

MINUTES OF THE MEETING
APPROPRIATIONS COMMITTEE
50TH LEGISLATIVE SESSION

The meeting of the Appropriations Committee was called to order by Chairman Rep. Gene Donaldson on February 17, 1987, at 1:00 p.m. in Room 104 of the State Capitol.

ROLL CALL: All members were present at the meeting except Rep. Spaeth who was absent and Reps. Connelly, Iverson, Miller, and Rehberg who were late. Also in attendance were Judy Rippingale, LFA and Denise Thompson, Secretary.

HB 600:

Rep. Cal Winslow, HD #89, presented the bill. The amount of the bill is \$22 million in savings to the state of Montana. The principal behind the bill is the recognition we need to bring some accountability back into the welfare program (Exhibit 1).

(25:A:5.16) If this bill does not pass, in the 44 counties not assumed, the people will be putting out \$63 each man, woman, and child to pay for the welfare programs in the 12 counties that have been assumed. This bill would return assumption back to the counties. The state is quickly approaching the point where more people will be on some type of assistance than we will have employed in the state of Montana. He felt the bill is a serious bill and one that needs to be looked at.

OPPONENTS:

(25:A:10.57) Dave Fuller, Chairman of the Board of County Commissioners for Lewis and Clark County, spoke against the bill and presented several letters to the committee from other concerned persons (Exhibit 2). He stated that if the counties were required to take back the assumption it would mean additional property taxes for the people. He stated he did not feel the public would allow this to take place.

Another impact is the mill levy would have to be raised to 45 mills in order to just keep things even.

The county is willing to do its fair share to assist in trying to develop alternative ways to raise money. One major move would be to have a public policy study to try and determine what the state's responsibility is. Also, no one knows what the federal government may pass for legislation which would affect the state and the counties.

(25:A:16.26) Mr. John Peoples, Chief Executive, Butte-Silver Bow, presented written testimony to the committee against the bill (Exhibit 3). A review of his files from 1982 indicated the urban coalition was convinced welfare services and general assistance were more appropriately state functions and the administration and assumption of fiscal responsibility by local governments was leading to financial and service inequities across the state.

He said if HB 600 were passed, it will return the problem back to local governments that have been substantially corrected with state assumption of welfare. They have been pleased with the state's assumption of welfare in the assumed counties. The cost has been more equitably distributed, services are more uniform, administration is simpler and more efficient, and most important, the overburdened taxpayer has been provided some relief.

To return to the former system as being proposed by the bill, would be disastrous for many counties. It could have a bankrupting affect on several local governments.

(25:A:24.00) Mr. Ray Harbin, County Commissioner for Lake County. He stated that they have 23 people on general assistance at this time, plus there are 350 additional cases that are covered by the federal government because it is on the Indian reservation. If the federal funds are removed as has been proposed at the federal level, there will be 373 general assistance cases in Lake County. Lake County can not and does not have enough tax base to raise the monies to cover the program.

(25:A:26.21) Mr. Van Vifost, City-County manager for Anaconda-Deerlodge spoke against the bill. This bill would have a dramatic impact on property taxpayers. In his county the property taxes would increase 50 percent. He believes there is an absence of good faith in proposing HB 600. Current statute 53-2-8 discusses the state assumption of the county public assistance program. That legislation includes the following language. "A county opting for state assumption does so on a complete and permanent basis." The county opted for state assumption of the public assistance program in good faith. That assumption was taken on a complete and permanent basis. If the bill passes they will be required to choose between eliminating all public safety services or a 50 percent tax increase, or operating a system on 15 percent of the funds currently available. If this passes, they will have been pushed beyond the difficult which they do almost every week, beyond the impossible which they accomplish every year when they balance their budget, into the unreasonable and the unconscionable. They only govern

with the consent of the people, and he believes that the people in Deerlodge County will not consent.

(25:A:31.20) Mr. Pat Ryan, Cascade County Commissioner said it would cost his county about 40 mills for them to reassume. They have those folks on their streets and they are going to have them there one way or another. They are an urban center, those people don't all belong in that county but they are all still hungry and still have needs and they must supply them as long as they are there. The mechanism is edict from the legislature for the counties to reassume this and he feels that another edict would be to take it off of their backs in as much as it appears that this maybe the goal, and edict to them to levy the mills as the statutes require if they are going to perform that service.

Mr. Fritz Tossberg, County Commissioner in Ravalli County, stated they have about 35 recipients of general assistance. Of that 35, 18 have been determined by local doctor to be unemployable, unfit for any kind of work. Of the remaining 17, 7 are what are misfits, they are mavericks, they won't do anything. The remaining 10 are genuinely in need of help. They take part in all of the programs, they do a good job, and he is sure they would rather be out there working than be employed at a sub-level like the county provides. The problems associated with this is not going to be done any cheaper at the county level. Please think hard and long before giving this chore back to the counties.

(25:A:37.44) Gordon Morris, Executive Director for the Montana Association of Counties, stated the legislature is dealing with a very difficult problem that can, if they act on HB 600 favorably, translate into an impossible problem for those 12 counties. He stated that he felt the bill was a drafters nightmare. He called the committee's attention to several problems he felt were in the bill. Some examples were: 1) page 6, section 5, line 9; 2) Page 13, section 8; 3) Line 14, Page 2, Subsection 3; 4) Page 21, lines 14-17; and 5) Pages 29-30, section b, line 19.

Toni Hagener, Hill County Commissioner and President of the Montana Association of Counties, stated she agrees with the others who spoke against the bill. She purposely wore black because she considered it a black day when the state even considers going back on the promises and obligations it has made. It is even a blacker day for those counties impacted by the proposals suggested in this bill. She understands the panic that the legislature feels when confronted with the budget crunch. She understands it because counties have been faced with this over many years and particularly those counties that are impacted by the welfare costs. The

assumption that counties can limit better than the state is faulty, counties have minimal control. They are just as subject to suit as the state.

(25:B:7.28) Mr. Roger Young, President of the Great Falls Area Chamber of Commerce also spoke against the bill. He stated one of the messages that came through loud and clear in the last election was the desire of the people of Montana to see a reduction in property taxes. He was afraid this legislation would force another 28 mills to be levied in Cascade County for welfare and negate any property tax relief that might otherwise be brought about by whatever kinds of devices that this legislature might develop.

(25:B:11.22) Mr. Dave Lewis, Director, Department of Social and Rehabilitation Services stated he was concerned with the bill. There are about 1,800 people on general assistance in the assumed counties. In the non-assumed counties they run about 200 on general assistance. He argued that passage of this bill would go further than what they have tried to do in the last few years. They have been trying to come up with a way to try and limit the program. He feels this would totally eliminate the general assistance program. It is difficult to come up with the money to fund these programs. He stated he felt there were ways to limit the general assistance without sending these responsibilities back to the counties.

QUESTIONS: (25:B:13.26)

Rep. Thoft asked Rep. Winslow about an audit committee report that the Legislative Auditor had done. Rep. Winslow gave him a copy of the report.

Rep. Menahan asked Mr. Lewis in the 44 counties, what the average of the mill is in those counties. Mr. Lewis stated 5.75 mills.

(25:B:16.01) Rep. Donaldson asked, in relation to the constitution as reads: "The legislature shall provide economic assistance, social", how does moving this back to the counties change this responsibility. Mr. Lewis stated he felt that the constitution puts the responsibility on the state. Therefore, there would need to be a constitutional change. But now, under the existing language, the state would be responsible.

Rep. Rehberg asked Mr. Morris the dollar figures in comparison to counties when he had stated \$12 and \$19; he asked what Mr. Morris is comparing that to and where his

information come from. Mr. Morris stated he was using per capita references related to the fact that we have had many references made to the fact that the non-assumed counties are obviously doing it cheaper in terms of what the state is doing when it comes to running the 12 assumed counties. So he was using per capita figures directly out of the budget report.

Rep. Rehberg asked Mr. Lewis when his bill was going to hit the floor as to what he wants to do with welfare. Mr. Lewis stated they are still in the process of appealing to the Supreme Court the 60 days limitation that was approved by the last legislature. They are not willing to concede defeat on that issue so they have not submitted another bill to limit through statute. They are, however, supporting the constitutional amendment.

Rep. Quilici asked Mr. Lewis about one of his statements he made, in the event this measure passes, it would effectively eliminate the programs. That is really disturbing. What happens to these people if we effectively eliminated the programs. Mr. Lewis said that the non-assumed counties have very restrictive programs and simply do not provide assistance.

Rep. Quilici asked Mr. Peoples about one of his statements about 40 states having assumed 90 percent or more of the welfare costs, and if he would explain that.

Mr. Peoples stated he had found 1982 information in reports such as ACIR, Governmental Finances, and State government finances publications, and reports that were done by Western Analysis in 1982 for local governments and for the state of Montana in dealing with local government problems. The census bureau reports indicates state participation. The percentage financed of welfare by the state of Montana in that year was 33 percent. ACIR data indicates that the state percentages, state and local expenditures for welfare; in lowest states are Montana, New York, Nevada, New Hampshire, with Montana being among the lowest.

Rep. Menahan asked Mr. Morris what the dollar rate per capita for Bighorn was. Mr. Morris stated it would figure \$14.02 per capita, approximately \$2 below the statewide average. This is what was budgeted to be spent. Rep. Menahan asked if they spent all of the money. Mr. Morris stated there was \$68,000 cash reserve after meeting their expenditures. That is for everything under welfare.

Rep. Bradley asked Mr. Tossberg to put himself in the legislature's shoes and explain what he would do in this

situation. Mr. Tossberg stated he would pursue the constitutional amendment because one thing he did notice was there is a reasonable proportion of those people that they have that have not been in their county for more than two years, they are relatively new comers. They don't have a big job base in their county. They may be well getting an influx from Idaho. He believes that would be worth while pursuing. The other thing that they are witnessing is the fact that they had a terrible economic situation in the state of Montana itself. They are seeing some of that carried into the welfare situation which is expected. He feels when the economy picks up, the welfare rolls will go down. He stated that this is a shared responsibility and problem and all have to accept the responsibility.

(25:B:36.46) Rep. Donaldson asked Mr. Lewis to respond to the lawsuit. Mr. Lewis agreed that the suit basically assures the constitutional right to welfare. He also said the decision states there are no criteria that can be imposed that will meet the requirements the Supreme Court has put on. They tried the able bodied, the able bodied under 35, they tried to limit all able bodied to 60 days, and we can't even get into the arena as far as dealing with those issues. Without a change in the constitution, they are never going to be able to clear the hurdle and develop some kind of screening mechanism that meets the requirements of the court. He knows there are other opinions on that issue but given their two and one half years of litigation on this, he has reached that conclusion. He sees no alternatives at this point.

Rep. Donaldson asked Mr. Lewis if he had some documentation that could lay out what Montana does and Idaho does and those type of things so the committee could see what this state is doing in relationship to other states. Mr. Lewis stated they may have some statistics that show how Montana stands as a percentage of per capita in relation to welfare and he would try to obtain that from ACIR.

Rep. Nathe also requested Mr. Lewis to find out how many states provide general assistance and at what level, states west of the Mississippi. Mr. Lewis stated there is only one state west of the Mississippi, California.

Rep. Winslow closed on the bill, there were a few things he wanted to talk about.

1. Over and over and over again the groups who oppose this, talk about comparison. These people need to sit on the subcommittee for a while to look at the people that are handicapped, the people that are elderly, and all the spectrum of people that need care out there. Then you will

know what compassion is. In Montana, we are on the brink of an explosion. We are quickly to the point of having a half a billion dollars a year being spent in human services because we can't make any decisions as to where the priorities are and where our compassion leads us. Does it lead us to that child that is hooked to a tube that is multiple handicapped or does it lead us to that able bodied person that we somehow can't seem to control the growth of the caseload. His heart says that we have an obligation for the truly needy. If we don't do something soon, it's not going to be I27 that we see, its going to be I28 that without any thought with a meat ax is going to make sure that we cut beyond the point that any of us want to go.

2. We talk about unconscionable, he thinks it is unconscionable that this legislature will let a program continue to gobble up a larger and larger percentage. This year possibly 35 to 40 percent of the general fund budget will go to human services. What does that do for universities, other forms of education and other things in this state that are required. He thinks Montana is at the top 3 or 4 in the country per capita on the amount of money they are spending in the human services area. He stated it was tough for him to sit there and say they have to set some priorities, but he represents not just the handicapped, not just the low income, but all of the people across the state and specifically in his district. And for those who do not make up a part of the 12 assumed counties, remember, that if we don't do something about it, every man, woman, and child will be paying \$62 this year, \$120 two years from now, for a state assumed program that is totally out of control.

If we don't do something soon, we are going to see elimination of programs. We are the level right now where we are receiving 5,000 medical bills a month from the 12 counties. The state has no ability to set any limits. There is risk of litigation but he feels the people involved in this have to understand, they risk litigation, they also risk revolt at the local property tax level and they also risk the alternative which is no welfare in the state of Montana.

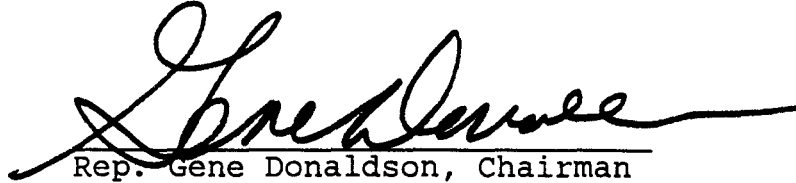
He stated that bringing a measure like this before the legislature doesn't make him feel real good. But he feels they have to. There were a lot of things that needed to be changed and fixed in this state and he thinks this is one of the areas. An area that absolutely is totally out of control. This is a serious measure, it is a serious measure for the counties, but more for the whole state. If we don't get a handle on this, we are not doing anyone any favors. We are continuing to let a bigger and bigger bite of the pie go in an area that eventually will cause a revolt in the

state that will be taken out of the hands of the legislature. The people again will demand they have a voice in where priorities are established.

Action was delayed on the bill.

ADJOURNMENT:

There being no further business before the committee, the meeting was adjourned.



Rep. Gene Donaldson, Chairman

DAILY ROLL CALL

APPROPRIATIONS

COMMITTEE

50th LEGISLATIVE SESSION -- 1987

Date

2/17/87

NAME	PRESENT	ABSENT	EXCUSED
DONALDSON, GENE (Chairman)	✓		
THOFT, BOB (Vice Chairman)	✓		
WINSLOW, CAL (Vice Chairman)	✓		
BARDANOUE, FRANCIS	✓		
BRADLEY, DOROTHY	✓		
CONNELLY, MARY ELLEN	✓	late 2. min	
DEVLIN, GERRY	✓		
IVERSON, DENNIS	✓	late 18.22	
MANUEL, REX	✓		
MENAHAN, WILLIAM "RED"	✓		
MENKE, LARRY	✓		
MILLER, RON	✓	late 2 min	
NATHE, DENNIS	✓		
PECK, RAY	✓		
POULSEN, HAROLD	✓		
QUILICI, JOE	✓		
REHBERG, DENNIS	✓	late 18.22	
SPAETH, GARY		✓	
SWIFT, BERNIE	✓		
SWITZER, DEAN	✓		

EXHIBIT 1
DATE 2/17/87
HB 600

Category	County Assumption Costs			Biennium
	Fiscal 1984	Fiscal 1988	Fiscal 1989	
Personal Services	\$2,529,243	\$2,965,694	\$2,964,811	\$5,930,505
Operations	\$1,055,034	\$1,292,790	\$1,217,232	\$2,510,022
General Assistance	\$2,122,008	\$5,439,526	\$4,876,813	\$10,316,339
AFDC	\$1,176,041	\$1,392,347	\$1,387,277	\$2,779,624
Foster Care	\$794,228	\$1,246,629	\$1,246,629	\$2,493,258
State Medical	\$2,965,183	\$6,000,000	\$6,000,000	\$12,000,000
	\$10,641,737	\$18,336,986	\$17,692,762	\$36,029,748
Less Mill levy	\$5,561,556	\$6,540,607	\$6,606,013	\$13,146,620
Total General Fund	\$5,080,181	\$11,796,379	\$11,086,749	\$22,883,128

TABLE 8. ANALYSIS OF GENERAL RELIEF BY FAMILY AND ONE PERSON CASES, BY COUNTY

AUGUST, 1986

COUNTY	TOTAL G.R. CASES			ONE PERSON CASES			FAMILY CASES		
	CASES	AMOUNT	AVERAGE	CASES	AMOUNT		CASES	PERSONS	AMOUNT
BEAVERHEAD.....	14	\$1,044.77	\$74.63	12	\$869.77		2	4	\$175.00
BIG HORN.....	0	\$0.00	\$0.00	0	\$0.00		0	0	\$0.00
BLAINE.....	5	\$692.39	\$138.48	5	\$692.39		0	0	\$0.00
*BROADWATER.....	0	\$0.00	\$0.00	0	\$0.00		0	0	\$0.00
CARBON.....	2	\$569.00	\$284.50	1	\$219.00		1	4	\$350.00
CARTER.....	0	\$0.00	\$0.00	0	\$0.00		0	0	\$0.00
CHOUTEAU.....	0	\$0.00	\$0.00	0	\$0.00		0	0	\$0.00
CUSTER.....	8	\$1,469.46	\$183.68	6	\$789.05		2	11	\$680.41
DANIELS.....	0	\$0.00	\$0.00	0	\$0.00		0	0	\$0.00
DAWSON.....	7	\$1,596.76	\$228.11	3	\$592.37		4	7	\$1,004.39
FALLON.....	1	\$159.91	\$159.91	0	\$0.00		1	3	\$159.91
*FERGUS.....	0	\$0.00	\$0.00	0	\$0.00		0	0	\$0.00
*GALLATIN.....	0	\$0.00	\$0.00	0	\$0.00		0	0	\$0.00
GARFIELD.....	1	\$65.35	\$65.35	1	\$65.35		0	0	\$0.00
GLACIER.....	5	\$130.96	\$26.19	1	\$4.00		4	8	\$126.96
GOLDEN VALLEY..	0	\$0.00	\$0.00	0	\$0.00		0	0	\$0.00
*GRANITE.....	0	\$0.00	\$0.00	0	\$0.00		0	0	\$0.00
HILL.....	9	\$991.00	\$110.11	9	\$991.00		0	0	\$0.00
*JEFFERSON.....	0	\$0.00	\$0.00	0	\$0.00		0	0	\$0.00
JUDITH BASIN...	0	\$0.00	\$0.00	0	\$0.00		0	0	\$0.00
LIBERTY.....	0	\$0.00	\$0.00	0	\$0.00		0	0	\$0.00
MADISON.....	3	\$207.39	\$69.13	3	\$207.39		0	0	\$0.00
MCCONE.....	0	\$0.00	\$0.00	0	\$0.00		0	0	\$0.00
MEAGHER.....	0	\$0.00	\$0.00	0	\$0.00		0	0	\$0.00
MUSSELSHELL....	1	\$104.00	\$104.00	1	\$104.00		0	0	\$0.00
PETROLEUM.....	0	\$0.00	\$0.00	0	\$0.00		0	0	\$0.00
PHILLIPS.....	1	\$35.00	\$35.00	1	\$35.00		0	0	\$0.00
PONDERA.....	3	\$351.00	\$117.00	3	\$351.00		0	0	\$0.00
POWDER RIVER...	2	\$7.85	\$3.93	1	\$2.85		1	2	\$5.00
PRAIRIE.....	0	\$0.00	\$0.00	0	\$0.00		0	0	\$0.00
RICHLAND.....	10	\$1,153.29	\$115.33	7	\$979.50		3	10	\$173.79
ROOSEVELT.....	0	\$0.00	\$0.00	0	\$0.00		0	0	\$0.00
ROSEBUD.....	3	\$403.32	\$134.44	2	\$210.92		0	0	\$0.00
SAHNDERS.....	3	\$395.00	\$131.67	1	\$195.00		2	2	\$192.40
SHERIDAN.....	2	\$153.43	\$76.72	1	\$25.00		1	4	\$200.00
STILLWATER.....	1	\$170.00	\$170.00	1	\$170.00		0	2	\$128.43
SWEET GRASS....	0	\$0.00	\$0.00	0	\$0.00		0	0	\$0.00
TETON.....	5	\$699.44	\$139.89	4	\$678.05		1	11	\$21.39
TOOLE.....	4	\$480.00	\$120.00	4	\$480.00		0	0	\$0.00
TREASURE.....	0	\$0.00	\$0.00	0	\$0.00		0	0	\$0.00
VALLEY.....	2	\$500.63	\$250.32	2	\$500.63		0	0	\$0.00
WHEATLAND.....	0	\$0.00	\$0.00	0	\$0.00		0	0	\$0.00
WIBAUX.....	0	\$0.00	\$0.00	0	\$0.00		0	0	\$0.00
*YELLOWSTONE....	41	\$5,291.58	\$129.06	38	\$4,611.58		3	8	\$680.00
**COUNTY ADMINI- STERED TOTAL..	133	\$16,671.53	\$125.35	107	\$12,773.85		26	76	\$3,897.68

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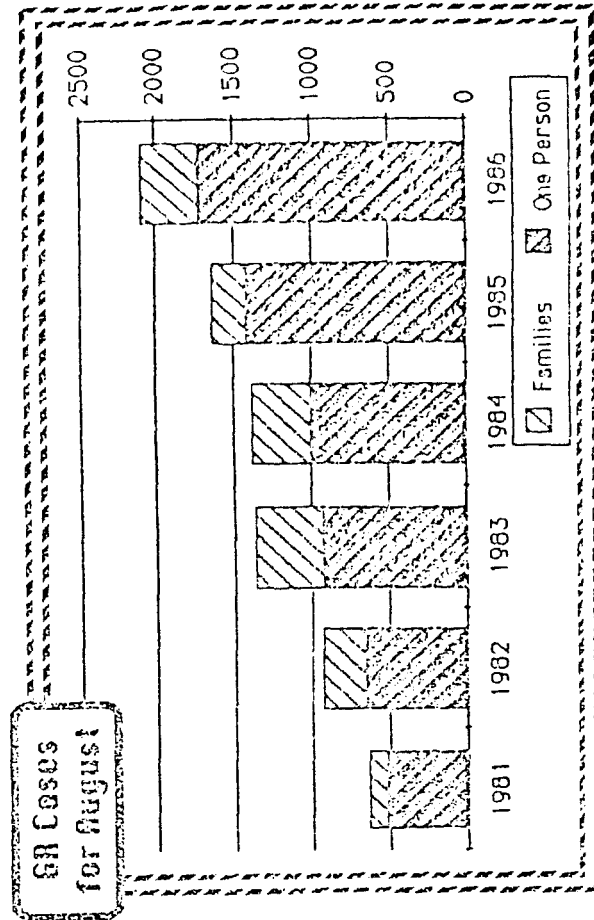
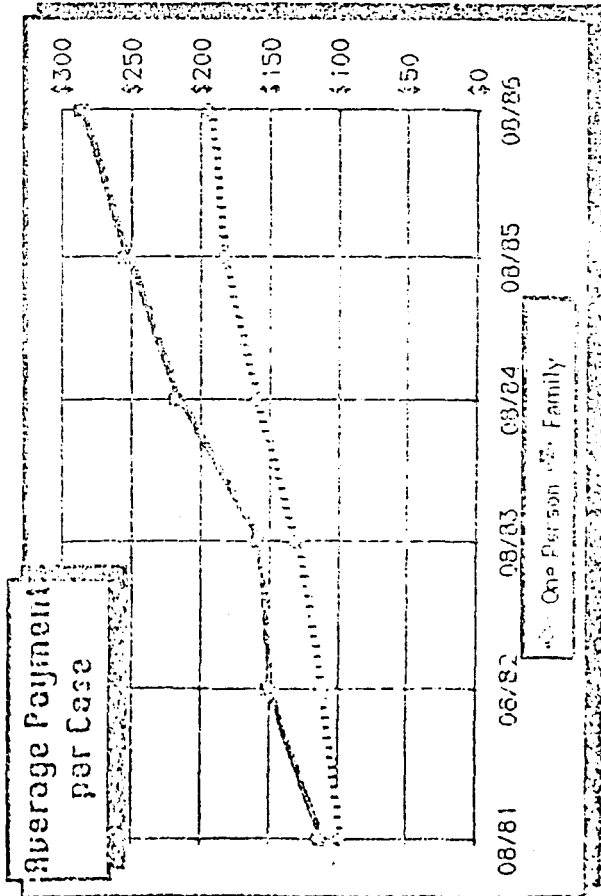
TABLE 8. ANALYSIS OF GENERAL RELIEF BY FAMILY AND ONE PERSON CASES, BY COUNTY

AUGUST, 1986

COUNTY	TOTAL G.R. CASES			ONE PERSON CASES			FAMILY CASES		
	CASES	AMOUNT	AVERAGE	CASES	AMOUNT		CASES	PERSONS	AMOUNT
CASCADE.....	550	\$116,515.66	\$211.85	435	\$84,522.23		115	364	\$31,993.43
DEER LODGE.....	85	\$18,143.50	\$213.45	66	\$12,850.00		19	50	\$5,293.50
FLATHEAD.....	57	\$13,681.33	\$240.02	46	\$9,362.00		11	35	\$4,319.33
LAKE.....	23	\$7,341.00	\$319.17	20	\$6,290.00		3	8	\$1,051.00
LEWIS & CLARK..	174	\$37,786.96	\$217.17	144	\$29,734.97		30	91	\$8,051.99
LINCOLN.....	84	\$17,505.03	\$208.39	67	\$13,223.96		17	41	\$4,281.07
MINERAL.....	2	\$256.59	\$128.30	2	\$256.59		0	0	\$0.00
MISSOULA.....	439	\$85,031.77	\$193.69	400	\$74,015.76		39	127	\$11,016.01
PARK.....	51	\$10,694.00	\$209.69	42	\$8,075.00		9	23	\$2,619.00
POWELL.....	30	\$10,383.00	\$346.10	25	\$8,432.00		5	15	\$1,951.00
RAVALLI.....	31	\$6,799.56	\$219.34	23	\$4,257.99		8	32	\$2,541.57
SILVER BOW.....	430	\$98,287.00	\$228.57	334	\$68,035.00		96	279	\$30,252.00
STATE ADMINI- STERED TOTAL..	1,956	\$422,425.40	\$215.96	1,604	\$319,055.50		352	1,065	\$103,369.90
STATE TOTAL....	2,089	\$439,096.93	\$210.19	1,711	\$331,829.35		378	1,141	\$107,267.58

* DATA IS UNAVAILABLE FOR THESE COUNTIES.

** COUNTY ADMINISTERED DATA IS DERIVED FROM MONTHLY REPORTS PROVIDED TO THE DEPARTMENT BY THE COUNTIES. THE DATA MAY BE IN ERROR.





BUTTE-SILVER BOW
OFFICE OF CHIEF EXECUTIVE
COURTHOUSE
BUTTE, MONTANA 59701

EXHIBIT 2
DATE 2/17/87
HB 600

AREA CODE 406
PHONE 723-8262

HB600

February 13, 1987

Representative Mary Ellen Connelly
House District 8
Flathead County
State Capitol
Helena, Montana 59601

Dear Representative Connelly:

I apologize for not being present when the Subcommittee on Human Services took testimony on House Bill 600, Wednesday, February 11, 1987. I was, however, in Minnesota on a business recruitment trip. This trip was planned for in advance, and I was unable to change the appointment date. I do appreciate Butte-Silver Bow Commission President Dave Fisher and Butte-Silver Bow County Commissioner Tom Brophy for their appearance before your Committee, and your cordial acceptance of their testimony.

I do feel compelled to personally convey my personal concerns to you regarding HB 600, and to explain the position that Butte-Silver Bow took in filing an Amicus Curiae brief in the recent Court case involving General Assistance eligibility. I have serious concerns with the proposed return of General Assistance back to the counties which is the purpose of HB 600. I feel qualified to speak with a degree of experience and authority in the matter as in 1982, I was one of the prime movers and founders of the Montana Urban Coalition.

The Montana Urban Coalition was formed for the primary purpose of convincing the Legislature that the State of Montana should assume more active participation in providing welfare assistance. A review of my files from 1982 is indeed interesting. The Urban Coalition was convinced that welfare services and General Assistance were more appropriately state functions and that the administration and assumption of fiscal responsibility by local governments was leading to financial and services inequities across the state.

I am convinced that HB 600, if passed, will return the problem back to local governments that we have substantially corrected with state assumption of welfare. Let me cite for you some of the conditions that existed in 1982 that led to state assumption of welfare in Montana's major counties.

Representative Mary Ellen Connelly
February 13, 1987
Page two

- (1) Montana ranked 47 out of 50 states in state support of welfare.
- (2) Eighty percent of the General Assistance cases were located in the state's urban counties which comprised slightly over 50% of the state's population.
- (3) Over 40 states had assumed 90% or more of welfare costs. In Montana, the state was responsible for only 33%.
- (4) In the surrounding states, the following percentage applied to state participation for welfare responsibility:

Idaho -- 92%
Wyoming -- 81%
South Dakota -- 91%
North Dakota -- 79%

Given this situation, the major urban counties succeeded in convincing the Legislature that counties should have the option of state assumption of their welfare services. The counties were, of course, responsible for levying 12.5 mills. 12 13.5-12

I believe that the major urban counties were justly convinced that the burden of providing general assistance should be a state obligation. There is no denial that persons requiring welfare assistance have a tendency to locate in major metropolitan areas. They come to these areas to seek employment, housing, training, education, child and medical services. Unfortunately, given the status of the federal and state economies, jobs were and are not now generally available in these metropolitan areas. A large number of these persons end up on general assistance. This is why almost every state has taken a more active role in providing general assistance and welfare. It is recognized through the nation that it is not a locality's responsibility or ability to equitably provide general assistance and other welfare services.

Generally, we have been pleased with the state's assumption of welfare in the assumed counties. The cost has been more equitably distributed, services are more uniform, administration is simpler and more efficient, and most important, the overburdened taxpayer has been provided some relief.

Representative Mary Ellen Connelly
February 13, 1987
Page three

To return to the former system as being proposed in HB 600 would be disastrous for many counties. It could have a bankrupting effect on several local governments. For example, the major counties would be forced to levy the following millage for welfare services.

Deer Lodge -- 84.64 mills
Butte-Silver Bow -- 58.5 mills
Cascade -- 27.7 mills
Lewis and Clark -- 24.02 mills
Missoula -- 20.37 mills

You should be reminded that these counties are already among the highest taxed in the State of Montana.

Finally, a question was raised at the February 11th hearing that needs to be addressed in greater detail. That question was why Butte-Silver Bow filed an Amicus Curiae brief on behalf of those who challenged changes in general assistance eligibility. We did it because we were convinced it was the right thing to do. We knew that if proposed general assistance benefits were put into effect, we would have had a large number of Butte-Silver Bow residents without the basics of life; these include food and shelter. We are talking in many instances of people being affected who are long term residents of our community and persons who are on general assistance, not because they want to be, but because of conditions beyond their control.

I apologize to no one for our position in this matter. A great American stated over one hundred years ago, "that the primary purpose of Government is to do for the people that which they cannot do for themselves." In the case of general assistance, I believe this to be a guiding factor.

I know the State has more than its share of problems, and I sympathize with you in your deliberations. The decision that you make will have a profound effect on the lives of many Montanans, including those on general assistance, and on the very existence of several local governments.

Representative Mary Ellen Connelly
February 13, 1987
Page four

I urge that after you consider HB 600, you provide it with a
do not pass recommendation.

Sincerely,

A handwritten signature in cursive script, appearing to read "Donald R. Peoples".

Donald R. Peoples
Chief Executive

mp

cc: Tom Brophy
Dave Fisher
Judie Tilman

HB 600

PROPERTY TAX ANALYSIS

<u>CO. NAME</u>	<u>TAXABLE VALUE</u>	<u>TOTAL EXPENDITURES</u>	<u>POPULATION</u>	<u>MILLS</u>
CASCADE	\$92,168	\$2,555,507	81,800	27.727
DEER LODGE	8,850	749,092	11,200	84.643
FLATHEAD	93,627	1,043,148	53,900	11.142
LAKE	31,480	445,946	20,400	14.166
L/CLARK	66,800	1,671,853	45,800	24.028
LINCOLN	37,506	592,126	18,700	15.788
MINERAL	5,625	98,034	3,700	17.428
MISSOULA	112,620	2,295,116	76,500	20.379
PARK	20,722	321,978	13,300	15.538
POWELL	13,821	155,117	6,900	11.223
RAVALLI	28,213	467,643	24,800	16.575
SILVER BOW	34,974	2,059,032	35,200	58.873
TOTALS	\$546,406	\$12,454,596	392,200	22.793 MILLS

MISSOULA COUNTY

BOARD OF COUNTY COMMISSIONERS

• Missoula County Courthouse • Missoula, Montana 59802
(406) 721-5700

MEMORANDUM

BCC-87-084
February 9, 1987

11 1987

ROUTE TO	
NAME	WHERE
EG	
FILE	Leg

TO: ALL MISSOULA LEGISLATORS

FROM: MISSOULA BOARD OF COUNTY COMMISSIONERS

RE: HB-600

We are writing to express our strong opposition to HB-600, which would terminate State Assumption of Welfare. The fact that this bill would force a large property tax increase in Missoula County, perhaps 8 to 10 mills, at a time when we're under the limitations of Initiative 105, by itself should be enough to kill the bill, but since the proponents of the bill seem to be laboring under some misconceptions, it might be worthwhile to spell them out.

1. Many counties, such as Yellowstone County, have been able to contain costs. It is hard to say that counties such as Yellowstone County have been able to contain costs, since their total Welfare bill is comparable to Missoula County's. If you consider that they levy 11.1 mills, but have a taxable value of \$224,000,000.00 (compared to Missoula's \$113,000,000.00), it is clear that Yellowstone County spends an amount very comparable to the amount the State of Montana spends in Missoula County. In fact, virtually all the urban counties, and generally those counties with large populations, have double digit poor funds and had much higher poor fund budgets even before State Assumption of Welfare.
2. Missoula and other counties are extravagant in their costs. We are really confused by these kinds of comments, since Missoula County has not been extravagant with any costs. It is the State of Montana that has the responsibility for containing costs both for General Assistance and State Medical payments. Numerous suggestions have been made to various people in SRS about how they might go about controlling medical costs, but to date they seem to have done very little. We do not understand why anyone would think that the solution to the State's inability to control costs on its own programs would be solved by turning those programs over to somebody else.
3. State Assumption of Welfare has proven to be too costly. This may or may not be true, but it certainly doesn't make any sense to solve the State's failure at the expense of the local property taxpayer. When State Assumption of Welfare was proposed in 1983, counties

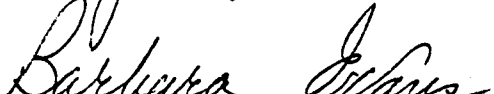
argued that if they had the flexibility to do what was needed, they would never have asked for the State to take over the program. At that time, counties like Missoula were being forced to operate their Welfare programs completely under State rules and had no flexibility to run their own programs. Rather than give the counties flexibility, the Legislature chose to give the counties the option of turning programs over to the State. Twelve counties have done so, and now, when the State has found itself frustrated in its ability to control costs, some Legislators are proposing to give counties the flexibility they asked for in 1983 after the State has already run up what they think are extravagant costs. It seems to us to be terribly unfair to the local property taxpayer to give them a program after the State has inflated the costs of that program.

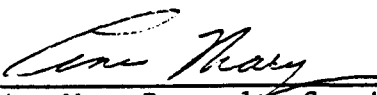
4. What else can be done? For one thing, the State can raise taxes, as it has forced us to do over the years in order to fulfill its obligations to its citizens.

Sincerely,

MISSOULA BOARD OF COUNTY COMMISSIONERS


Janet L. Stevens, Chairwoman


Barbara Evans, Commissioner


Ann Mary Dussault, Commissioner

BCC/HS/lm

cc: Gordon Morris, Executive Director ✓
MACo

The Missoulian

ANACONDA-DEER LODGE COUNTY

Courthouse - 800 South Main

Anaconda, Montana 59711

Telephone (406) 563-8421

11 1987



February 9, 1987

Senator Jack Haffey
250 Anderson
Helena, Montana 59601

Re: House Bill 600

Dear Jack

House Bill 600 has been introduced which would divest the State of its responsibility for public assistance in State assumed counties. Attached please find a copy of correspondence drafted one year ago to the Governor vigorously objecting to similar legislation then rumored. Our objection remains as vigorous; the economic impact of such legislation remains as devastating.

Current estimates indicate that Anaconda-Deer Lodge County's fiscal obligations under House Bill 600 would approximate an additional \$700,000.00; an additional 75 mills. It is obvious that we do not have the fiscal resources to shoulder this additional burden which rightfully belongs to the State. I would direct you to a copy of correspondence from myself to the Montana Taxpayers Association dated February 4 which provides greater detail on the County's tax base, or lack thereof.

Perhaps one simple comparison could make the point best. If we were to assume the financial burden proposed under House Bill 600, we would need to lay off the entire department of law enforcement, close the jail, plus lay off two firemen to maintain a mill rate within the realm of reason. It is important to recall that we govern only with the consent of the governed. A property tax bill not perceived reasonable by the governed is a property tax bill not paid.

I trust the above and attached convey the impact which House Bill 600 would have on Anaconda-Deer Lodge County. I trust we can count on your opposition to this absurdity.

Thank you.

Sincerely,


R. Ben Bifoss
City-County Manager

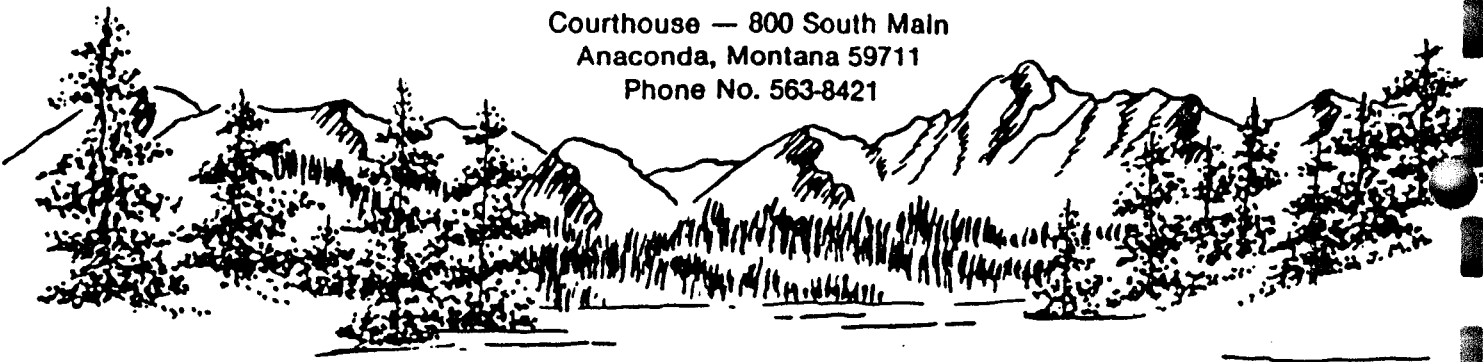
RBB:cg

Enc.

ANACONDA-DEER LODGE COUNTY

H13 600

Courthouse — 800 South Main
Anaconda, Montana 59711
Phone No. 563-8421



March 26, 1986

Gov. Ted Schwinden
Room 204 - State Capitol
State of Montana
Helena, Montana 59620

Re: State Divestiture of Welfare

Dear Governor Schwinden:

For several days rumors have been circulating regarding the possibility of the State divesting itself of its Social and Rehabilitative Services responsibilities in State assumed counties. Assuming that these were no more than rumors, replete in a special Legislative session, I have not contacted you earlier. However, it appears that truth may be stranger than fiction, and that serious consideration is being given to the possibility of State divestiture of County assumed welfare programs.

Three issues come immediately to mind when considering the possibility of the State abrogating its responsibilities in this area. These include issues of good faith; issues relating to a coherent and consistent philosophy on government; and practical issues. Following please find a brief summary of these three issues.

Good Faith. Current State Statute 53-2-Part 8 discusses State assumption of County public assistance programs. Part 8.12 specifically addresses the issue of State assumption, including the following language: "A County opting for State assumption does so on a complete and permanent basis....." The statute outlines conditions by which a County may transfer partial responsibility to the State, with the final line in that portion of statute reading as follows, "a County opting for a limited or full State assumption does so on a permanent basis, except as provided in this section."

The above-noted section makes no reference to the possibility of the State returning the responsibility to provide public assistance to local units of government. The State assumption is complete and permanent; unambiguous language. Anaconda-Deer Lodge County opted for State assumption of the public assistance program in good faith. That action was taken on a complete and permanent basis, recognizing that at some point in the future Anaconda-Deer Lodge County may be economically disadvantaged by the requirement that the County contribute 12 mills. At the current time the public assistance program costs more than the local 12 mill contribution, however, that may not be a permanent situation. In the event that the public assistance program costs less than the 12 mills required of local government, there is no provision by which the County could re-assume the program and therefore reduce its

TESTIMONY

HB 600

HOUSE APPROPRIATIONS COMMITTEE

2/17/87

BY DON PEOPLES
CHIEF EXECUTIVE BUTTE-SILVER BOW

EXHIBIT 3
DATE 2/17/87
NO. 600

I FEEL COMPELLED TO PERSONALLY CONVEY MY PERSONAL CONCERNS TO YOU REGARDING HB 600. I HAVE SERIOUS CONCERNS WITH THE PROPOSED RETURN OF GENERAL ASSISTANCE BACK TO THE COUNTIES WHICH IS THE PURPOSE OF HB 600. I FEEL QUALIFIED TO SPEAK WITH A DEGREE OF EXPERIENCE AND AUTHORITY IN THE MATTER AS IN 1982. I WAS ONE OF THE PRIME MOVERS AND FOUNDERS OF THE MONTANA URBAN COALITION.

THE MONTANA URBAN COALITION WAS FORMED FOR THE PRIMARY PURPOSE OF CONVINCING THE LEGISLATURE THAT THE STATE OF MONTANA SHOULD ASSUME MORE ACTIVE PARTICIPATION IN PROVIDING WELFARE ASSISTANCE. A REVIEW OF MY FILES FROM 1982 IS INDEED INTERESTING. THE URBAN COALITION WAS CONVINCED THAT WELFARE SERVICES AND GENERAL ASSISTANCE WERE MORE APPROPRIATELY STATE FUNCTIONS AND THAT THE ADMINISTRATION AND ASSUMPTION OF FISCAL RESPONSIBILITY BY LOCAL GOVERNMENTS WAS LEADING TO FINANCIAL AND SERVICES INEQUITIES ACROSS THE STATE.

I AM CONVINCED THAT HB 600, IF PASSED, WILL RETURN THE PROBLEM BACK TO LOCAL GOVERNMENTS THAT WE HAVE SUBSTANTIALLY CORRECTED WITH STATE ASSUMPTION OF WELFARE. LET ME CITE FOR YOU SOME OF THE CONDITIONS THAT EXISTED IN 1982 THAT LED TO STATE ASSUMPTION OF WELFARE IN MONTANA'S MAJOR COUNTIES.

- (1) MONTANA RANKED 47 OUT OF 50 STATES IN STATE SUPPORT OF WELFARE.
- (2) EIGHTY PERCENT OF THE GENERAL ASSISTANCE CASES WERE LOCATED IN THE STATE'S URBAN COUNTIES WHICH COMPRISED SLIGHTLY OVER 50% OF THE STATE'S POPULATION.
- (3) OVER 40 STATES HAD ASSUMED 90% OR MORE OF WELFARE COSTS. IN MONTANA, THE STATE WAS RESPONSIBLE FOR ONLY 33%.
- (4) IN THE SURROUNDING STATES, THE FOLLOWING PERCENTAGE APPLIED TO STATE PARTICIPATION FOR WELFARE RESPONSIBILITY:

IDAHO -- 92%

WYOMING -- 81%

SOUTH DAKOTA - 91%

NORTH DAKOTA -- 79%

GIVEN THIS SITUATION, THE MAJOR URBAN COUNTIES SUCCEEDED IN CONVINCING THE LEGISLATURE THAT COUNTIES SHOULD HAVE THE OPTION OF STATE ASSUMPTION OF THEIR WELFARE SERVICES. THE COUNTIES WERE, OF COURSE, RESPONSIBLE FOR LEVYING 12 MILLS.

I BELIEVE THAT THE MAJOR URBAN COUNTIES WERE JUSTLY CONVINCED THAT THE BURDEN OF PROVIDING GENERAL ASSISTANCE SHOULD BE A STATE OBLIGATION. THERE IS NO DENIAL THAT PERSONS REQUIRING WELFARE ASSISTANCE HAVE A TENDENCY TO LOCATE IN MAJOR METROPOLITAN AREAS. THEY COME TO THESE AREAS TO SEEK EMPLOYMENT, HOUSING, TRAINING, EDUCATION, CHILD AND MEDICAL SERVICES. UNFORTUNATELY, GIVEN THE

STATUS OF THE FEDERAL AND STATE ECONOMIES, JOBS WERE AND ARE NOT NOW GENERALLY AVAILABLE IN THESE METROPOLITAN AREAS. A LARGE NUMBER OF THESE PERSONS END UP ON GENERAL ASSISTANCE. THIS IS WHY ALMOST EVERY STATE HAS TAKEN A MORE ACTIVE ROLE IN PROVIDING GENERAL ASSISTANCE AND WELFARE. IT IS RECOGNIZED THROUGH THE NATION THAT IT IS NOT A LOCALITY'S RESPONSIBILITY OR ABILITY TO EQUITABLY PROVIDE GENERAL ASSISTANCE AND OTHER WELFARE SERVICES.

GENERALLY, WE HAVE BEEN PLEASED WITH THE STATE'S ASSUMPTION OF WELFARE IN THE ASSUMED COUNTIES. THE COST HAS BEEN MORE EQUITABLY DISTRIBUTED, SERVICES ARE MORE UNIFORM, ADMINISTRATION IS SIMPLER AND MORE EFFICIENT, AND MOST IMPORTANT, THE OVERBURDENED TAXPAYER HAS BEEN PROVIDED SOME RELIEF.

TO RETURN TO THE FORMER SYSTEM AS BEING PROPOSED IN HB 600 WOULD BE DISASTROUS FOR MANY COUNTIES. IT COULD HAVE A BANKRUPTING EFFECT ON SEVERAL LOCAL GOVERNMENTS. FOR EXAMPLE, THE MAJOR COUNTIES WOULD BE FORCED TO LEVY THE FOLLOWING MILLAGE FOR WELFARE SERVICES.

DEER LODGE -- 84.64 MILLS

BUTTE-SILVER BOW -- 58.5 MILLS

CASCADE -- 27.7 MILLS

LEWIS AND CLARK -- 24.02 MILLS

MISSOULA -- 20.37 MILLS

YOU SHOULD BE REMINDED THAT THESE COUNTIES ARE ALREADY AMONG THE HIGHEST TAXED IN THE STATE OF MONTANA. I ASK YOU IN THE SENSE

OF FAIRNESS, IS IT RIGHT TO RAISE TAXES NEARLY \$6 MILLION IN
12 COUNTIES REPORTING LESS THAN 50% OF THE STATE'S POPULATION?

I KNOW THE STATE HAS MORE THAN ITS SHARE OF PROBLEMS, AND
I SYMPATHIZE WITH YOU IN YOUR DELIBERATIONS. THE DECISION THAT
YOU MAKE WILL HAVE A PROFOUND EFFECT ON THE LIVES OF MANY MONTANANS,
INCLUDING THOSE ON GENERAL ASSISTANCE, AND ON THE VERY EXISTENCE
OF SEVERAL LOCAL GOVERNMENTS. A GREAT AMERICAN STATED OVER ONE
HUNDRED YEARS AGO, "THAT THE PRIMARY PURPOSE OF GOVERNMENT IS TO DO
FOR THE PEOPLE THAT WHICH THEY CANNOT DO FOR THEMSELVES." IN THE
CASE OF GENERAL ASSISTANCE, I BELIEVE THIS TO BE A GUIDING FACTOR.

I URGE THAT AFTER YOU CONSIDER HB 600, YOU PROVIDE IT WITH
A DO NOT PASS RECOMMENDATION.

amendments do not harm activity Sling Act or de-ment of Montana," Keeling, R-Billings, if two bills that would ag law.

"Groups and state said the bills taken the law

would do two things: Require devel-opers to present an environmental review on just one site instead of three, and eliminate the requirement that developers prove there is no other energy product to fill the need they propose to fill.

"That's a ridiculous thing to re-quire of anybody, and it's a costly

— as opposed to utilities serving the public — from having to prove a "need" for the energy product they want to develop and sell.

As the law is written, state offi-cials could disallow a project if they determined there was not a need for its product.

Utilities should be required to

place," he said. If the consumer doesn't buy the product, the investor loses."

But Larry Faspender, the director of the state Department of Natural Resources and Conservation, said even if a major power plant was fi-nanced by private money, it would still have an impact on public re-sources.

cost North Dakota citizens \$50.8 lion in infrastructure investm- that are no longer needed, as we \$15 million in unemployment ben- and other social assistance, bender said.

"Montana can ill afford to bli- expose itself to risks of such ma-tude," he said.

Van Jamison of the state En

Panel hikes welfare payments slightly

By SUE O'CONNELL

Tribune Capitol Bureau

HELENA — A legislative com- mittee decided Monday to increase payments slightly for needy fami- lies but to eliminate payments of medical bills for transients.

The decisions came as the Joint Appropriations Subcommittee on Human Services continued work on the budgets for assistance pro- grams in the Department of Social and Rehabilitation Services.

Benefits were frozen in June at the fiscal 1986 level.

"Leaving it where it is, freezing it, is not appropriate in my mind," said Rep. Cal Winslow, R-Billings and chairman of the subcommittee.

The 1985 Legislature set benefit levels at 47 percent of the federal poverty index, but the freeze has actually meant that the payments have declined as a percentage of that index. If that freeze were con- tinued, payments would be at about 44 percent of the poverty index in fiscal 1988 and 42 percent in 1989.

Winslow said the state must im- prove the benefits or it could lose in court if the payment standard is challenged in Montana, as it has been elsewhere.

The subcommittee agreed, with Rep. Dean Switzer, R-Richey dis- senting, to set the level again at 47 percent of the poverty index.

That would increase payments for a family of three from the cur- rent \$360 a month to a maximum of \$377 in 1988 and \$398 in 1989.

Using that payment standard, the federal-state program would cost about \$43 million in 1988 and \$48 million in 1989.

The state's share would be about \$12.7 million in 1988 and \$15.1 million in 1989 — about \$2 million more than if benefits had been frozen.

The recommendation must still be approved by the full House Ap- propriations Committee, as well as the House and Senate.

Winslow said he expects the higher cost could be funded with the savings the state would see if the general assistance welfare program

Committee members were gen- erally in agreement that benefit levels for the Aid to Families with Dependent Children program should be raised. That program makes as- sistance payments to single parents with dependent children and to cou- ples with dependent children, if a parent is unemployed.

Under the incentive pool, dis- placed homemaker programs would receive \$350 for every recipient who completes a training program and holds a job for six months. If that person held a job for 12 months, the displaced homemaker program would receive another \$350 bonus.

Winslow said the proposal would not require any of the programs around the state to work with AFDC recipients but would provide that bonus as an incentive to focus on those clients.

He proposes to fund the \$5,000

colleges w scare stud

Tribune Capitol Bureau

HELENA — Veteran Rep. Fr- cis Bardanoue warned Montana v- ersity system officials Monday t- they may be scaring off stud- with talk of eroding educational q- ity, while not really convincing l- makers of the need for more fund-

"That has been a real concern mine," the Harlem Democrat s- "because I know that you're fir- cially pressed. But I don't betl- you're as pressed as you're mat- the young people of Montana betl- you might be."

Bardanoue, who has served head of the House Appropriati- Committee in a number of sessi- was sitting in as a subcommi- worked on budgets for the univer- system.

His comments came as offic- discussed enrollment projections the next two fiscal years. Enrollm- figures play a large role in deter- ing how much money each coll- receives.

A number of university system- officials have said they feared t- Montana high school graduates go elsewhere for college becag- budget cuts have eroded the que- of offerings at the state schools.

Under the incentive pool, dis- placed homemaker programs would receive \$350 for every recipient who completes a training program and holds a job for six months. If that person held a job for 12 months, the displaced homemaker program would receive another \$350 bonus.

Winslow said the proposal would not require any of the programs around the state to work with AFDC recipients but would provide that bonus as an incentive to focus on those clients.

He proposes to fund the \$5,000

colleges w scare stud

Work incentive proposed for welfare cases

Tribune Capitol Bureau

HELENA — Rep. Cal Winslow proposed Monday that the state fund an incentive program to move single parents off of welfare and into the work force.

Winslow termed his program "New Horizons," saying he hopes it would open new opportunities for those who receive assistance under the Aid to Families with Dependent Children program.

He tossed out the idea of the in- centive program during a meeting of a budget subcommittee, as a way to lower the number of AFDC cases.

He said

Under the incentive pool, dis- placed homemaker programs would receive \$350 for every recipient who completes a training program and holds a job for six months. If that person held a job for 12 months, the displaced homemaker program would receive another \$350 bonus.

Winslow said the proposal would not require any of the programs around the state to work with AFDC recipients but would provide that bonus as an incentive to focus on those clients.

He proposes to fund the \$5,000

Gas Furnace & Boiler Repair

Central PLUMBING & HEATING

Office of the Legislative Auditor

DATE 2/

HB 600

ROBERT R. RINGWOOD
LEGISLATIVE AUDITORSTATE CAPITOL
HELENA, MONTANA 59620
406/444-3122

February 19, 1985

DEPUTY LEGISLATIVE AUDITORS:

JAMES H. GILLET
FINANCIAL/COMPLIANCE AUDITSSCOTT A. SEACAT
PERFORMANCE AUDITS

STAFF LEGAL COUNSEL

JOHN W. NORTHEY

1. what is population
movement in general
population?

Representative Francis Bardanouve
Chairman, House Appropriations CommitteeRepresentative Cal Winslow
Chairman, Joint Subcommittee On Human ServicesMembers
Joint Subcommittee on Human Services

As requested by Representative Bardanouve, we have performed an analysis of general assistance programs for a sample of ten Montana counties. The attached information summarizes the results of our analysis. Please feel free to contact us if we may be of further assistance.

Sincerely,

A handwritten signature in cursive script, reading "Scott A. Seacat".
Scott A. Seacat
Deputy Legislative Auditor

Reviewed and approved:

A handwritten signature in cursive script, reading "Robert R. Ringwood".

Robert R. Ringwood
Legislative AuditorSAS/jv5j
Attachment

OFFICE OF THE LEGISLATIVE AUDITOR
LEGISLATIVE REQUEST
ANALYSIS OF SAMPLED GENERAL ASSISTANCE PROGRAMS

SAMPLE SELECTION

Ten counties were selected for review. Counties were selected based upon subcommittee interest and based upon Legislative Audit staff already being available or in close proximity to the county at the time of the legislative request.

General assistance files were reviewed in each county sampled for all January 1985 general assistance recipients. A total of 1,857 general assistance files were reviewed as shown in Illustration 1.

GENERAL ASSISTANCE COUNTY SAMPLE
JANUARY 1985 SAMPLE RECIPIENTS

<u>County</u>	<u># of Sample Recipient Files Reviewed</u>
Cascade	417
Lewis and Clark	292
Broadwater	7
Missoula	369
Ravalli	33
Silver Bow	464
Deer Lodge	146
Gallatin	16
Yellowstone	45
Flathead	68
Total	<u>1,857</u>

Source: Compiled by the Office of the Legislative Auditor

Illustration 1

RECIPIENT STATE RESIDENCY

For the ten counties reviewed, the overall percentage of January 1985 ~~recipients~~ who we categorized as out-of-state recipients was ~~12.5 percent~~. Statewide and individual county information is shown in the following illustrations.

GENERAL ASSISTANCE COUNTY SAMPLE
STATE RESIDENCY

<u>Out of State?</u>	<u>Frequency</u>	<u>Percent</u>
Yes	247	13.301
No	1,531	82.445
Could not determine ¹	79	4.254
Total	1,857	100.000

¹ Sufficient information was not available to determine residency.

Source: Compiled by the Office of the Legislative Auditor

Illustration 2

GENERAL ASSISTANCE COUNTY SAMPLE
STATE RESIDENCY BY COUNTY COMPARISON

<u>County</u>	<u>Out-of-State Percentage</u>		
	<u>Yes</u>	<u>No</u>	<u>Not Available</u>
Cascade	33.35	90.65	0.00
Lewis and Clark	33.35	62.67	11.30
Broadwater	14.29	85.71	0.00
Missoula	33.35	78.59	4.07
Ravalli	33.35	81.82	9.09
Silver Bow	33.35	91.81	0.86
Deer Lodge	33.35	87.67	1.37
Gallatin	62.50 ¹	37.50	0.00
Yellowstone	8.89 ²	86.67	4.44 ²
Flathead	0.00 ²	70.59	29.41 ²
Overall Weighted Average	13.30	82.44	4.25

¹ Gallatin had only 16 cases and 6 of these received \$10.26 for gasoline.

² Sufficient information was not available to document residency.

Source: Compiled by the Office of the Legislative Auditor.

Illustration 3

AGE AND SEX OF JANUARY 1985 SAMPLED RECIPIENTSGENERAL ASSISTANCE COUNTY SAMPLE
FREQUENCY DISTRIBUTION FOR AGE

<u>Age Category</u>	<u>Frequency</u>	<u>Percent</u>	<u>Cumulative Percent</u>
18 to 29	761	40.980	41.142
30 to 39	446	24.017	64.997
40 to 49	326	17.555	82.553
50 or older	302	16.263	98.815
Not available	22	1.185	100.000

Source: Compiled by the Office of the Legislative Auditor

Illustration 4

GENERAL ASSISTANCE COUNTY SAMPLE
SEX OF JANUARY 1985 RECIPIENTS

<u>Sex</u>	<u>Frequency</u>	<u>Percent</u>
F	415	22.348
M	1,442	77.652

Source: Compiled by the Office of the Legislative Auditor

Illustration 5

COUNTY RESIDENCY

Approximately three-fourths of the January 1985 general assistance recipients that we sampled had lived in the county over one year.

GENERAL ASSISTANCE COUNTY SAMPLE
FREQUENCY DISTRIBUTION FOR COUNTY RESIDENCY
JANUARY 1985 RECIPIENTS

<u>Length of County Residency</u>	<u>Frequency</u>	<u>Percent</u>	<u>Cumulative Percent</u>
Less than one month	59	3.177	3.177
One up to three months	117	6.300	9.478
Three up to six months	92	4.954	14.432
Six to twelve months	176	9.478	23.910
Over one year	1,386	74.637	98.546
Not available	27	1.454	100.000

Source: Compiled by the Office of the Legislative Auditor

Illustration 6

GENERAL ASSISTANCE PAYMENTS - JANUARY 1985

The overall weighted average general assistance payment for the January 1985 cases we reviewed was \$203.50. The following illustration details the average January payment for each county sampled.

GENERAL ASSISTANCE COUNTY SAMPLE
AVERAGE GENERAL ASSISTANCE PAYMENT
JANUARY 1985 SAMPLED PAYMENTS

<u>County</u>	<u># of Payments</u>	<u>Average January Payment</u>
Cascade	417	\$168.40
Lewis and Clark	291	220.09
Broadwater	7	249.71 ✓
Missoula	300	212.38
Ravalli	33	217.11
Silver Bow	264	213.09
Deer Lodge	146	226.62
Gallatin ¹	16	281.27
Yellowstone	49	133.20
Flathead	68	201.51
Total	1,857	\$203.50 overall average

¹ Gallatin County average is skewed upward because one of the 16 recipients received a \$3,700 payment for past due house payments.

Source: Compiled by the Office of the Legislative Auditor

Illustration 7

The majority of the general assistance payments were for a combination of purposes such as utilities and rent, etc.

GENERAL ASSISTANCE COUNTY SAMPLE
PURPOSE OF GENERAL ASSISTANCE PAYMENTS
JANUARY 1985 SAMPLED PAYMENTS

<u>Funds Used for What Purpose</u>	<u>Frequency</u>	<u>Percent</u>	<u>Cumulative Percent</u>
Food	12	0.646	0.646
Utilities	5	0.269	1.915
Rent	121	6.516	7.431
Transportation	16	0.862	8.293
Personal Needs	33	1.777	10.070
Combination	1,505	81.045	91.115
Other	14	0.754	91.869
Not Available	151	8.131	100.000
Total	1,857	100.000	

Source: Compiled by the Office of the Legislative Auditor

Illustration 8

For the January 1985 recipients we reviewed, the majority had been receiving general assistance for less than six months.

GENERAL ASSISTANCE COUNTY SAMPLE
DURATION OF GENERAL ASSISTANCE
JANUARY 1985 SAMPLED RECIPIENTS

<u>How Long on General Assistance</u>	<u>Frequency</u>	<u>Percent</u>	<u>Cumulative Percent</u>
Less than one month	340	18.309	18.309
One up to three months	520	28.002	46.311
Three up to six months	327	17.609	63.920
Six to twelve months	320	17.232	81.152
Over one year	339	18.255	99.408
Not available	11	0.592	100.000
Total	1,857	99.999	

Source: Compiled by the Office of the Legislative Auditor

Illustration 9

WORKFARE EXEMPTION OR DISABILITY

Our analysis included a review to determine the percentage of January 1985 sampled recipients that were categorized as either workfare exempt or disabled. Since some recipients could be considered workfare exempt and disabled, while other recipients could be workfare exempt but not disabled, the categories were combined for the analysis. (Note: Recipients were not double-counted if they were workfare exempt and disabled.)

GENERAL ASSISTANCE COUNTY SAMPLE
ANALYSIS OF WORKFARE EXEMPTION/DISABLED
 JANUARY 1985 SAMPLED RECIPIENTS

<u>Workfare Exempt or Disabled</u>	<u>Frequency</u>	<u>Percent</u>
Yes	428	23.048
No	1,405	
Not Available	24	1.292
Total	1,857	100.000

Source: Compiled by the Office of the Legislative Auditor

Illustration 10

We noted that workfare exempt/disabled percentages varied from county to county as can be seen in the following illustration.

GENERAL ASSISTANCE COUNTY SAMPLE
COUNTY COMPARISON
PERCENT WORKFARE EXEMPT OR DISABLED

<u>County</u>	<u>Yes</u>	<u>No</u>	<u>Not Available</u>
Cascade	27.58	72.42	0.00
Lewis and Clark	29.45	69.18	1.37
Broadwater	42.86	57.14	0.00
Missoula	29.54	68.02	2.44
Ravalli	54.55	42.42	3.03
Silver Bow	3.02	95.91	1.08
Deer Lodge	19.18	80.82	0.00
Gallatin	81.25	18.75	0.00
Yellowstone	64.44	33.33	2.22
Flathead	19.12	75.00	5.88
Overall Weighted Average	23.05	75.66	1.29

Source: Compiled by the Office of the Legislative Auditor

Illustration 11

ADDITIONAL INFORMATION AVAILABLE

At the request of the Joint Subcommittee Chairman, we compiled a number of cross-tabulations between variables. For example, information is available to compare age category percentages with whether or not a recipient is workfare exempt/disabled as shown in the illustration below.

GENERAL ASSISTANCE COUNTY SAMPLE
COMPARISON OF AGE CATEGORY BY WORKFARE EXEMPTION
 JANUARY 1985 SAMPLED RECIPIENTS

<u>Age Category</u>	<u>Percent Workfare Exempt or Disabled</u>		
	<u>Yes</u>	<u>No</u>	<u>Not Available</u>
18 to 29	19.45%	79.76%	0.79%
30 to 39	19.73%	78.92%	1.35%
40 to 49	25.77%	73.31%	0.92%
50 or older	<u>35.10%</u>	<u>63.25%</u>	<u>1.66%</u>
Overall Weighted Average			
Percent	23.05%	75.66%	1.29%

Source: Compiled by the Office of the Legislative Auditor

Illustration 13

We will be glad to provide additional cross-tabulations to subcommittee members and other legislators upon request.

VISITOR'S REGISTER

Appropriations COMMITTEE

BILL(S) 606 DATE 2/17/87

SPONSOR(S) _____

NAME	REPRESENTING	BILL NO.	SUP-PORT	OP-POSE
Earl W. Bennett	Flathead County	600		X
Howard W. Gipe	Flathead Co. Commissioner	600		X
Mary & Noonan	Mineral County Commissioner	600		X
Lynda J. Douglas	Mineral Co.	600		X
BEN BIKOST	ANACONDA-DEER LODGE	600		XX
Jordan Morris	Mt. Co.	600		X
Fritz Tossberg	Pavelli Council Comm.	600		X
Harold W. Tossberg	" " Citizen	600		X
Roger W. Young	St. Falls Chamber of Commerce	600		X
Ray Tossberg	St. Falls Co. Commissioner	600		X
Patrick L. Ryan	Cascade County	600		X
A. R. (Tom) Hagen	Mt. Co.	600		X
Allen A. Jacobson	Flat City Commissioner	600		X
Sharon H. Jacobson	Flat City Taxpayer	600		X
Don Peterson	Lake Co. Comm.	600		X
Barbara Archer	Women's Lobbyist Fund	600		✓
Reed Karshner	Roanoke Co. Comm.	600		✓

IF YOU CARE TO WRITE COMMENTS, ASK SECRETARY FOR VISITOR'S STATEMENT
 IF YOU HAVE WRITTEN COMMENTS, PLEASE GIVE A COPY TO THE SECRETARY