).

Job Training Partnership Act: Comments on H.R. 2039, The JTPA Amendments of 1989, by William J. Gainer, Human Resources Division, before the House Committee on Education and Labor (GAO/T-HRD-89-32, June 29, 1989).

Senate Bill 543: The Job Training Partnership Act Youth Employment Amendments of 1989, by William J. Gainer, Human Resources Division, before the Subcommittee on Employment and Productivity, Senate Committee on Labor and Human Resources (GAO/T-HRD-89-18, May 11, 1989).

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## Other Child and Family Issues

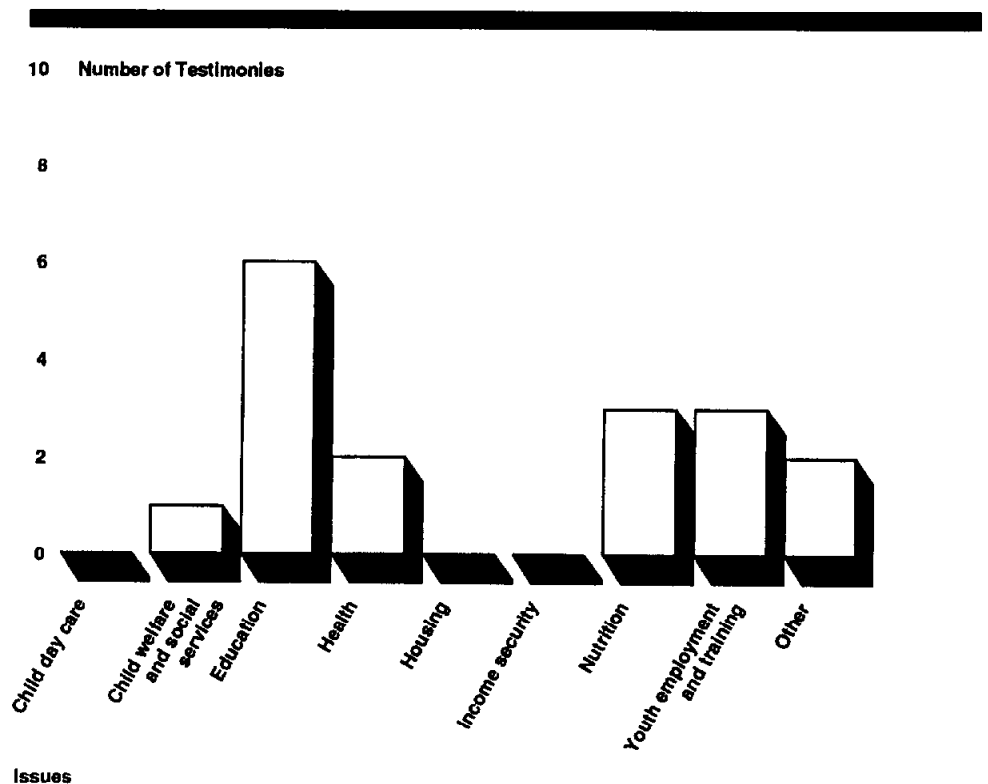
GAO's Cost Estimate of the Family and Medical Leave Act of 1989 (H.R. 770), by William J. Gainer, Human Resources Division, before the Subcommittee on Labor-Management Relations, House Committee on Education and Labor (GAO/T-HRD-89-4, Feb. 7, 1989).

GAO's Cost Estimate of the Family and Medical Leave Act Proposal, by William J. Gainer, Human Resources Division, before the Subcommittee on Children, Families, Drugs, and Alcoholism, Senate Committee on Labor and Human Resources (GAO/T-HRD-89-3, Feb. 2, 1989).

# GAO Testimony on Children's Issues, October 1988 Through March 1990

From October 1988 through March 1990, GAO testified 17 times before congressional committees on issues affecting children. Figure II.1 shows the distribution of testimony among nine different child-related issues.

**Figure II.1: GAO Testimony on Children's Issues** (Oct 1988-Mar. 1990)



## Child Welfare and Social Services

Respite Care: Insights on Federal, State, and Private Sector Involvement, by Franklin Frazier, Human Resources Division, before the Subcommittee on Select Education, House Committee on Education and Labor (GAO/T-HRD-89-12, Apr. 6, 1989).

## Education

Education Information: Production and Quality Deserve Increased Attention, by Lois-ellin Datta, Program Evaluation and Methodology Division, before the Subcommittee on Government Information and Regulation, Senate Committee on Government Affairs (GAO/T-PEMD-90-7, Nov. 1, 1989).

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## Other Child and Family Issues

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### Legislative Branch: Parental Leave Practices and Child Care Services (GAO/HRD-90-12, Nov. 14, 1989)

This report provides information on parental leave policies and child care services in the legislative branch. Eighty-one Senators' offices responded to GAO's questionnaire. The 16 standing committees of the Senate, the Office of the Secretary of the Senate, and the Senate Sergeant at Arms also responded to GAO's telephone survey. Most of the 81 Senators' offices, the 16 Senate committees, and Senate offices had maternity and parental leave policies, although they varied greatly. Both the Senate and the House of Representatives run child care centers with a combined enrollment of about 115 children. Among the legislative branch agencies, only GAO and the Government Printing Office plan to open child care centers.<sup>1</sup> Lack of management support, along with funding and space problems, tends to impede the opening of child care centers.

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### Parental Leave: Revised Cost Estimate Reflecting the Impact of Spousal Leave (GAO/HRD-89-68, Apr. 6, 1989)

GAO was asked to estimate the cost of adding a provision allowing 10 weeks of unpaid leave to care for a seriously ill spouse to the proposed Family and Medical Leave Act of 1989 (H.R. 770). The act would permit an employee to take up to 10 weeks of unpaid leave over a 2-year period upon the birth or adoption or placement for foster care of child, or the serious health condition of a child or parent, and up to 15 weeks every year for personal illness. Upon returning to work, the employee is guaranteed the same or equivalent job. The proposed legislation would require employers to continue health benefits for workers while on unpaid leave on the same basis as if the employee were still working, but does not require the continuation of other employee benefits. The proposed provision would provide the same job protection and health benefits. The estimated cost of H.R. 770 to employers who have 50 or more workers would be \$188 million annually. If the legislation is expanded the cost increases by \$142 million to about \$330 million annually. When firms employing between 35 and 49 people are included, the cost of H.R. 770 is estimated to be \$212 million annually, which increases to \$368 million annually when the provision to care of seriously ill spouses is included.

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<sup>1</sup>GAO's on-site child day care center opened in June 1990.

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**Food Stamp Program:  
Participants Temporarily  
Terminated for Procedural  
Noncompliance**  
(GAO/RCED-89-81,  
June 22, 1989)

The Food Stamp Program is designed to provide low-income household members additional food purchasing power to help them acquire an adequate low-cost diet. However, eligible participants can be temporarily terminated from the program if they do not comply with procedural requirements. GAO, on the basis of its sample, estimated that about 49 percent of the households in Georgia and about 68 percent of the households in Wisconsin experienced breaks in service. Participant-caused breaks resulting in benefit losses were caused by participants not (1) submitting timely monthly reports, (2) providing requested verification documents, (3) notifying their local office regarding the nonreceipt of stamps, (4) meeting work requirements, and (5) filing timely or complete new applications for recertification.

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**Food Stamps: Reasons for  
Nonparticipation**  
(GAO/PEMD-89-5BR,  
Dec. 8, 1988)

Based on an analysis of nationally representative data, GAO found that, in 1979 and 1986, slightly more than one-half of the households eligible for food stamps did not participate in the program because they did not think they were eligible. Approximately one-third of those who thought they were ineligible also thought their assets or income were too high for the Food Stamp Program. About two-thirds of the eligible nonparticipants who thought they were eligible for benefits did not try to get food stamps. The reasons this group gave for not participating in the program were they (1) did not need the benefits and (2) were concerned about the likely administrative "hassles."

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**School Lunch Program:  
Buy American Procedures  
at Commodity Schools**  
(GAO/RCED-89-218,  
Sept. 26, 1989)

The over 15,000 school districts participating in USDA's National School Lunch Program are required, whenever possible, to use federal funds to purchase food products that are produced only in the United States. Generally, GAO found that the Food and Nutrition Service and two of the four states that it visited had implemented the Buy American requirement, but monitoring of compliance has been limited. The Service and the states have not done any monitoring, although some of the school districts have inspected delivered food items. Neither the Service nor the states GAO visited monitor commodity school district purchases to ensure that the Buy American requirement is met. Although waivers from the Buy American requirement are permitted, neither the Service nor the states had received waiver requests from any of the districts.

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## Nutrition

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### Food Assistance: The National WIC Evaluation: Reporting and Follow-Up Issues (GAO/RCED-90-3, Dec. 14, 1989)

At an annual cost of about \$1.93 billion, the Special Supplemental Food Program for Women, Infants, and Children (WIC) provides nutritional supplements and education to needy pregnant women, breast-feeding mothers, and children up to age 5. In 1986, the U.S. Department of Agriculture (USDA) published a study entitled The National WIC Evaluation, which discussed the effects of the program on participants' nutrition and health. Almost immediately questions surfaced about how the study was reviewed and reported. USDA said it deleted the original chapter and executive summaries and replaced them with a compendium of results because the data did not justify the research team's favorable conclusions about WIC. GAO found, however, that USDA's compendium of results (1) contained errors and misleading statements about some of the data and (2) deleted the study team's overall conclusions about WIC's effect on participants. In contrast, the original executive summary used appropriate methodology, was accurately presented, and reported the study's main conclusions: that WIC improves the diet of pregnant women and children, adds to maternal weight gain, increases the use of prenatal care, and reduces preterm deliveries. In 1984, arguing that the response rate would be too low, USDA withdrew a proposal to assess WIC's effect on the physical and mental development of children born to mothers who had participated in the evaluation. Since the response rate probably would have been higher than USDA reported, GAO believes USDA acted prematurely in canceling this follow-up study. USDA is now deciding whether to pursue a study of WIC's effect on a different group of children.

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### Food Assistance Programs: Nutritional Adequacy of Primary Food Programs on Four Indian Reservations (GAO/RCED-89-177, Sept. 29, 1989)

GAO looked at whether food assistance programs met the nutritional needs of Indians living on four reservations: Fort Berthold in North Dakota; Pine Ridge in South Dakota; White Earth in Minnesota; and Navajo in Arizona, New Mexico, and Utah. GAO found that several food assistance programs serve the four Indian reservations, the two largest being USDA's Food Stamp Program and Food Distribution Program on Indian Reservations. These two programs are designed to provide recipients with benefits consistent with national dietary guidelines. However, because many factors affect the nutritional value of the food people consume, such as the quantity of food eaten, food preparation methods, and the variable nutritional needs of individuals, GAO was unable to

support to those with housing needs; and (5) implement long-term solutions that take into account the diversity of the homeless population and the array of contributory causes.

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**Welfare Hotels: Uses,  
Costs, and Alternatives  
(GAO/HRD-89-26BR,  
Jan. 31, 1989)**

GAO examined the use of "welfare hotels" as primary housing for needy families. Welfare hotels are regarded as commercially owned, one-story or multistory hotels or motels providing shelter to a clientele composed exclusively or primarily of homeless families receiving some type of public assistance. Basic services provided to hotel residents usually include a room with a private bath, linen changes, room cleaning, and general facility maintenance. However, services can vary; in some instances families have difficulty receiving even basic hotel service. Hotel costs vary widely, from an average of \$65 to \$100 per night in New York City. Average daily rates paid in other localities include: \$49 in Washington, D.C.; \$50 in the state of New Jersey; \$75 to \$89 in Westchester County, New York; and \$35 and below in other localities. Alternatives, such as congregate family shelters and transitional apartments, can be more expensive than hotels. Various government and private sector initiatives are underway to address the need for low-income housing.

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## Income Security

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**Child Support: State  
Progress in Developing  
Automated Enforcement  
Systems (GAO/HRD-89-  
10FS, Feb. 10, 1989)**

The HHS Office of Child Support Enforcement (OCSE) administers the program to strengthen state and local efforts to find absent parents, establish paternity, obtain child support orders, and collect support payments. The Congress recognized that the use of automation could result in more efficient, cost-effective child support enforcement; thus, it authorized enhanced federal funding for planning, developing, and installing comprehensive, statewide automated systems. GAO interviewed officials in all 50 states, the District of Columbia, Guam, Puerto Rico, and the Virgin Islands to find out states' progress in the development of automated systems for these programs. Of the 54 state systems, as of May 1988, OCSE had certified 2 as fully operating. The rest of the states' systems were as follows: 14 were mostly operating, 15 were in the developing or installing phase, and 21 were in the preplanning or planning phase. The other two states had no plans to establish comprehensive systems.

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Because troubled youths and those who are younger than age 16 may not be suitable for independent living programs, more information is needed on alternative programs.

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**Homelessness: HUD's and FEMA's Progress in Implementing the McKinney Act (GAO/RCED-89-50, May 11, 1989)**

The McKinney Act authorized additional funding for three existing programs—the Federal Emergency Management Agency's (FEMA) Food and Shelter Program, the Department of Housing and Urban Development's (HUD) Emergency Shelter Grants Program, and its Supportive Housing Demonstration Program. The act also established two new HUD programs—Supplemental Assistance for Facilities to Assist the Homeless and the Single Room Occupancy Program. HUD and FEMA program funds enable many organizations to provide an increased amount of shelter, meals, and other services that may not otherwise be provided and that are often crucial to keeping facilities operational. The impact of the FEMA program, however, was lessened because it provided little or no funds during the crucial winter months of 1987-88. FEMA had disbursed \$97 million of its \$124 million McKinney Act funds by May 31, 1988; however, only \$8.3 million was disbursed by January 31, 1988, and \$31.5 million by February 28. Actions were taken to alleviate this situation during the winter of 1988-89. The impact of the HUD program has been limited because these are long-term programs and grantees have made few disbursements. As of May 31, 1988, HUD had disbursed only 5 percent of the \$253 million provided for its programs. FEMA and HUD disbursements reached 100 percent and 24 percent, respectively, by February 17, 1989.

**Homelessness: McKinney Act Programs and Funding for Fiscal Year 1989 (GAO/RCED-90-52, Feb. 16, 1990)**

GAO is required to report annually on the status of programs authorized under the McKinney Act. The act, which seeks to establish a comprehensive program to help homeless people, now funds 18 programs that provide direct services for the homeless. This report outlines the act's legislative history, describes each McKinney Act program, and details moneys provided under each program, by state, for fiscal year 1989. Of the \$1.1 billion that the Congress appropriated for McKinney Act programs during fiscal years 1987-89, the largest portion—around \$365 million—went to FEMA's Emergency Food and Shelter Program, which gives emergency food and shelter to needy people.

to pregnant women. GAO also observed, however, that while a lack of money is the most important obstacle to obtaining care, other barriers—such as the overall inadequacy of the prenatal care system, administrative and institutional obstacles presented by the health care system, and personal and cultural factors—must also be eliminated if access to care for pregnant women, infants, and children is to be further improved.

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**Pediatric AIDS: Health and Social Service Needs of Infants and Children (GAO/HRD-89-96, May 5, 1989)**

Acquired immunodeficiency syndrome (AIDS) is rapidly becoming a major health threat to children. It is now the ninth leading cause of death among children 1- to 4-years old; within the next 3 to 4 years it could be among the top five leading causes of childhood death. Most children infected with the human immunodeficiency virus (HIV) are from low-income and disadvantaged families who have limited access to adequate health care services. As a result, these children and their families rely on public health and social services systems. In some communities, these systems are already overburdened. Consequently, these children are at risk of long and costly hospital stays that tend to reduce the overall quality of life compared to a home environment. In the communities that were reviewed, foster care, home health care, and support services have been developed or expanded to help reduce the time HIV-infected children spend in the hospital and the resultant health care costs. All communities reported, however, inadequate current capacity to meet the demand for such services as day care, group homes that provide intermediate-level care, respite care, mental health counseling, and transportation. Some federal support is available to fund these services.

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**Teenage Smoking: Higher Excise Tax Should Significantly Reduce the Number of Smokers (GAO/HRD-89-119, June 30, 1989)**

The 1970s saw a decline in the teenage smoking participation rate, which appears to have been largely caused by anti-smoking campaigns and related public health measures. By the 1980s, the decline apparently had stalled. To trigger a further decline, health experts and others have called for increases in the cigarette excise tax. Raising the federal excise tax on cigarettes will reduce teenage smoking to the extent that they will respond to higher cigarette prices.

various segments of this population, depending on whether program eligibility requirements are met.

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**Health Care: Children's Medical Services Programs in 10 States (GAO/HRD-89-81, July 14, 1989)**

GAO reviewed how 10 states (Arizona, California, Florida, Georgia, Maine, Maryland, Minnesota, Mississippi, Ohio, and Texas) use federal Maternal and Child Health (MCH) Services block grant funds to support their children's medical services (CMS) programs. All 10 states allocated federal MCH funds to their CMS programs, but 8 states did not designate, or earmark, MCH funds for specific CMS activities. Arizona designated federal funds almost exclusively for CMS personnel and administrative costs, and Ohio, for CMS administration and medical case management. Most CMS programs (1) provided many medical services, such as physician office visits, medications, medical equipment and supplies, and therapies; (2) provided some support services, such as case management, counseling, and transportation; and (3) covered a wide range of medical conditions.

**Health Care: Home Care Experiences of Families With Chronically Ill Children (GAO/HRD-89-73, June 20, 1989)**

From 10 to 15 percent of all U.S. children have a chronic health condition, health researchers estimate, and about 1 million of these have a severe form of the condition. In general terms, a chronic illness is a condition that lasts for a substantial period of time and has continuing and often debilitating effects. While some changes in service delivery and financing have supported the home care concept, families still reported difficulties in obtaining needed services. Parents say three factors commonly accounted for their difficulties—lack of (1) financing because of health insurance coverage limitations, (2) information on services available, and (3) a focal point to contact when help was needed with home care. Among possible improvements are (1) consolidating information on existing services and making it available to all organizations serving chronically ill children, (2) providing this information to parents during the hospital discharge planning process, and (3) referring parents who need help in the home-care setting to organizations providing case management services.

**Health Care: Nine States' Experiences With Home Care Waivers (GAO/HRD-89-95, July 14, 1989)**

Medicaid normally does not pay for long-term medical care provided outside of institutions. GAO visited nine states (California, Florida, Georgia, Maine, Maryland, Minnesota, Mississippi, Ohio, and Texas) to get information on states' experiences in applying for, renewing, and administering Medicaid waivers to permit payment for home care provided to chronically ill children. These nine states administered a total

Education Programs were receiving fewer services than their program prescribed. BIA officials attributed the insufficient services to a shortage of qualified personnel and inadequate funding. GAO recommends that each BIA field office annually identify and locate every preschooler thought to be handicapped and in need of special education services.

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Special Education: The  
Attorney Fees Provision of  
Public Law 99-372  
(GAO/HRD-90-22BR,  
Nov. 24, 1989)

Under the Handicapped Children's Protection Act of 1986, courts are authorized to award reasonable attorney fees to parents who prevail in cases brought against state and local education agencies, regarding the education of their handicapped children. GAO did a national study of the impact of the law's attorney fees provision. Increases in the number of administrative hearings between fiscal years 1984 and 1988 and the small number of civil action decisions during this same period suggest a trend toward informal resolution of disputes between parents and school districts. Educational placement issues were the most frequent type of complaint considered in both administrative hearings and in civil action cases. Overall, parents prevailed in 43 percent of the administrative decisions prepared by administrative hearing officers and in 43 percent of the civil action cases during the 5-year period. Parents who were represented by attorneys in administrative hearings accounted for almost 60 percent of the cases in which parents prevailed. Since the act's passage, parents have increased their use of attorneys in administrative hearings; however, GAO could not conclude that the increase resulted from the act. Attorney fees awarded under the act, while not large, have more than doubled from fiscal years 1987 to 1988—from about \$157,000 to \$387,000. However, about three-fourths of the state agencies had no statewide information on the amount of attorney fees awarded. GAO believes the financial data it obtained significantly understates state and local education agencies' actual annual expenditures for attorney fees awarded to parents.

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Transition Series:  
Education Issues (GAO/  
OCG-89-18TR, Nov. 1988)

This report is one of a series of 26 special reports issued in November 1988 during the executive branch's transition to a new administration. Among other things, GAO noted that the Department of Education could

- enhance its role in elementary and secondary education programs by (1) providing better guidance for federal program implementation and (2) collecting and analyzing education related data from states and
- strengthen departmental management by (1) developing an operational management system with realistic program priorities and (2) improving

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**Early Childhood  
Education: What Are the  
Costs of High-Quality  
Programs? (GAO/HRD-  
90-43BR, Jan. 24, 1990)**

To assist the Congress in its consideration of legislation that would fund education programs for children too young for kindergarten (mainly 4-year-olds), GAO looked at the costs of high-quality early childhood education programs. In this briefing report, GAO (1) estimated the average annual cost per child, (2) compared the average annual salaries of early childhood education teachers with those of public elementary school teachers, and (3) determined the extent to which the costs of a typical early childhood education center change when factors like the teacher-to-student ratio change.

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**Education Reform: Initial  
Effects in Four School  
Districts (GAO/PEMD-  
89-28, Sept. 26, 1989)**

GAO examined student data from four large school districts in four states where comprehensive state-level reforms have been in effect long enough for a class of students to experience at least 3 years of high school under the new requirements. These reforms have included such changes as more academic course requirements for graduation and a passing score on an exit test. With respect to the performance of educationally disadvantaged students, GAO found that education reform was neither a disaster nor a boon in the four districts examined. While disadvantaged students appear to have improved performance in some cases, these improvements were modest. The effects of reform on dropout rates were mixed. Only two districts had sound data to identify dropouts. In one, the rate increased modestly; in the other, it decreased modestly. Increased enrollment in academic courses after reform was associated with a slight decline in vocational enrollment for disadvantaged students. This raised two possible concerns: (1) the decline occurred entirely among the type of vocational education courses that prepare students for the labor market rather than among consumer or homemaking courses and (2) disadvantaged postreform students were somewhat less likely than disadvantaged prereform students to have scheduled five or more vocational courses over 3 years of high school. These findings suggest that at-risk students may be receiving less occupational training than do their prereform counterparts. Concerns were also raised about the effect of education reforms on the availability of some vocational education courses and on the number of vocational educational teachers employed.

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Head Start: Information on  
Sponsoring Organizations  
and Center Facilities  
(GAO/HRD-89-123FS,  
July 12, 1989)

HHS's Head Start program annually provides more than \$1.2 billion in child development services to about 450,000 children, aged 3 to 5 years. Participating children attend Head Start centers in their communities, where they receive nutrition, medical, social, mental health, and educational services. This fact sheet provides information on public and private organizations that operate local Head Start programs and the kinds of facilities these programs use.

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## Education

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Compensatory Education:  
Aguilar v. Felton  
Decision's Continuing  
Impact on Chapter 1  
Program (GAO/HRD-89-  
131BR, Sept. 27, 1989)

For more than 2 decades, public school teachers in the Chapter 1 program, the federal program of compensatory education for the disadvantaged, provided remedial services to sectarian (religious) private school students on private school premises. However, in its Aguilar v. Felton decision, the Supreme Court ruled that this practice was unconstitutional. In this report, GAO identifies (1) how much school districts had spent or planned to spend for new methods of providing remedial services and (2) how states plan to distribute to school districts federal funds authorized to help pay for these methods. GAO also determined (1) the changes in sectarian private school participation since the ruling and (2) the satisfaction of public and private school officials with the new methods and the resulting quality of instructional services in selected school districts.

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Desegregation Activities:  
Administration of  
Education Grant Funds at  
the Cleveland School  
District (GAO/HRD-89-83,  
Aug. 29, 1989)

From 1978 through 1987, the Cleveland School District received \$385.9 million in federal funds for desegregation activities. No federal funds were provided specifically for desegregation activities after June 1987. GAO found that federal funds were appropriately spent on desegregation activities; however, the school district did not comply with all the specifications of a 1978 court-ordered desegregation plan and subsequent federal grant agreements. The school district (1) requested and received excessive advances of federal grant funds; (2) accrued interest on these advances, but did not report or remit this income to the Department of Education; (3) without required Education approval, obligated and spent first-year grant funds in the second year; and (4) did not comply with some federal procurement requirements. The deficiencies GAO found in the school district went undetected because Education officials

families needing care. The military provides most of its child care at child development centers, which are designed to (1) offer care at a lower cost than private sector care and at more convenient locations and (2) provide services that may not be available in the private sector. As of February 9, 1988, child development centers and family day care homes had the combined capacity to care for about 62,000 children at the same time, an 82-percent increase over the end of fiscal year 1984. In spite of the growth, centers cannot currently meet demand. Of the installations GAO surveyed, 185 maintained waiting lists of interested parents. These lists contained the names of about 24,700 children.

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## **Child Welfare and Social Services**

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**Adoption: Assistance  
Provided by Selected  
Employers to Adopting  
Parents (GAO/HRD-90-  
47FS, Dec. 19, 1989)**

The conference report on the National Defense Authorization Act for Fiscal Years 1988 and 1989 directed GAO to obtain information on the assistance private employers give employees who are adopting children. The conference report indicated that this information was needed to evaluate the Department of Defense (DOD) test adoption expense reimbursement program. This fact sheet presents information on selected employers' financial assistance for comparison with DOD's test program and information on leave available from the selected employers to adopting parents.

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**Foster Care: Delayed  
Follow-Up of  
Noncomplying States May  
Reduce Incentive for  
Reform (GAO/PEMD-89-  
16, Sept. 13, 1989)**

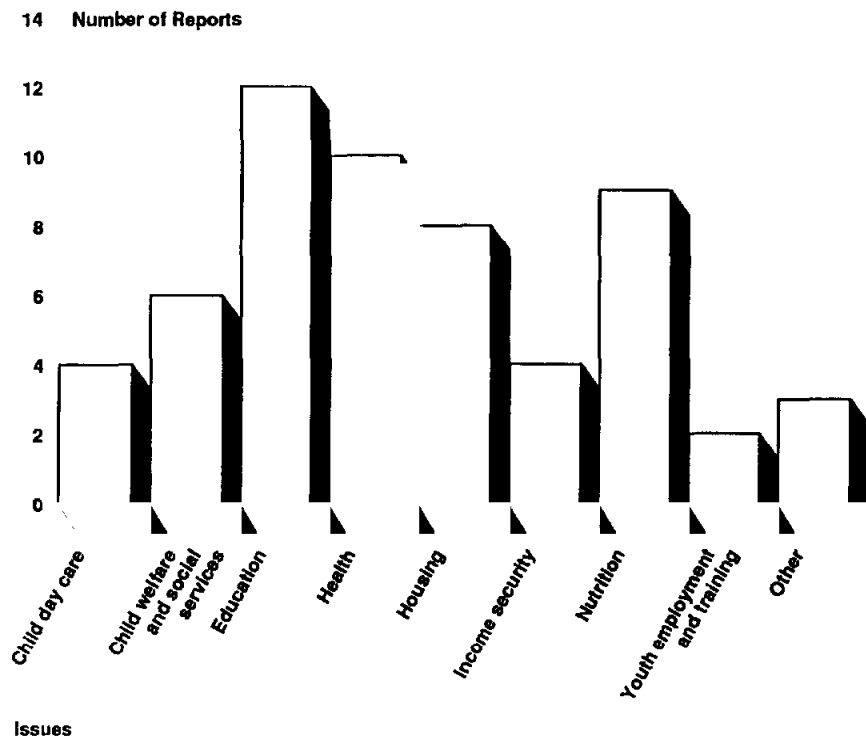
In reviewing foster care reforms required for states' receipt of additional funds under the Child Welfare Services grants program, GAO found that the Department of Health and Human Services' (HHS) Administration for Children, Youth, and Families (ACYF) has been diligent about recouping Child Welfare Services incentive funds once a state has been determined to be ineligible for such funds. ACYF, however, has been slow to review the performance of some states that have failed compliance reviews in previous years, resulting in payments of about \$24.7 million since 1984 to six states that may not have been eligible for those funds. To ensure that incentive funds are expended in compliance with the law, ACYF should promptly rereview those six states that failed a review between 1983 and 1985. ACYF should also do periodic reviews promptly in the future.

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# An Annotated Bibliography of GAO Reports on Children, October 1988 Through March 1990

From October 1988 through March 1990, GAO issued 58 reports on children and their families. Figure I.1 shows the distribution of these reports among nine different issues.

**Figure I.1: GAO Reports on Children's Issues** (Oct. 1988-Mar. 1990)



## Child Day Care

**Child Care: Government Funding Sources, Coordination, and Service Availability** (GAO/HRD-90-26BR, Oct. 13, 1989)

This briefing report identifies child care funding, describes coordination of child care programs and services, and summarizes current information on the availability of child care. It also includes information on how programs affect low-income families seeking child care. GAO estimated that in fiscal year 1988, federal funding for child care would exceed \$6.6 billion. These services were provided through 46 programs, although almost 90 percent of the funding was for four major programs—the Child and Dependent Care Tax Credit, the Social Services Block Grant, Head Start, and the Child Care Food Program. In the past



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**Contents**

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**Abbreviations**

ACYF	Administration for Children, Youth and Families
AIDS	acquired immunodeficiency syndrome
BIA	Bureau of Indian Affairs
CMS	children's medical services
DOD	Department of Defense
EHA	Education of the Handicapped Act
FEMA	Federal Emergency Management Agency
GAO	General Accounting Office
HHS	Department of Health and Human Services
HIV	human immunodeficiency virus
HUD	Department of Housing and Urban Development
MCH	maternal and child health
OCSE	Office of Child Support Enforcement
OMB	Office of Management and Budget
USDA	U.S. Department of Agriculture
UNICEF	United Nations Children's Fund (formerly United Nations International Children's Emergency Fund)
WIC	Special Supplemental Food Program for Women, Infants, and Children

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Child Care: Selected Bibliography (GAO/HRD-89-98FS, July 11, 1989)	13
Marine Corps Child Care: User Fee Increases at Parris Island and Beaufort Installations (GAO/HRD-89-74, Mar. 24, 1989)	13
Military Child Care: Extensive, Diverse, and Growing (GAO/HRD-89-3, Mar. 8, 1989)	13
<b>Child Welfare and Social Services</b>	14
Adoption: Assistance Provided by Selected Employers to Adopting Parents (GAO/HRD-90-47FS, Dec. 19, 1989)	14
Foster Care: Delayed Follow-Up of Noncomplying States May Reduce Incentive for Reform (GAO/PEMD-89-16, Sept. 13, 1989)	14
Foster Care: Incomplete Implementation of the Reforms and Unknown Effectiveness (GAO/PEMD-89-17, Aug. 14, 1989)	15
Foster Care: Preliminary Report on Reform Effects (GAO/PEMD-89-23BR, June 1, 1989)	15
Foster Parents: Recruiting and Preservice Training Practices Need Evaluation (GAO/HRD-89-86, Aug. 3, 1989)	15
Head Start: Information on Sponsoring Organizations and Center Facilities (GAO/HRD-89-123FS, July 12, 1989)	16
<b>Education</b>	16
Compensatory Education: Aguilar v. Felton Decision's Continuing Impact on Chapter 1 Program (GAO/HRD-89-131BR, Sept. 27, 1989)	16
Desegregation Activities: Administration of Education Grant Funds at the Cleveland School District (GAO/HRD-89-83, Aug. 29, 1989)	16
DOD Overseas Schools: Additional Assurances of Educational Quality Needed (GAO/HRD-90-13, Mar. 15, 1990)	17

**Table I: GAO Products and Activities on Children's Issues** (Fiscal Year 1980-Mar 1990)

Issue	Type of activity					Total
	Reports issued (FYs 1980-88)	Reports issued (10/88- 03/90)	Testimonies given (10/88- 03/90)	Ongoing jobs (as of 03/31/90)	Other activities <sup>a</sup> (10/88- 03/90)	
Child day care	3	4	0	0	1	8
Child welfare and social services	28	6	1	8	1	44
Education	18	12	6	7	2	45
Health	10	10	2	11	7	40
Housing	9	8	0	2	0	19
Income security	18	4	0	8	2	32
Nutrition	19	9	3	5	0	36
Youth employment and training	9	2	3	3	3	20
Other child and family issues	5	3	2	0	1	11
<b>Total</b>	<b>119</b>	<b>58</b>	<b>17</b>	<b>44</b>	<b>17</b>	<b>255</b>

<sup>a</sup>Includes other external published articles and papers delivered by GAO staff

Most GAO reports and activities included in this report focus primarily on children. However, some focus on federal programs serving children more indirectly, such as food stamps or housing assistance. We have not included all GAO reports on such federal programs. Instead, we have included only those that deal primarily with improving access to or the quality or effectiveness of services for children.

The results of our work are organized in five appendixes as follows:

- An annotated bibliography of reports on federal programs and policy areas affecting children and their families, from October 1988 through March 1990. (See app. I.)
- Testimony of GAO officials before congressional committees on federal programs and policy areas relating to children and their families, for the same period. (See app. II.)
- All relevant GAO reports issued from fiscal years 1980 through 1988. (See app. III.)
- Ongoing assignments relating to children and families, as of March 31, 1990. (See app. IV.)
- Published articles and papers independently prepared by GAO staff on child-related issues, from October 1988 through March 1990. (See app. V.)

As agreed with your office, unless you publicly announce its contents earlier, we plan no further distribution of this report until 10 days from

