Temporary Assistance for Needy Families (TANF) Program

**Second
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to Congress
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**U.S. DEPARTMENT OF HEALTH AND HUMAN SERVICES
Administration for Children and Families
Office of Planning, Research and Evaluation**

TANF REPORT TO CONGRESS

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I. INTRODUCTION AND EXECUTIVE SUMMARY

EXECUTIVE SUMMARY

On August 22, 1996, President Clinton signed the bipartisan welfare reform plan that is dramatically changing the nation's welfare system. The Personal Responsibility and Work Opportunity Reconciliation Act (PRWORA) of 1996 replaced the old welfare system (AFDC) with Temporary Assistance for Needy Families (TANF), to focus on work and responsibility and to provide States with flexibility to create the best approaches for their individual circumstances. Even before the Personal Responsibility Act became law, many States were well on their way to changing their welfare programs into jobs programs. By granting Federal waivers, the Clinton Administration allowed 43 States – more than all previous Administrations combined – to require work, time limit assistance, make work pay, improve child support enforcement and encourage parental responsibility.

This strategy of requiring work and responsibility and rewarding families who have gone to work is paying off. Since welfare reform there has been a dramatic increase in employment among welfare recipients. The percent of current TANF adults who are working has nearly quadrupled. In addition the Census Bureau's Current Population Survey reports that between 1992 and 1998, the employment rate of previous year TANF recipients increased by 70%. Finally, all States met the first overall work participation rates required under the welfare reform law for FY 1997 and 1998.

A recent General Accounting Office report found that between 63 and 87 percent of adults have worked since leaving the welfare rolls. Preliminary findings from six of the HHS funded studies of families leaving welfare indicate that between one-half and three-fifths of former TANF recipients found work in jobs which were covered by their States' Unemployment Insurance program. Employment rates were even higher – 75 to 82 percent – when measured as the percentage of those who were ever employed within the first 12 months.

Welfare reform has shown promising results among those most vulnerable to welfare dependency in a continuing rise of employed single mothers. In 1998, according to the Census Bureau, almost three-fifths (57 percent) of single mothers with incomes under 200 percent of poverty were employed as compared to 44 percent in 1992.

Welfare caseloads are at their lowest level since 1969 and the welfare rolls have fallen by nearly half since the beginning of this Administration. The number of recipients fell from 14.1 million in January 1993 to 7.3 million in March 1999, a decline of nearly 6.8 million or 48% fewer since President Clinton took office. The rolls have declined by 4.9 million people, or 40 percent, since President Clinton signed the welfare law in August 1996. Since 1993, welfare rolls have declined in all States, with 29 States recording declines of half or more. A new report by the Council of Economic Advisers finds that the implementation of welfare reform accounts for one third of the decline between 1996 and 1998, and is the single most important factor contributing to the widespread and continuous caseload declines during this period.

The President started reforming welfare early in his first term, granting waivers, expanding the Earned Income Tax Credit and the minimum wage to make work pay, and pushing the Congress for historic nationwide welfare reform legislation. Since 1996, he has launched the Welfare-to-Work Partnership which now includes over 12,000 businesses that have hired over 410,000 welfare recipients; issued an executive order to ensure the Federal government hired its share of welfare recipients – over 14,000 have been hired to date; encouraged the launching of the Vice President's Coalition to Sustain Success, a coalition of national civic, service and faith-based groups who are working to help these new workers with the transition to self sufficiency; and fought for and won additional funds for welfare to work efforts for long term recipients in high poverty areas including $3 billion in Department of Labor Welfare-to-Work funds enacted in the Balanced Budget Act; a new tax credit to encourage the hiring of long term welfare recipients; funding for welfare to work transportation ($75 million in FY 1999); welfare to work housing vouchers (50,000 enacted to date); and putting in place new welfare rules that make it easier for States to use TANF funds to provide supports for working families such as child care, transportation, and job retention services.

With more parents entering the work force, the need for child care has risen as a critical support to help parents keep their jobs. The 1996 welfare law did provide $4 billion in additional funds to States to provide more care and help improve the quality of programs, but the unmet need remains large. There are approximately 10 million children eligible for federal funded support, yet in 1997 only 1.25 million children received assistance.

Ensuring that families who leave welfare for jobs stay employed is one of the next challenges of welfare reform. Reliable, safe and affordable childcare is one of the critical ingredients for parents succeeding in work. A recent GAO study demonstrated that parents who receive child care assistance more often complete training, get jobs and experience positive outcomes. To address this growing challenge, President Clinton proposed an $19.3 billion child care initiative comprising increased subsidies to States, expanded tax credits and an early learning fund so States have a dedicated source of funding to improve the choices parents can make for child care programs. The President's proposals to invest an additional $1 billion to extend the Welfare-to-Work program, increased funding for Access to Jobs transportation, provide 25,000 more welfare to work housing vouchers, and extend employer tax credits will also help people make a successful transition from welfare to work.

This report compiles early data about welfare caseloads, family employment and earnings, and State policy choices, to give a picture of these first two years of welfare reform. Below are some more extensive highlights describing the information available to date as well as the research underway to learn more.

EMPLOYMENT AND EARNINGS OF NEEDY FAMILIES

There has been a dramatic increase in employment of current welfare recipients. The percentage of employed recipients reached an all-time high at 23 percent, compared to less than 7 percent in 1992 and 13 percent in 1997. Thus, almost one in four recipients was employed in a typical month, the highest level ever recorded. Similarly, the proportion of recipients who were working (including employment, work experience and community service) reached 27 percent, a nearly fourfold increase over the 7 percent recorded in 1992.

All States met the all family participation rate standard for 1998. All States plus the District of Columbia met the all family participation rate standard. Of the forty-three States plus the District of Columbia that are subject to meet the two parent work participation rate, twenty-nine met the FY 1998 two-parent participation standard.

Between 1992 and 1998, the employment rate of TANF recipients increased by 70%. In 1992 one in five previous year recipients was working the following spring, whereas in 1998, the figure had increased to one in three. Each March the Current Population Survey, which is used to calculate unemployment rates, collects information about households' income and program participation in the previous calendar year as well as employment and earnings data reflecting individuals' March employment status. As a result we know whether adults who received AFDC or TANF in the preceding calendar year (who may or may not still be receiving welfare) were employed the following March. Between 1992 and 1996, the employment rate increased from 20 percent (its approximate level for the previous four years) to 27 percent. In the last two years it jumped even more dramatically to 34 percent in 1998.

Employment of single mothers has grown significantly. By 1998, the latest year for which Census figures are available, the percentage of single mothers with incomes under 200% of poverty who were employed rose from 44% in 1992 to 57% in 1998.

A variety of State research studies show that most adults have worked once leaving the welfare rolls. Studies summarized by the GAO show that between 67% and 87% of adults had worked since leaving the welfare rolls. These findings from these interim reports also indicate that between one-half and three-fifths of former TANF recipients found work in jobs that were covered by their State's Unemployment Insurance program at the time they left welfare which found employment rates of families leaving welfare were from 75 to 82 percent when measured as the percentage of those who were ever employed within the first 12 months. While these employment rates are not radically different from the patterns of AFDC leavers in earlier studies, they indicate a dramatically large increase in the absolute number of families leaving welfare with earnings, given the significant caseload decline in the past few years.

MAKING WORK PAY

The average earnings of employed TANF recipients increased from $506 per month to $553, an increase of about 11 percent between 1997 and 1998. Eight percent of adult recipients had unearned income averaging about $232 per month.

A recent GAO study found annual earnings of $9,512 - $15,144 among those who had left welfare. Especially when earnings are combined with other supports for working families such as EITC, food stamps, and child care, families are better off than they were on welfare.

The Administration has taken key steps to support working families and make work pay. These initiatives include: expanding the Earned Income Tax Credit to lower taxes for 15 million working families; raising the minimum wage to $5.15 an hour and fighting for an additional $1 per hour increase; adding $4 billion more in child care and fighting to provide even more, and enacting the $24 billion Children's Health Insurance Program to extend health care coverage to millions of uninsured children. Most recently, the President announced a series of executive actions to ensure working families access to food stamps. Through $4 billion in additional child care investments added in the welfare reform law, an additional 441,000 children have been provided child care so parents could work. The EITC lifted 4.3 million Americans out of poverty in 1997 and reduced the number of children living in poverty by 2.2 million.

The poverty rate, as measured by the Census Bureau's official poverty measure, has fallen to 13 percent, down from 15 percent in 1993. Since 1993, the African American poverty rate dropped from 33.1 percent to 26.5 percent – the lowest level on record and the largest four-year drop in more than a quarter century. Last year, the Hispanic poverty rate dropped from 29.4 percent to 27.1 percent – the largest one-year drop since 1978. The child poverty rate declined from 22.7 percent in 1993 to 19.9 percent in 1997, the biggest four-year drop in nearly 30 years. While these are encouraging trends, there is more work to do in all these areas. The Department will be monitoring child poverty rates in States through regulation.

Although welfare reform is having a positive effect on the earnings of some categories of recipients, early information provides a complicated story. Along with the employment gains described above, the CPS data suggests average earnings for all female-headed families with children have increased substantially between 1993 and 1997 from $14,668 to $17,646 (both in 1997 dollars). However, the early CPS analysis suggests preliminarily that the gains are not evenly distributed over the period with roughly three-quarters of the gain occurring between 1993 and 1995, and only one-quarter between 1995 and 1997.

Family income on average has increased for some families, but there is also preliminary evidence that some families are experiencing losses. For the period 1993 to 1997, CPS data indicate that the average annual income of all female-headed families with children increased, as did employment and earnings as described above. This measure of income includes both earnings and a broad range of transfer programs. Again, the income increases were unevenly distributed over the period, with larger gains in the 1993 - 1995 period, and across the income distribution.

The bottom quintile did not fare as well as the top four fifths, especially in the 1995-1997 period, underscoring the need for additional welfare to work efforts.

TRENDS IN CASELOADS AND EXPENDITURES

There continue to be dramatic declines in welfare caseloads. Overall, between August 1996 and March 1999 there has been a 40 percent decrease in the number of recipients on the rolls. The percent of the U.S. population receiving assistance in March 1999 was the lowest since 1969.

Date	***Estimated U.S. Population***	***AFDC/TANF Recipients***	***Percent of U.S. Population***
1992	254,489,083	13,625,342	5.4
1993	257,563,667	14,142,710	5.5
1994	260,103,333	14,225,651	5.5
1995	262,560,167	13,659,206	5.2
1996	264,990,250	12,644,076	4.8
1997	267,510,917	10,935,151	4.1
1998	270,063,250	8,770,376	3.2
March 1999	272,445,000	7,334,976	2.7

A new report by the Council of Economic Advisers finds that the implementation of welfare reform is the single most important factor contributing to the widespread and continuous caseload declines from 1996 to 1998. CEA estimates that the federal and State program and policy changes implemented as a result of welfare reform account for approximately one-third of the caseload reduction during this period. While the strong economy has also played an important role, accounting for approximately ten percent of the decline between 1996 and 1998, it was the larger factor in declines from 1993 to 1996 when the largest declines in the unemployment rate occurred.

In FY 1998, States continued to make large investments in their work first welfare programs. Overall, based both on the level of spending in FY 98 reported by States and on the cash assistance levels established by the States under the TANF program, there is clearly no "race to the bottom" occurring. When FY 1997 and 1998 funds are combined, States spent or committed to spend 90 percent of the TANF Federal block grant funds. By the end of FY 98, nineteen States had already spent or committed all of their FY 98 federal funds. All States met the minimum requirement in State maintenance of effort (MOE) spending in 1997 and 1998, with some States spending more. Also, to meet the critical need of child care for parents moving from welfare to work, States increased the amount of TANF funds (up to $652 million) transferred to the child care block grant. In May, HHS provided guidance on how States and communities can use the flexibility and resources available under TANF to support working families and address the needs of families facing challenges to self-sufficiency.

STATE POLICY CHOICES.

States are emphasizing work in their TANF programs. Under the TANF program, parents or caretakers receiving assistance are required to engage in work (as defined by the State) within 24 months or less at the State's option. Currently, 20 States require immediate participation in work, 6 States require participation in work between 45 days and 6 months of receipt of cash assistance, 23 States require participation within 24 months, and 2 States within other timeframes.

States vary in limiting the time that families can receive TANF assistance. Currently, 28 States are using the Federal five-year limit, 6 States are using "intermittent" time limits up to a total of five years, 8 States are using shorter time limits than the five-year threshold, 5 States are using options involving supplements for families exceeding the five-year limit, and 5 States are applying time limits for adults only.

States are offering up-front payments or services to divert families from entering the welfare rolls. To date, 27 States have opted to offer diversion payments or services to families applying for TANF benefits as part of their TANF plan. In several States, this includes lump-sum payments to the families who in turn agree not to seek additional assistance for a specified period of time. In other States, the diversion includes job search and related services designed to help the family go directly to work.

States are seizing the opportunity to become certified under the "Domestic Violence Option" of TANF. The TANF program offers flexibility to States in offering special treatment to the victims of domestic violence under the "Domestic Violence Option." To date, 27 States have certified that they will assist victims of domestic violence, with 4 more States in the formal process of becoming certified.

States are engaging in forums to share information and lessons learned. The Department is supporting the Welfare Peer Technical Assistance Network Project as an opportunity for States to link up and share information as well as cross-train each other on emerging best practices in areas such as transportation, substance abuse, and post-employment services. The project is challenging States to develop and share solutions for issues ranging from assuring adequate transportation for TANF families in rural areas, offering substance abuse treatments to TANF families, particularly those with a history of domestic violence or with mental health issues, to strengthening supportive services for TANF families that enter the world of work.

CHILD SUPPORT COLLECTIONS

In 1998, the number of child support cases with collections rose dramatically. Children need the support of both parents, which is why the Administration has worked closely with Congress and the States to increase child support collections. In 1998, child support was collected for 4.5 million families, an increase of 33% from 3.4 million in 1994. In fiscal year 1997, $13.4 billion was collected in child support. In 1998, the State and federal child support enforcement program collected a record $14.4 billion for children, an increase of 80% from 1992, when $8.4 billion was collected. The Office of Child Support Enforcement established a record 1.5 million paternities in 1998, two and a half times the 1994 figure of 676,000 and triple the 1992 figure. A key to improvements in the nation's child support enforcement program is the use of modern automated technology. The new National Directory of New Hires has located 1.2 million delinquent parents during the first year of operation since its October 1, 1997 launch. The Administration's Welfare-to-Work reauthorization proposal will help even more low-income fathers increase their employment and child support.

OUT OF WEDLOCK BIRTHS

We will soon award bonuses to reward reduction in Out-of-Wedlock births. The Bonus to Reward Decreases in Illegitimacy Ratio will be awarded later this year to up to five States who have had the largest decrease in their ratio of out-of-wedlock births, and also decreased their abortion rates. Out-of-wedlock births and teenage births continue to decline. Final data for 1997 (calendar year) indicate that the birth rate for unmarried women aged 15-44 years decreased from 44.8 births per 1,000 women in 1996 to 44.0 in 1997. The actual number of out-of-wedlock births declined very slightly from 1,260,306 in 1996 to 1,257,444 in 1997. Over the same period, the proportion of all births that were out-of-wedlock was unchanged at 32.4. Approximately 500,000 teenagers give birth each year. Nationally, the birth rate for teenagers continued to decline in 1997, and has now fallen by 16 percent to 52.3 births per 1,000 women aged 15-19 years, compared with 62.1 in 1991. During the 1991-97 period, teenage birth rates fell in all States and the District of Columbia and the Virgin Islands.

DEMOGRAPHIC AND FINANCIAL CHARACTERISTICS OF FAMILIES RECEIVING ASSISTANCE

Families received an average monthly amount of $358 in cash assistance under the TANF program. This is consistent with past years.

The average number of persons in TANF families was 2.1 persons. The TANF families averaged 2 recipient children, which remained unchanged. Two in five families had only one child. One in ten families had more than three children.

While the percentage of child-only cases on the welfare rolls has risen steadily since 1988, the rate of increase seems to be slowing in the recent 3 years. For the 49 States that reported child-only cases, 23.4 percent of TANF families had no adult recipients, a less than one percentage point increase for the comparable States for the October 1996 - June 1997 period. Even though the overall percentage of child-only cases has continued to increase, the total number of child-only cases has actually declined by about 200,000 since FY 1996.

There was little change in the racial composition of TANF families. Three of five TANF adult recipients were members of minority races or ethnic groups. Thirty-seven percent of adult recipients were black adults, 36 percent were white, 20 percent were Hispanic, 5 percent were Asian, and 1.6 percent were Native Americans.

Understanding the reason for case closure is severely limited by the fact that States reported 56.1 percent of all cases that closed did so due to "other" reasons. TANF families are no longer receiving assistance for the following reasons: 21.7% due to employment, 15.5% due to State policy, and 6.2% due to sanction. There is evidence that these case closure data understate employment rates when compared to State leaver studies.

TRIBAL TANF

As of April 30, 1999, DHHS has approved TANF plans for seventeen Tribes and two consortiums with Tribal TANF plans, involving 72 Tribes and Alaska Native Villages. An additional 13 plans are pending approval and several other Tribes are known to be exploring the option of operating a TANF program.

Tribal TANF programs served slightly more than 3 thousand families in a typical month in FY 1998. Another 47,502 American Indian families were served by State governments. Some Tribes and TANF programs also operate Native Employment Works (NEW) programs.

Native Americans make up a considerable amount of the caseload in certain States. In Fiscal Year 1998, the percentage of TANF adults in the TANF caseload served by the States who are American Indians was almost 73 percent in South Dakota, over 54 percent in North Dakota, almost 41 percent in Alaska, and over 46 percent in Montana.

CHILD CARE

Child care continues to be a critical support for families moving from welfare to work. The increase in the proportion of TANF families who are working and the increase in number of hours they must work makes the availability of child care critical in allowing TANF families to retain jobs and avoid seeking cash assistance. PRWORA added $4 billion for child care, providing child care for an additional 441,000 children. As State minimum work participation rates increase, from 25 percent of all parents in FY 1997 to 30 percent in FY 1998 and rising to 50 percent in FY 2002, parents will need more child care to get and keep jobs. States made significant investments in child care, spending over $1 billion of their own funds. In addition, in FY 1998 States transferred a total of $652 million in TANF funds to the Child Care Development Block Grant, an over three-fold increase from FY 1997.

Despite our investments in child care, there is still a large unmet need. Nationally, there are approximately 10 million children who are income eligible for CCDBG child care. The Department estimated that in 1997 about 1.25 million children were receiving child care assistance through the CCDBG.

Another indicator of the high demand for child care services is the rate of State spending of their federal child care funds. While States have two years to obligate and expend the CCDBG funds, States have obligated or expended 100% of the funds available in FY 98 in that same fiscal year.

A recent GAO study demonstrates the issues around finding affordable child care by analyzing the trade-offs low-income mothers confront when they want to work but face high child care costs. According to that study, child care subsidies are often a strong factor in a parent's ability to work, and reducing child care costs increases the likelihood that poor and near-poor mothers will be able to work. The GAO observed that affordable child care is a decisive factor that encourages low-income mothers to seek and maintain employment. In an earlier study, the GAO found that single parents who received child care assistance more often successfully completed their training, obtained jobs or experienced other positive outcomes.

PUBLICATION OF FINAL TANF RULES AND OTHER INITIATIVES

The TANF final rules reflect PRWORA's strong focus on moving recipients to work and self-sufficiency, on ensuring that welfare is a short-term, transitional experience, and on States' accountability for moving families toward self-sufficiency. The final rules encourage and support State flexibility, innovation, and creativity to develop programs that can reach all families and use TANF funds to provide supports to working families such as child care, transportation and job retention services. At the same time, they incorporate the core TANF accountability provisions, including work requirements, time limits, State penalties, and data collection and reporting requirements. This final rule announced by the President on April 10th, will take effect on October 1, 1999.

We will soon award the high performance bonus (HPB) provision in the new welfare reform block grant legislation as a way to reward States that are the most successful in achieving the goals and purposes of the TANF program. A total of $1 billion (or an average of $200 million each year) is available in FYs 1999 through 2003. The four work measures for the bonus in FY 1999 and FY 2000 are: Job Entry, Success in the Work Force (a measure based on job retention and earnings), and improvement from the prior fiscal year in each of these measures. The participation in the HPB is optional and States may compete in some or all measures. Forty-six States have submitted data to compete for the HPB for FY 1999. We anticipate awarding the FY 1999 bonuses later this year.

The President's FY 2000 budget includes key initiatives that build on the Administration's continuing efforts to help families move from welfare to work and succeed in the workforce. The FY 2000 budget requests $1 billion to extend the Welfare-to-Work program to help 200,000 long-term welfare recipients and low-income fathers move into lasting unsubsidized employment and support their families. The budget requests $430 million for 75,000 welfare-to-work housing vouchers, including $144 million in new funds for 25,000 additional vouchers, and doubles Access to Jobs transportation funding from $75 million to $150 million. The President is proposing to extend both the Welfare-to-Work Tax Credit and the Work Opportunity Tax Credit to encourage the hiring and retention of long-term welfare recipients and other groups of job seekers. Finally, the President is proposing significant new funding for child care to help working families meet the cost of child care. Central to this child care initiative is an expansion of the CCDBG by 7.5 billion over 5 years.

HHS has a critical role in ensuring that the nation has the answers to major questions regarding welfare reform. These questions can only be answered through rigorous and systematic studies. HHS's welfare reform research agenda has two broad goals: to increase the likelihood that the objectives of welfare reform are achieved by developing credible information that can inform State and local policy and program decisions, and to inform the Congress, the Administration and other interested parties on the progress of welfare reform.

II. TRENDS IN CASELOADS AND EXPENDITURES

Caseload Data

Welfare caseloads have declined dramatically since their peak at 14.4 million recipients in March 1994. This decline has continued at an even more rapid pace since the enactment of welfare reform in August 1996. Overall, between January of 1993 and March of 1999 there has been a 46 percent decline in the number of families, and a 48 percent decline in recipients on welfare. The percent of the U.S. population receiving assistance in March 1999 was the lowest since 1969. As Chart 2:1 shows, these declines are spread across almost all of the States. Tables 2:1 and 2:2 provide information on a monthly basis for States for FY 1998 for both recipients and families. Tables 2:3 and 2:4 provide information on State by State welfare caseloads since 1993 for both recipients and families.

A new report by the Council of Economic Advisers finds that the implementation of welfare reform is the single most important factor contributing to the widespread and continuous caseload declines from 1996 to 1998. CEA estimates that the Federal and state program and policy changes implemented as a result of welfare reform account for approximately one-third of the caseload reduction from during this period. While the strong economy has also played an important role, accounting for approximately ten percent of the decline between 1996 and 1998, it was a larger factor in the declines from 1993 to 1996 when the largest declines in the unemployment rate occurred. An additional ten percent of the caseload decline between 1996 and 1998 was due to the higher minimum wage, and 1 – 5 percent was due to the lower real value of cash welfare benefits. In comparison, between 1993 and 1996, 26 – 36 percent of the decline was due to the improved labor market, 12 – 15 percent was due to waivers granted by the Administration to States to experiment with welfare reform, and 6 – 22 percent due to the lower real value of cash welfare benefits.

FY 1998 STATE SPENDING UNDER THE NEW WELFARE PROGRAM

Overview

Fiscal Year 1998 was the first full year that all States implemented the new Temporary Assistance for Needy Families (TANF) program. In FY 1998, States continued to make large investments in their work first welfare programs. Overall, as States have time to adjust to the caseload decreases and make decisions on appropriate program investments, they are increasing the amount of money they obligate in the program. By the end of the fiscal year, States spent or committed to spend 84 percent of their FY 1998 federal funds. When FY 1997 and 1998 funds are combined, States spent or committed 90 percent of the federal funds. All States met the minimum maintenance of effort requirement for State spending, with some States spending more. Also, to meet the critical need of child care for parents moving from welfare to work, States increased the transfer of TANF funds to the child care block grant. Even with their significant spending of both federal and State funds, States are now facing new challenges in reaching families with greater barriers to work and supporting families to remain in work.

The Department of Health and Human Services encourages States to use their federal and State funds for non-traditional welfare services, such as non-medical substance abuse and domestic violence services, to help all families attain and succeed in work. In May, HHS provided guidance on how States and communities can use the flexibility and resources available under TANF to support working families and address the needs of families facing challenges to self-sufficiency.

FY 1998 Highlights

Maintenance of Effort. The new welfare reform law requires States to continue to spend State funds at a level equal to at least 80 percent of their FY 1994 levels. If States meet the minimum work participation rates, the law also allows them to reduce their minimum-spending requirement to 75 percent. In FY 1998, all States expended enough to meet the 75% maintenance of effort amount, with aggregate State spending at 79% of FY 1994 levels. Thirteen States reported State spending above 80%, with 1 State -- West Virginia -- exceeding 100 percent. Since States are not required to report any expenditures in excess of the maintenance of effort requirement, States may actually be spending more than reported.

Child Care. Child care continues to be a critical support for families moving from welfare to work. As State minimum work participation rates increase, from 25 percent of all parents in FY 1997 to 30 percent in FY 1998 and rising to 50 percent in FY 2001, parents will need more child care to get and keep jobs. States made significant investments in child care, spending over $1.6 billion of their own funds (this includes child care MOE and child care State matching funds). In addition, States transferred a total of $652 million in TANF funds to the child care block grant, an over three-fold increase from FY 1997. Also, States report they are committing 100 percent of their CCDBG funds.

Work Activities. States furthered the goal of the welfare law by making work first the priority for their programs. In FY 1998 States spent $1.2 billion in combined federal and State funds on work activities.

Cash and Work-Based Assistance. States spent $6.8 billion, or 69 percent, of their FY 98 federal TANF funds on cash assistance and work-based assistance. The work-based assistance in this category may include paychecks earned by TANF recipients in return for community service jobs or subsidized employment.

Transferring TANF Funds. The new welfare law gives States the authority to transfer portions of their TANF grant to either the Child Care and Development Block Grant or the Social Services Block Grant. Thirty-three States reported transferring funds in amounts ranging from 2 to 29 percent of their TANF grant. In total, $652 million or 4 percent of TANF funds were transferred to the child care block grant and $1.1 billion or 7 percent was transferred to the Social Services Block Grant.

Administrative Costs. States continue to invest in transforming their welfare offices into employment centers, and their eligibility workers into trained job counselors. They are also using their funds efficiently and cost effectively. In FY 1998, State administrative expenditures amounted to $913 million, or 9 percent of total federal TANF expenditures -- well below the TANF administrative cost limit of 15 percent.

Separate State Programs. In FY 1998 15 States chose to fund programs with separate State funds. This is fewer than in FY 1997 when 16 States reported expended funds in separate State programs. Expenditures on separate programs as a percentage of total State spending ranged from 0.2 to 54 percent. States with separate programs spent most of their separate State program funds -- 55 percent -- on cash and work-based assistance by providing support to primarily two-parent families and qualified legal immigrants. Most of the remaining funds were spent on child care (35 percent) and non-direct services categorized as other expenditures.

Other Expenditures. States reported spending $1.1 billion in federal TANF funds and $1.3 billion in State maintenance of effort funds on other expenditures, which included fraud control programs, emergency assistance (e.g. one-time benefits to divert families from having to rely on welfare), staff training, domestic violence services, and child welfare programs.

Unobligated Balances. States can carry forward unobligated TANF funds for use in future years, for example to meet unanticipated needs or reserve dollars for "rainy day" funds. In FY 1998 States spent or obligated $13.9 billion or 84 percent of the total federal funds. The remaining $2.7 billion in unobligated funds remain in the federal treasury, with no time limit, until States draw down the dollars.

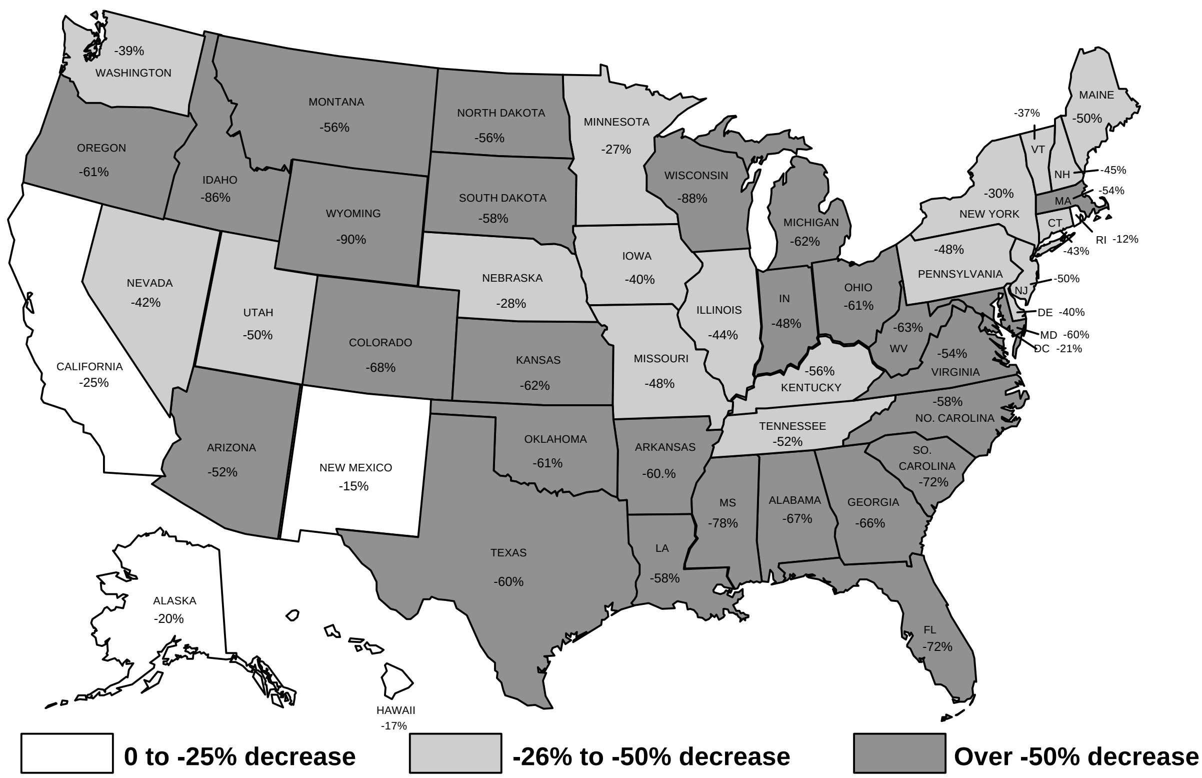
Tables and Charts:

Table 2:11	**State TANF Maintenance of Effort (MOE), Expenditure of State Funds in Separate State Programs Through 4th Quarter, FY 1998**
Table 2:12	**State MOE Analysis Through 4th Quarter, FY 1998**

Chart 2:1

Recipient Count, FY 1993 – March 1999

MORE THAN 6 MILLION FEWER PEOPLE ON WELFARE SINCE 1993



AFDC/TANF: Total Number of Recipients													
Fiscal Year 1998													
													FY 1998
	Oct-97	**Nov-97**	**Dec-97**	**Jan-98**	**Feb-98**	**Mar-98**	**Apr-98**	**May-98**	**Jun-98**	**Jul-98**	**Aug-98**	**Sep-98**	**Average**
Alabama	65,861	64,372	63,589	61,809	54,204	58,964	57,455	56,278	54,751	53,480	53,092	52,076	57,994
Alaska	31,620	31,626	31,071	31,689	32,166	32,665	32,450	31,832	30,660	29,217	28,634	28,121	30,979
Arizona	135,166	124,209	119,458	113,209	109,282	107,860	104,169	101,224	100,425	100,713	100,999	99,792	109,709
Arkansas	41,403	38,573	38,333	36,704	36,100	34,901	33,439	31,977	32,073	31,737	31,661	31,412	34,859
California	2,198,679	2,163,172	2,139,495	2,144,495	2,119,451	2,102,704	2,087,912	2,052,925	2,019,352	1,978,416	1,952,174	1,908,534	2,072,276
Colorado	60,976	59,583	58,767	55,352	55,441	53,682	59,141	56,085	54,605	50,458	49,006	46,312	54,951
Connecticut	150,105	147,181	143,430	138,666	135,225	132,437	117,845	113,579	108,377	124,536	122,129	118,066	129,298
Delaware	20,491	19,128	19,413	18,504	17,948	17,810	16,646	15,772	16,114	15,791	15,027	14,013	17,221
Dist. of Col.	62,562	62,878	61,127	56,128	54,770	53,850	57,632	56,548	55,722	54,855	54,386	53,727	57,015
Florida	360,915	348,574	333,933	320,886	306,530	290,977	272,078	263,318	254,042	248,013	247,803	246,191	291,105
Georgia	233,668	228,078	226,074	220,070	214,871	209,613	193,275	186,718	180,195	184,912	175,791	172,065	202,111
Guam	7,341	7,537	7,504	7,588	7,193	6,933	6,821	6,561	6,582	6,719	6,969	6,823	7,048
Hawaii	49,126	48,596	48,086	48,152	47,471	47,399	47,506	47,101	46,703	46,235	46,434	46,001	47,401
Idaho	4,945	4,550	4,500	4,446	4,489	4,460	4,614	4,271	4,101	3,662	3,504	3,285	4,236
Illinois	540,062	543,370	550,534	526,851	532,436	531,623	511,507	509,787	482,650	454,146	460,726	449,466	507,763
Indiana	124,966	124,675	121,444	95,665	95,979	92,551	120,464	118,324	117,237	116,129	116,545	117,437	113,451
Iowa	72,640	71,342	69,145	69,504	69,597	67,189	70,366	67,833	65,809	65,163	65,216	62,836	68,053
Kansas	43,303	41,584	39,986	38,462	37,504	35,659	35,380	34,179	33,321	33,617	34,064	33,447	36,709
Kentucky	143,461	139,004	136,996	132,388	131,042	129,770	127,210	124,141	119,199	118,366	115,800	112,676	127,504
Louisiana	125,507	122,333	121,639	118,404	121,252	124,031	125,730	125,622	125,805	124,658	122,562	121,772	123,276
Maine	42,913	41,720	41,335	41,265	41,849	41,860	41,289	40,691	40,055	38,703	38,374	37,673	40,644
Maryland	143,282	138,750	137,898	130,196	127,113	125,337	127,879	124,825	120,806	114,388	111,572	108,636	125,890
Massachusetts	192,482	188,544	184,668	181,729	178,966	176,412	172,327	168,308	165,062	166,077	165,587	166,179	175,528
Michigan	410,292	399,755	390,799	376,985	377,803	370,715	357,213	346,459	334,844	325,917	315,924	308,817	359,627
Minnesota	147,217	141,363	138,660	141,064	144,468	146,257	147,223	145,773	146,529	143,833	145,133	141,440	144,080
Mississippi	78,232	74,174	71,284	66,030	64,419	61,045	57,282	54,817	51,261	48,138	47,747	45,009	59,953
Missouri	175,709	172,679	176,271	162,950	161,740	158,492	153,196	147,624	144,675	142,314	141,273	139,475	156,367
Montana	23,116	22,993	23,325	20,137	20,128	19,913	23,025	22,326	21,550	20,669	20,118	19,561	21,405
Nebraska	37,993	37,375	37,706	38,090	38,236	38,523	38,356	37,536	36,645	36,037	35,877	36,187	37,380
Nevada	27,896	28,854	28,157	29,262	28,595	27,374	26,386	25,991	25,515	24,755	24,695	23,353	26,736
New Hampshire	16,180	15,999	15,893	15,947	15,979	15,513	15,772	15,210	14,880	14,726	14,450	14,429	15,415
New Jersey	230,732	226,299	224,969	217,320	211,288	207,678	210,545	207,068	202,691	189,435	186,056	182,193	208,023
New Mexico	55,322	53,348	55,832	64,759	69,056	69,275	71,536	72,374	72,695	75,265	77,523	78,176	67,930
New York	966,051	950,323	951,222	941,714	929,910	922,675	906,668	898,901	888,725	885,041	872,130	862,162	914,627
North Carolina	215,632	209,623	209,143	192,172	191,190	184,382	176,526	169,413	162,149	170,900	166,129	162,282	184,128
North Dakota	9,548	9,005	8,912	8,884	8,674	8,733	8,769	8,503	8,486	8,551	8,502	8,227	8,733
Ohio	422,442	401,873	398,508	386,239	378,706	372,241	366,796	353,764	341,839	331,678	323,272	319,912	366,439
Oklahoma	71,881	70,443	70,497	69,630	67,852	66,451	63,618	61,825	59,744	58,949	59,045	58,044	64,832
Oregon	50,941	49,404	48,991	48,561	48,454	48,663	48,138	46,923	45,898	45,516	44,560	44,235	47,524
Pennsylvania	405,824	403,267	399,058	395,107	389,120	382,901	374,415	367,389	360,667	355,797	352,258	345,952	377,646
Puerto Rico	136,236	133,737	131,925	130,283	128,580	127,144	125,299	123,578	122,310	120,685	119,157	117,649	126,382
Rhode Island	54,923	53,866	54,674	54,537	54,508	54,425	53,525	53,692	53,712	54,187	54,203	54,125	54,198
South Carolina	75,132	74,294	73,862	73,179	72,484	71,382	67,647	63,002	59,955	56,801	54,699	52,280	66,226
South Dakota	11,001	10,763	10,649	10,514	10,340	10,187	10,125	9,904	9,791	9,801	9,448	9,120	10,137
Tennessee	151,484	145,281	144,764	139,022	152,414	154,428	151,395	148,461	147,171	146,801	148,529	148,532	148,190
Texas	458,679	455,507	453,414	439,824	420,004	408,776	388,986	374,947	363,809	354,656	349,560	346,232	401,200
Utah	34,308	30,990	31,846	29,868	29,516	29,698	29,165	26,254	28,320	28,011	28,026	27,992	29,500
Vermont	21,345	20,841	20,963	21,013	20,801	20,718	20,530	20,153	19,620	19,665	19,219	18,804	20,306
Virgin Islands	4,212	4,215	4,110	4,129	4,062	4,057	4,017	3,879	4,078	4,352	4,396	4,365	4,156
Virginia	112,834	110,203	109,594	107,192	105,538	104,338	102,625	100,691	98,409	96,661	95,639	94,431	103,180
Washington	231,523	230,784	229,288	228,723	221,892	221,274	216,133	212,412	207,647	197,207	194,946	184,584	214,701
West Virginia	75,542	66,343	60,270	51,348	49,326	45,255	42,708	37,730	36,958	35,830	37,788	34,995	47,841
Wisconsin	75,086	54,150	42,213	44,630	49,137	47,444	43,491	43,321	42,671	36,126	35,502	34,031	45,650
Wyoming	3,538	3,339	3,186	2,903	3,010	2,974	3,266	3,095	2,946	2,095	1,932	1,821	2,842
U.S. Totals	**9,642,325**	**9,420,469**	**9,318,410**	**9,104,178**	**8,998,109**	**8,881,618**	**8,727,511**	**8,540,914**	**8,349,836**	**8,200,390**	**8,105,791**	**7,954,955**	**8,770,376**

Table 2.1

Table 2:2

AFDC/TANF: Total Number of Families Fiscal Year 1998	Oct-97	Nov-97	Dec-97	Jan-98	Feb-98	Mar-98	Apr-98	May-98	Jun-98	Jul-98	Aug-98	Sep-98	FY 1998 Average
Alabama	26,546	25,984	25,711	25,123	22,383	24,113	23,591	23,187	22,662	22,241	22,177	21,786	23,792
Alaska	10,557	10,530	10,306	10,392	10,508	10,646	10,593	10,446	10,089	9,654	9,487	9,312	10,210
Arizona	48,742	45,216	43,525	41,233	39,860	39,433	38,194	37,262	37,008	37,121	37,280	37,082	40,163
Arkansas	16,158	15,135	15,062	14,419	14,217	13,854	13,318	12,854	12,905	12,765	12,739	12,699	13,844
California	751,262	740,225	732,300	727,695	717,890	714,269	711,028	699,459	689,220	675,560	669,237	656,608	707,063
Colorado	24,190	23,277	22,816	23,685	23,183	22,058	21,354	20,333	19,824	18,511	17,962	17,121	21,193
Connecticut	54,682	53,726	52,527	51,132	50,000	49,122	44,032	42,611	40,990	43,489	42,686	41,274	47,189
Delaware	8,979	8,613	8,656	7,053	6,920	6,850	7,627	7,459	7,454	7,324	7,168	6,711	7,568
Dist. of Col.	22,663	22,357	22,123	22,451	21,908	21,540	21,067	20,735	20,454	20,083	19,959	19,822	21,264
Florida	135,291	130,807	125,735	121,006	116,084	110,826	104,536	101,571	98,671	96,501	96,444	96,241	111,143
Georgia	89,437	87,051	86,292	84,318	82,310	80,491	74,513	72,157	69,777	71,324	71,185	69,499	78,196
Guam	2,204	2,232	2,203	2,223	2,099	2,030	1,994	1,953	1,947	1,983	2,050	1,981	2,075
Hawaii	17,481	17,349	17,187	17,212	17,043	17,014	17,077	17,012	16,836	16,699	16,795	16,669	17,031
Idaho	2,083	1,933	1,941	1,920	1,926	1,956	2,023	1,907	1,832	1,674	1,591	1,531	1,860
Illinois	182,897	183,124	185,428	175,445	176,817	177,310	172,711	171,736	164,177	154,272	154,925	152,165	170,917
Indiana	44,800	44,749	43,616	37,298	37,340	36,434	39,641	38,915	38,540	38,201	38,399	38,213	39,679
Iowa	26,903	26,463	25,721	25,744	25,852	25,559	25,680	24,879	24,219	23,944	23,871	23,167	25,167
Kansas	15,572	15,080	14,553	14,595	14,260	13,681	13,602	13,231	12,984	13,094	13,226	13,091	13,914
Kentucky	58,259	56,584	55,808	54,491	54,033	53,433	52,644	51,579	49,630	49,408	48,447	47,418	52,645
Louisiana	49,275	47,987	47,919	46,593	47,580	48,274	48,772	48,585	48,441	47,838	46,968	46,760	47,916
Maine	16,133	15,750	15,586	15,526	15,730	15,741	15,572	15,385	15,226	14,599	14,481	14,242	15,331
Maryland	53,411	51,800	51,464	49,075	48,005	46,461	48,218	47,275	45,985	43,920	43,018	42,134	47,564
Massachusetts	71,937	70,701	69,482	68,651	67,790	67,043	65,793	64,588	63,501	62,763	62,227	62,436	66,409
Michigan	139,071	135,568	133,312	128,892	129,670	127,416	122,879	119,218	115,410	114,046	110,543	108,286	123,693
Minnesota	49,957	47,580	46,743	48,893	49,646	49,944	49,031	48,486	48,684	47,582	47,979	47,037	48,464
Mississippi	29,631	28,335	27,439	25,510	25,011	23,980	22,720	22,024	20,778	19,719	19,657	18,772	23,631
Missouri	64,864	63,885	63,756	62,872	62,599	61,580	59,860	58,073	57,028	55,892	55,409	55,074	60,074
Montana	7,833	7,796	7,916	6,789	6,731	6,688	7,865	7,622	7,369	7,067	6,902	6,724	7,275
Nebraska	13,895	13,653	13,710	13,809	13,806	13,895	13,810	13,543	13,266	12,802	12,152	12,147	13,374
Nevada	11,350	11,257	11,599	11,263	10,811	10,327	10,000	9,954	9,862	9,529	9,526	9,122	10,383
New Hampshire	6,538	6,503	6,455	6,489	6,502	6,340	6,367	6,249	6,123	6,056	5,945	5,968	6,295
New Jersey	93,852	90,921	90,812	89,030	86,467	85,061	79,120	78,100	76,789	71,165	69,999	68,669	81,665
New Mexico	17,206	16,476	17,185	20,219	21,712	22,024	22,535	22,740	22,709	24,050	24,661	24,833	21,363
New York	357,954	351,952	351,749	347,536	343,295	340,573	334,476	330,081	324,828	324,075	319,747	316,035	336,858
North Carolina	87,822	85,686	85,558	78,473	78,003	74,599	73,030	70,505	68,020	73,090	71,297	69,958	76,337
North Dakota	3,531	3,347	3,345	3,351	3,299	3,320	3,318	3,219	3,191	3,176	3,145	3,060	3,275
Ohio	161,491	153,696	151,878	147,093	144,109	141,750	139,984	135,435	131,350	127,792	124,950	123,902	140,286
Oklahoma	26,734	26,175	26,216	25,860	25,204	24,704	23,712	23,055	22,269	22,039	22,012	21,644	24,135
Oregon	20,012	19,452	19,434	19,249	19,262	19,300	19,145	18,748	18,382	18,214	17,861	17,721	18,898
Pennsylvania	145,287	143,432	141,825	140,446	138,549	136,669	133,871	131,514	129,383	127,694	126,610	124,661	134,995
Puerto Rico	45,400	44,638	44,015	43,474	42,871	42,369	41,801	41,270	40,883	40,377	39,931	39,378	42,201
Rhode Island	19,579	19,182	19,444	19,242	19,293	19,257	19,020	19,048	18,992	19,260	19,216	19,213	19,229
South Carolina	28,214	27,960	27,857	27,514	27,248	26,903	25,687	24,205	23,253	22,220	21,603	20,847	25,293
South Dakota	4,159	4,035	4,022	3,956	3,909	3,881	3,863	3,807	3,734	3,742	3,607	3,496	3,851
Tennessee	58,289	56,102	55,890	53,837	58,676	59,424	58,433	57,456	57,059	56,690	57,231	57,131	57,185
Texas	165,054	163,957	162,953	158,252	151,275	147,620	141,011	136,146	132,549	129,563	127,793	126,607	145,232
Utah	11,386	11,227	11,605	10,931	10,820	10,927	10,791	9,851	10,488	10,369	10,362	10,465	10,769
Vermont	7,716	7,546	7,593	7,591	7,523	7,487	7,423	7,246	7,155	7,176	7,037	6,903	7,366
Virgin Islands	1,189	1,187	1,159	1,167	1,151	1,153	1,141	1,125	1,174	1,237	1,271	1,249	1,184
Virginia	46,816	45,680	45,268	44,247	43,552	43,065	42,375	41,707	40,791	40,126	39,745	39,239	42,718
Washington	84,811	83,977	82,927	82,852	80,383	79,964	78,014	76,567	74,969	71,357	70,507	66,821	77,762
West Virginia	28,528	24,934	22,384	18,914	17,937	16,135	15,253	13,617	13,374	12,130	12,703	12,300	17,351
Wisconsin	27,380	23,328	18,655	13,860	13,757	12,843	11,475	11,410	11,276	10,870	10,681	10,247	14,649
Wyoming	1,474	1,416	1,371	1,340	1,330	1,320	1,392	1,339	1,282	955	891	854	1,247
U.S. Totals	**3,496,485**	**3,417,556**	**3,380,036**	**3,300,231**	**3,258,139**	**3,218,656**	**3,152,982**	**3,088,479**	**3,024,792**	**2,973,028**	**2,943,295**	**2,896,325**	**3,179,167**

Table 2:3

CHANGE IN AFDC/TANF CASELOADS

Total AFDC/TANF families and recipients
(in thousands)

	Jan 93	Jan 94	Jan 95	Jan 96	Jan 97	Jan 98	Mar 99	Percent (93-99)
Families	4,963	5,053	4,963	4,628	4,114	3,300	2,668	-46%
			2,295,000 fewer families					
Recipients	14,115	14,276	13,931	12,877	11,423	9,104	7,335	-48%
			6,780,000 fewer recipients					

Total AFDC/TANF recipients by State

STATE	Jan 93	Jan 94	Jan 95	Jan 96	Jan 97	Jan 98	Mar 99	Percent (93-99)
Alabama	141,746	135,096	121,837	108,269	91,723	61,809	46,934	-67%
Alaska	34,951	37,505	37,264	35,432	36,189	31,689	28,000	-20%
Arizona	194,119	202,350	195,082	171,617	151,526	113,209	96,467	-52%
Arkansas	73,982	70,563	65,325	59,223	54,879	36,704	29,340	-60%
California	2,415,121	2,621,383	2,692,202	2,648,772	2,476,564	2,144,495	1,818,197	-25%
Colorado	123,308	118,081	110,742	99,739	87,434	55,352	39,346	-68%
Connecticut	160,102	164,265	170,719	161,736	155,701	138,666	90,799	-43%
Delaware	27,652	29,286	26,314	23,153	23,141	18,504	16,581	-40%
Dist. of Col.	65,860	72,330	72,330	70,082	67,871	56,128	52,140	-21%
Florida	701,842	689,135	657,313	575,553	478,329	320,886	198,101	-72%
Georgia	402,228	396,736	388,913	367,656	306,625	220,070	137,976	-66%
Guam	5,087	6,651	7,630	7,634	7,370	7,588	8,620	+69%
Hawaii	54,511	60,975	65,207	66,690	65,312	48,152	45,515	-17%
Idaho	21,116	23,342	24,050	23,547	19,812	4,446	2,897	-86%
Illinois	685,508	709,969	710,032	663,212	601,854	526,851	382,937	-44%
Indiana	209,882	218,061	197,225	147,083	121,974	95,665	109,675	-48%
Iowa	100,943	110,639	103,108	91,727	78,275	69,504	60,151	-40%

Table 2:3 Continued

Total AFDC/TANF Recipients by State

State	Jan. 93	Jan 94	Jan 95	Jan 96	Jan 97	Jan 98	Mar 99	Percent (93-99)
Kansas	87,525	87,433	81,504	70,758	57,528	38,462	32,873	-62%
Kentucky	227,879	208,710	193,722	176,601	162,730	132,388	99,560	-56%
Louisiana	263,338	252,860	258,180	239,247	206,582	118,404	111,074	-58%
Maine	67,836	65,006	60,973	56,319	51,178	41,265	34,108	-50%
Maryland	221,338	219,863	227,887	207,800	169,723	130,196	89,003	-60%
Massachusetts	332,044	311,732	286,175	242,572	214,014	181,729	151,592	-54%
Michigan	686,356	672,760	612,224	535,704	462,291	376,985	263,583	-62%
Minnesota	191,526	189,615	180,490	171,916	160,167	141,064	140,128	-27%
Mississippi	174,093	161,724	146,319	133,029	109,097	66,030	38,426	-78%
Missouri	259,039	262,073	259,595	238,052	208,132	162,950	135,383	-48%
Montana	34,848	35,415	34,313	32,557	28,138	20,137	15,508	-55%
Nebraska	48,055	46,034	42,038	38,653	36,535	38,090	34,662	-28%
Nevada	34,943	37,908	41,846	40,491	28,973	29,262	20,283	-42%
New Hampshire	28,972	30,386	28,671	24,519	20,627	15,947	16,090	-44%
New Jersey	349,902	334,780	321,151	293,833	256,064	217,320	175,223	-50%
New Mexico	94,836	101,676	105,114	102,648	89,814	64,759	80,686	-15%
New York	1,179,522	1,241,639	1,266,350	1,200,847	1,074,189	941,714	828,302	-30%
North Carolina	331,633	334,451	317,836	282,086	253,286	192,172	138,570	-58%
North Dakota	18,774	16,785	14,920	13,652	11,964	8,884	8,355	-55%
Ohio	720,476	691,099	629,719	552,304	518,595	386,239	282,444	-61%
Oklahoma	146,454	133,152	127,336	110,498	87,312	69,630	56,640	-61%
Oregon	117,656	116,390	107,610	92,182	66,919	48,561	45,450	-61%
Pennsylvania	604,701	615,581	611,215	553,148	484,321	395,107	312,364	-48%
Puerto Rico	191,261	184,626	171,932	156,805	145,749	130,283	107,447	-44%
Rhode Island	61,116	62,737	62,407	60,654	54,809	54,537	53,859	-12%
South Carolina	151,026	143,883	133,567	121,703	98,077	73,179	42,504	-72%
South Dakota	20,254	19,413	17,652	16,821	14,091	10,514	8,445	-58%
Tennessee	320,709	302,608	281,982	265,320	195,891	139,022	152,695	-52%
Texas	785,271	796,348	765,460	714,523	626,617	439,824	313,823	-60%
Utah	53,172	50,657	47,472	41,145	35,493	29,868	26,428	-50%
Vermont	28,961	28,095	27,716	25,865	23,570	21,013	18,230	-37%
Virgin Islands	3,763	3,767	4,345	5,075	4,712	4,129	3,533	-6%

Table 2:3 Continued

Total AFDC/TANF Recipients by State

State	Jan. 93	Jan 94	Jan 95	Jan 96	Jan 97	Jan 98	Mar 99	Percent (93-99)
Virginia	194,212	194,959	189,493	166,012	136,053	107,192	88,910	-54%
Washington	286,258	292,608	290,940	276,018	263,792	228,723	174,099	-39%
West Virginia	119,916	115,376	107,668	98,439	98,690	51,348	44,367	-63%
Wisconsin	241,098	230,621	214,404	184,209	132,383	44,630	28,863	-88%
Wyoming	18,271	16,740	15,434	13,531	10,322	2,903	1,770	-90%
U.S. TOTAL	14,114,992	14,275,877	13,930,953	12,876,661	11,423,007	9,104,178	7,334,976	-48%

Table 2:4

CHANGE IN AFDC/TANF CASELOADS

Total AFDC/TANF families and recipients
(in thousands)

	Jan 93	Jan 94	Jan 95	Jan 96	Jan 97	Jan 98	Mar 99	Percent (93-99)
Families	4,963	5,053	4,963	4,628	4,114	3,300	2,668	-46%
			2,295,000 fewer families					
Recipients	14,115	14,276	13,931	12,877	11,423	9,104	7,335	-48%
			6,780,000 fewer recipients					

Total AFDC/TANF Families by State

	Jan 93	Jan 94	Jan 95	Jan 96	Jan 97	Jan 98	Mar 99	Percent (93-99)
Alabama	51,910	51,181	47,376	43,396	37,972	25,123	20,009	-61%
Alaska	11,626	12,578	12,518	11,979	12,224	10,392	9,059	-22%
Arizona	68,982	72,160	71,110	64,442	56,250	41,233	34,851	-49%
Arkansas	26,897	26,398	24,930	23,140	21,549	14,419	12,095	-55%
California	844,494	902,900	925,585	904,940	839,860	727,695	630,301	-25%
Colorado	42,445	41,616	39,115	35,661	31,288	21,912	14,609	-66%
Connecticut	56,759	58,453	60,927	58,124	56,095	51,132	35,823	-37%
Delaware	11,315	11,739	11,306	10,266	10,104	7,053	6,574	-42%
Dist. of Col.	24,628	26,624	26,624	25,717	24,752	22,451	19,148	-22%
Florida	256,145	254,032	241,193	215,512	182,075	121,006	81,957	-68%
Georgia	142,040	142,459	141,284	135,274	115,490	84,318	55,720	-61%
Guam	1,406	1,840	2,124	2,097	2,349	2,213	2,532	+80%
Hawaii	17,869	20,104	21,523	22,075	21,469	23,578	16,565	-7%
Idaho	7,838	8,677	9,097	9,211	7,922	1,920	1,435	-82%
Illinois	229,308	238,967	240,013	225,796	206,316	175,445	128,700	-44%
Indiana	73,115	74,169	68,195	52,254	46,215	37,298	32,987	-55%
Iowa	36,515	39,623	37,298	33,559	28,931	25,744	22,284	-39%

Table 2:4 Continued

Total AFDC/TANF Families by State

	Jan 93	Jan 94	Jan 95	Jan 96	Jan 97	Jan 98	Mar 99	Percent (93-99)
Kansas	29,818	30,247	28,770	25,811	21,732	14,595	12,932	-57%
Kentucky	83,320	79,437	76,471	72,131	67,679	54,491	42,682	-49%
Louisiana	89,931	88,168	81,587	72,104	60,226	46,593	39,868	-56%
Maine	23,903	23,074	22,010	20,472	19,037	15,526	12,922	-46%
Maryland	80,256	79,772	81,115	75,573	61,730	49,075	34,901	-57%
Massachusetts	113,571	112,955	104,956	90,107	80,675	68,651	54,356	-52%
Michigan	228,377	225,671	207,089	180,790	156,077	128,892	97,089	-57%
Minnesota	63,995	63,552	61,373	58,510	54,608	48,893	46,798	-27%
Mississippi	60,520	57,689	53,104	49,185	40,919	25,510	16,478	-73%
Missouri	88,744	91,598	91,378	84,534	75,459	62,872	51,843	-42%
Montana	11,793	12,080	11,732	11,276	9,644	6,789	5,320	-55%
Nebraska	16,637	16,145	14,968	14,136	13,492	13,809	11,653	-30%
Nevada	12,892	14,077	16,039	15,824	11,742	11,263	8,030	-38%
New Hampshire	10,805	11,427	11,018	9,648	8,293	6,489	6,563	-39%
New Jersey	126,179	121,361	120,099	113,399	102,378	89,030	65,341	-48%
New Mexico	31,103	33,376	34,789	34,368	29,984	20,219	25,995	-16%
New York	428,191	449,978	461,006	437,694	393,424	347,536	297,897	-30%
North Carolina	128,946	131,288	127,069	114,449	103,300	78,473	60,720	-53%
North Dakota	6,577	6,002	5,374	4,976	4,416	3,351	3,132	-52%
Ohio	257,665	251,037	232,574	209,830	192,747	147,093	110,817	-57%
Oklahoma	50,955	47,475	45,936	40,692	32,942	25,860	20,200	-60%
Oregon	42,409	42,695	40,323	35,421	25,874	19,249	17,271	-59%
Pennsylvania	204,216	208,260	208,899	192,952	170,831	140,446	113,193	-45%
Puerto Rico	60,950	59,425	55,902	51,370	48,359	43,474	36,539	-40%
Rhode Island	21,900	22,592	22,559	21,775	20,112	19,242	18,918	-14%
South Carolina	54,599	53,178	50,389	46,772	37,342	27,514	17,942	-67%
South Dakota	7,262	7,027	6,482	6,189	5,324	3,956	3,314	-54%
Tennessee	112,159	111,946	105,948	100,884	74,820	53,837	58,690	-48%
Texas	279,002	285,680	279,911	265,233	228,882	158,252	115,600	-59%
Utah	18,606	18,063	17,195	15,072	12,864	10,931	9.996	-46%
Vermont	10,081	9,917	9,789	9,210	8,451	7,591	6,656	-34%
Virgin Islands	1,073	1,090	1,264	1,437	1,335	1,167	932	-13%
Virginia	73,446	74,717	73,920	66,244	56,018	44,247	36,713	-50%

Table 2:4 Continued

Total AFDC/TANF Families by State

	Jan 93	Jan 94	Jan 95	Jan 96	Jan 97	Jan 98	Mar 99	Percent (93-99)
Washington	100,568	103,068	103,179	99,395	95,982	82,852	63,202	-37%
West Virginia	41,525	40,869	39,231	36,674	36,805	18,914	9,653	-77%
Wisconsin	81,291	78,507	73,962	65,386	45,586	13,860	8,723	-89%
Wyoming	6,493	5,891	5,443	4,975	3,825	1,340	836	-87%
U.S. TOTAL	4,963,050	5,052,854	4,963,071	4,627,941	4,113,775	3,304,814	2,783,456	-46%

Table 2:5
Combined Expenditures of Federal TANF Funds in FY 1998

COMBINED EXPENDITURES OF FEDERAL TANF FUNDS IN FY 98
(COMBINED FY 97 AND FY 98 FUNDS)

	1		2	3	4	11	12	13
	TOTAL FY 98 AWARDED \1	UNOBLIGATED FY 97 CARRYOVER FUNDS	TRANSFERRED TO CCDF	TRANSFERRED TO SSBG	AVAILABLE FOR TANF	TOTAL EXPENDITURES	UNLIQUIDATED OBLIGATIONS	UNOBLIGATED BALANCE
FY 97 FUNDS		$1,202,676,906	88,023,098	94,388,973	1,020,264,835	1,380,976,815	984,683,061	337,019,370
FY 98 FUNDS	$16,562,380,591		652,117,005	1,079,343,476	14,830,920,110	9,905,157,491	2,250,468,827	2,704,275,585
TOTAL FY 97 + FY 98			$740,140,103	$1,173,732,449	$15,851,184,945	$11,286,134,306	$3,235,151,888	$3,041,294,955

(1. Please note that this data is derived from cumulative TANF Financial reports received through 4th Quarter, 1998).

Table 2:6

TANF Federal Awards, Transfers and Expenditures Through 4th Quarter, FY 1998

Temporary Assistance to Needy Families (TANF) Program

FEDERAL AWARDS, TRANSFERS AND EXPENDITURES THROUGH 4th QT. FY-1998

Data reported by States in Column A on Form ACF-196 Line Items: 1/	1 TOTAL AWARDED \1	2 TRANSFERRED TO CCDF	3 TRANSFERRED TO SSBG	4 AVAILABLE FOR TANF	5 CASH AND WORK BASED ASSISTANCE	6 WORK ACTIVITIES	7 CHILD CARE	8 ADMINISTRATION	8(a) SYSTEMS	9 TRANSITIONAL SERVICES	10 OTHER EXPENDITURES	11 TOTAL EXPENDITURES	12 UNLIQUIDATED OBLIGATIONS	13 UNOBLIGATED BALANCE
Alabama	95,986,661		1,467,366	94,519,295	36,515,583	8,267,815	7,199,187	5,133,088	936,111		9,091,077	57,141,861		37,377,861
Alaska	65,267,778	1,600,000	3,216,300	60,451,478	36,874,212	6,698,649		3,559,243	1,191,409		307,352	48,630,865	11,820,613	
Arizona	226,398,173		22,639,800	203,758,373	87,569,632	5,879,348		17,134,722	618,071		27,561,772	138,763,545	30,805,219	34,189,609
Arkansas	58,230,354			58,230,354	15,701,587	6,411,105		1,951,996	1,038,492	301,264	3,556,616	28,961,060	29,269,294	
California	3,732,671,378	100,000,000	183,000,000	3,449,671,378	2,009,024,439	129,316,833	71,529,932	125,511,769	45,221,683	403,918	285,915,810	2,666,924,584	782,746,794	
Colorado	139,324,514		2,152,087	137,172,427	25,133,423	3,496,098		4,547,422	4,183,790		18,605,463	55,966,196		81,206,230
Connecticut	266,788,107		23,795,031	242,993,076	231,571,900			11,421,176				242,993,076		
Delaware	32,290,981		3,229,098	29,061,883	16,643,211	6,233,562		1,922,429	3,279,731			28,078,933	982,960	
District of Columbia	92,609,815			92,609,815	45,819,352	5,727,350		5,575,790	898,314		1,854,953	59,875,759	6,328,026	24,406,030
Florida	576,886,883	29,403,486	57,688,688	489,794,709	55,673,234	689,819	71,138,891	13,574,649	6,766,427	83,167	37,429,084	185,324,071	51,548,488	252,922,151
Georgia	339,720,207	19,152,485	30,897,051	289,670,671	151,621,177	10,724,847		12,849,689	5,538,306		41,908,800	222,742,599	15,232,400	51,695,673
Hawaii	98,904,788	7,400,000		91,504,788	75,109,925	3,919,247		5,399,543	545,879			84,974,594	429,294	6,100,900
Idaho	32,780,444		3,278,000	29,502,444								-		29,502,444
Illinois	585,056,960		58,500,000	526,556,960	446,028,862	20,674,228		75,858,114	3,031,032			545,592,236		
Indiana	206,799,109		6,000,000	200,799,109	5,376,914	467,318		17,222,286	2,412,840			25,479,358	175,319,851	
Iowa	131,524,959	1,214,089	7,401,592	122,909,278	43,163,350	11,077,016		8,921,896	407,502		24,080,000	87,649,764	6,385,774	28,873,740
Kansas	101,931,061	7,376,929	10,193,106	84,361,026	9,377,813	2,648,712		2,651,163			48,066,731	62,744,419		21,616,607
Kentucky	181,287,669	18,000,000	9,200,000	154,087,669	83,453,665	5,580,760		12,752,242	864,063		7,541,932	110,202,662		43,885,017
Louisiana	168,072,394			168,072,394				17,981,765	2,025,666		24,548,081	44,555,492		123,516,902
Maine	78,120,889	4,984,810	2,500,000	70,636,079	49,533,774	7,572,624		10,595,411	1,389,650		1,544,620	70,636,079		
Maryland	229,098,032		22,909,803	206,188,229	104,823,929	4,554,128	9,043	11,640,367	3,864,066	7,998	1,431,921	126,331,442		79,856,787
Massachusetts	459,371,116	79,253,383	42,397,290	337,720,443	221,724,211	6,347,347		35,506,696	11,084,939		34,706,631	309,370,824	28,349,619	
Michigan	775,352,858	149,464,937	72,782,007	553,105,914	220,062,968	68,251,583	81,753,323	22,988,541	17,343,933		53,444,899	463,845,037	14,122,039	89,260,877
Minnesota	267,984,886	10,200,000	100,000	257,684,886	86,467,105	10,838,614		19,824,751	3,606,890			120,757,360		136,927,526
Mississippi	88,943,530			88,943,530	45,322,787	16,718,343	6,478	6,494,346	1,030,971	381,490	309,088	70,263,503	16,504,075	
Missouri	217,051,740		21,705,174	195,346,566	79,485,698	13,286,370		17,891,244	8,845,634		12,595,290	132,104,236	63,242,330	
Montana	46,666,707			46,666,707	19,738,713	3,112,068		2,523,143	750,361		1,287,250	27,411,535	19,255,172	
Nebraska	58,028,579			58,028,579	18,246,580	6,114,222		7,298,022	1,745,359			33,404,183		24,624,396
Nevada	44,875,852			44,875,852	22,484,066	670,207		3,798,508	5,067,301		4,812,167	36,832,249	8,043,603	
New Hampshire	38,521,260			38,521,260	19,767,029	2,002,025		2,192,202	4,491,315		4,115,477	32,568,048		5,953,212
New Jersey	404,034,823	16,349,984	40,403,482	347,281,357	130,275,963	15,196,291		26,462,229	5,088,498			177,022,971		170,258,386
New Mexico	129,339,257	13,304,750		116,034,507	75,321,228			2,822,949	507,193		1,571,722	80,223,092	4,912,000	30,899,415
New York	2,442,930,802	55,000,000	221,000,000	2,166,930,802	1,108,875,009	70,011,161		233,634,506	6,413,101		142,115,532	1,561,049,329		605,881,273
North Carolina	310,935,520	11,899,518	970,981	298,365,421	159,335,513	1,969,210	157,074	5,077,987	(1,789)	36,960	38,541,495	205,116,440		93,148,981
North Dakota	26,399,809			26,399,809	10,626,554	1,276,174		3,959,971	3,374,390		1,399,136	20,636,225	5,763,584	
Ohio	727,968,260		72,796,826	655,171,434	91,183,742	15,617,470		21,418,516	13,782,249	3,858,137	39,366,796	185,226,909	469,944,525	
Oklahoma	147,842,004	5,606,134	11,100,000	131,135,870	6,905,754	7,833,467	3,600,033	(637,207)	156,488		3,038,856	20,897,391		110,238,480
Oregon	166,798,629			166,798,629	76,517,463	20,720,173	5,630,641	9,599,030	2,286,731		387,373	115,141,411	51,657,218	
Pennsylvania	719,499,305		53,003,526	666,495,779	278,198,938	33,098,686		14,311,995	2,390,927		55,570,809	383,571,355	37,888,160	245,036,264
Rhode Island	95,021,587			95,021,587	74,532,577	2,798,045		9,867,528	1,296,844			88,494,994		6,526,593
South Carolina	99,367,824		9,996,782	89,371,042	35,873,103	10,257,807		7,323,345	2,321,245		10,384,616	66,160,116		23,810,926
South Dakota	21,313,413		2,131,341	19,182,072	4,715,110	1,265,808		840,540	78,702		4,300,278	11,200,436		7,981,636
Tennessee	196,717,069	14,704,274	909,900	181,102,895	78,975,066	20,988,230		8,456,830	3,750,545		7,745,329	119,914,990	12,921,983	48,265,922
Texas	498,949,726	12,183,631	23,105,516	463,660,579	146,100,590	2,227,927		15,957,887	6,372,863		88,125,809	258,396,066	205,265,513	
Utah	78,925,393		3,116,423	75,808,970	34,071,529	17,691,413	4,451,057	5,257,353	667,831	7,791	111,565	62,258,539		13,550,431
Vermont	47,353,181	6,480,552	4,735,318	36,137,311	24,578,863	150,767	428,052	5,179,293	228,763			30,565,738		5,571,572
Virginia	158,285,172	23,742,776	11,871,388	122,671,008	32,918,848	28,643,546	1,391,498	18,400,651	8,904,508	65,917	387	90,325,355	32,345,653	
Washington	404,331,754	28,973,849		375,357,905	149,172,346	26,565,372		26,078,005	2,582,084		28,557,988	232,955,795	949,341	141,452,770
West Virginia	110,176,310	10,000,000	7,400,000	92,776,310	2,911,635	618,869		1,865,899	3,397,448		3,265,027	12,058,878		80,717,433
Wisconsin	317,505,180	26,021,418	31,750,000	259,733,762	14,808,597	20,812,811		12,529,162	10,703,363		4,801,676	63,655,599	147,058,622	49,019,541
Wyoming	21,538,089			21,538,089		119		161,283				161,402	21,376,687	
Total	**$16,562,300,591**	**$652,117,005**	**$1,079,343,476**	**$14,830,920,110**	**$6,708,233,437**	**$665,013,602**	**$247,295,009**	**$912,997,935**	**$212,469,869**	**$5,146,642**	**$1,074,800,997**	**$9,905,157,491**	**$2,250,460,827**	**$2,704,275,505**
Percentages 2/		**4%**	**7%**	**90%**	**69%**	**7%**	**2%**	**9%**	**2%**	**0%**	**11%**	**60%**	**14%**	**16%**

GENERAL NOTES:

This table shows information exactly as reported by States in column A on the quarterly TANF report (Form no. ACF-196). States were required to submit this TANF financial data by 11/14/98.

Table A shows how States used Federal funds. Tables B and C show how States used their own funds in the TANF program.

FOOTNOTES:

1/ The amounts reported under this column are the grant awards the States received through the fourth quarter of FY-98. The grant awards include SFAG and Supplemental Grants for Population Increases. AZ, CA, OK, OR, SD, WI and WY cumulative totals have been adjusted for Tribes operating TANF within the State.

2/ TANF Transfer percentages are based on the total amount awarded in Column 1. Expenditures percentages are based on the Total Expenditures reported on Column 11. Unliquidated and Unobligated Balances percentages are based on the Amount Awarded for TANF reported on Column 1.

Table 2:7
Federal Transfer Amounts, and Amounts Available for TANF through the 4th Quarter, FY 1998 (with Percentages Shown)

TEMPORARY ASSISTANCE FOR NEEDY FAMILIES PROGRAM

FEDERAL TRANSFER AMOUNTS, PERCENTAGES AND AVAILABLE FOR TANF THROUGH THE FOURTH QUARTER FY 1998

Data reported by States in Column A on Form ACF-196 Line Items:	TOTAL AWARDED \1	TRANSFERRED TO CCDF	Percent Transferred	TRANSFERRED TO SSBG	Percent Transferred	AVAILABLE FOR TANF	Percent AVAILABLE
Alabama	95,986,661		0%	1,467,366	2%	94,519,295	98%
Alaska	65,267,778	1,600,000	2%	3,216,300	5%	60,451,478	93%
Arizona	226,398,173		0%	22,639,800	10%	203,758,373	90%
Arkansas	58,230,354		0%		0%	58,230,354	100%
California	3,732,671,378	100,000,000	3%	183,000,000	5%	3,449,671,378	92%
Colorado	139,324,514		0%	2,152,087	2%	137,172,427	98%
Connecticut	266,788,107		0%	23,795,031	9%	242,993,076	91%
Delaware	32,290,981		0%	3,229,098	10%	29,061,883	90%
District of Columbia	92,609,815		0%		0%	92,609,815	100%
Florida	576,886,883	29,403,486	5%	57,688,688	10%	489,794,709	85%
Georgia	339,720,207	19,152,485	6%	30,897,051	9%	289,670,671	85%
Hawaii	98,904,788	7,400,000	7%		0%	91,504,788	93%
Idaho	32,780,444		0%	3,278,000	10%	29,502,444	90%
Illinois	585,056,960		0%	58,500,000	10%	526,556,960	90%
Indiana	206,799,109		0%	6,000,000	3%	200,799,109	97%
Iowa	131,524,959	1,214,089	1%	7,401,592	6%	122,909,278	93%
Kansas	101,931,061	7,376,929	7%	10,193,106	10%	84,361,026	83%
Kentucky	181,287,669	18,000,000	10%	9,200,000	5%	154,087,669	85%
Louisiana	168,072,394		0%		0%	168,072,394	100%
Maine	78,120,889	4,984,810	6%	2,500,000	3%	70,636,079	90%
Maryland	229,098,032		0%	22,909,803	10%	206,188,229	90%
Massachusetts	459,371,116	79,253,383	17%	42,397,290	9%	337,720,443	74%
Michigan	775,352,858	149,464,937	19%	72,782,007	9%	553,105,914	71%
Minnesota	267,984,886	10,200,000	4%	100,000	0%	257,684,886	96%
Mississippi	88,943,530		0%		0%	88,943,530	100%
Missouri	217,051,740		0%	21,705,174	10%	195,346,566	90%
Montana	46,666,707		0%		0%	46,666,707	100%
Nebraska	58,028,579		0%		0%	58,028,579	100%
Nevada	44,875,852		0%		0%	44,875,852	100%
New Hampshire	38,521,260		0%		0%	38,521,260	100%
New Jersey	404,034,823	16,349,984	4%	40,403,482	10%	347,281,357	86%
New Mexico	129,339,257	13,304,750	10%		0%	116,034,507	90%
New York	2,442,930,602	55,000,000	2%	221,000,000	9%	2,166,930,602	89%
North Carolina	310,935,520	11,699,518	4%	970,581	0%	298,265,421	96%
North Dakota	26,399,809		0%		0%	26,399,809	100%
Ohio	727,968,260		0%	72,796,826	10%	655,171,434	90%
Oklahoma	147,842,004	5,606,134	4%	11,100,000	8%	131,135,870	89%
Oregon	166,798,629		0%		0%	166,798,629	100%
Pennsylvania	719,499,305		0%	53,003,526	7%	666,495,779	93%
Rhode Island	95,021,587		0%		0%	95,021,587	100%
South Carolina	99,967,824		0%	9,996,782	10%	89,971,042	90%
South Dakota	21,313,413		0%	2,131,341	10%	19,182,072	90%
Tennessee	196,717,069	14,704,274	7%	909,900	0%	181,102,895	92%
Texas	498,949,726	12,183,631	2%	23,105,516	5%	463,660,579	93%
Utah	78,925,393		0%	3,116,423	4%	75,808,970	96%
Vermont	47,353,181	6,480,552	14%	4,735,318	10%	36,137,311	76%
Virginia	158,285,172	23,742,776	15%	11,871,388	8%	122,671,008	77%
Washington	404,331,754	28,973,849	7%		0%	375,357,905	93%
West Virginia	110,176,310	10,000,000	9%	7,400,000	7%	92,776,310	84%
Wisconsin	317,505,180	26,021,418	8%	31,750,000	10%	259,733,762	82%
Wyoming	21,538,089		0%		0%	21,538,089	100%
Total	**$16,562,380,591**	**$652,117,005**	**4%**	**$1,079,343,476**	**7%**	**$14,830,920,110**	**90%**

GENERAL NOTES:

This table shows Federal TANF transfers to the CCDF and/or the SSBG programs as reported by the States on the fourth quarter FY 1998 TANF financial report (ACF-196). Transfer restrictions are based on annual grant awards.

FOOTNOTES:

\1 The amounts reported under this column are the grant awards the States received through the fourth quarter of FY-98.

Table 2:8

Federal Awards, Transfers and Expenditures Through 4th Quarter, FY 1998

Temporary Assistance to Needy Families (TANF) Program
FEDERAL AWARDS, TRANSFERS AND EXPENDITURES THROUGH 4TH QT. FY-1998

Data reported by States in Column A on Form ACF-196 Line Items: 1/	5 CASH AND WORK BASED ASSISTANCE	Col. 5 AS % OF Col. 11 TOTAL EXP.	6 WORK ACTIVITIES	Col. 6 AS % OF Col. 11 TOTAL EXP.	7 CHILD CARE	Col. 7 AS % OF Col. 11 TOTAL EXP.	8 ADMINISTRATION	Col. 8 AS % OF Col. 11 TOTAL EXP. 3/	8(a) SYSTEMS	Col. 8(a) AS % OF Col. 11 TOTAL EXP.	9 TRANSITIONAL SERVICES	Col. 9 AS % OF Col. 11 TOTAL EXP.	10 OTHER EXPENDITURES	Col. 10 AS % OF Col. 11 TOTAL EXP.	11 TOTAL EXPENDITURES
Alabama	26,515,583	46%	8,267,815	14%	7,199,187	13%	5,133,088	9%	935,111	2%		0%	9,091,077	16%	57,141,861
Alaska	36,874,212	76%	6,698,649	14%		0%	3,559,243	7%	1,191,409	2%		0%	307,352	1%	48,630,865
Arizona	87,569,632	63%	5,879,348	4%		0%	17,134,722	12%	619,071	0%		0%	27,561,772	20%	138,763,545
Arkansas	15,701,587	54%	6,411,106	22%		0%	1,951,996	7%	1,038,492	4%	301,264	1%	3,556,616	12%	28,961,060
California	2,009,024,439	75%	129,316,833	5%	71,529,932	3%	125,511,769	5%	46,221,883	2%	403,918	0%	285,915,810	11%	2,666,924,584
Colorado	25,133,423	45%	3,496,098	6%		0%	4,547,422	8%	4,163,790	7%		0%	18,606,463	33%	55,966,196
Connecticut	231,571,900	95%		0%		0%	11,421,176	5%		0%		0%		0%	242,993,076
Delaware	16,643,211	59%	6,233,862	22%		0%	1,822,429	7%	3,279,731	12%		0%		0%	28,076,833
District of Columbia	45,819,362	77%	5,727,350	10%		0%	5,575,790	9%	896,314	2%		0%	1,854,953	3%	59,875,759
Florida	55,673,234	30%	669,819	0%	71,138,691	38%	13,574,649	7%	6,765,427	4%	83,167	0%	37,429,084	20%	185,324,071
Georgia	151,621,177	68%	10,724,847	5%		0%	12,949,669	6%	5,538,306	2%		0%	41,908,600	19%	222,742,599
Hawaii	75,109,925	88%	3,919,247	5%		0%	5,399,543	6%	545,879	1%		0%		0%	84,974,594
Idaho															-
Illinois	446,028,862	82%	20,674,228	4%		0%	75,858,114	14%	3,031,032	1%		0%		0%	545,592,236
Indiana	5,376,814	21%	467,318	2%		0%	17,222,286	68%	2,412,840	9%		0%		0%	25,479,258
Iowa	43,163,360	49%	11,077,016	13%		0%	8,921,898	10%	407,502	0%		0%	24,080,000	27%	87,649,764
Kansas	9,377,813	15%	2,648,712	4%		0%	2,651,163	4%		0%		0%	48,066,731	77%	62,744,419
Kentucky	83,453,665	76%	5,590,760	5%		0%	12,752,242	12%	864,053	1%		0%	7,541,932	7%	110,202,652
Louisiana		0%		0%		0%	17,981,755	40%	2,025,656	5%		0%	24,548,081	55%	44,555,492
Maine	49,533,774	70%	7,572,624	11%		0%	10,595,411	15%	1,389,650	2%		0%	1,544,620	2%	70,636,079
Maryland	104,823,929	83%	4,554,128	4%	9,043	0%	11,640,367	9%	3,864,056	3%	7,998	0%	1,431,921	1%	126,331,442
Massachusetts	221,724,211	72%	6,347,347	2%		0%	35,505,696	11%	11,084,939	4%		0%	34,708,631	11%	309,370,824
Michigan	220,062,968	47%	68,251,583	15%	81,753,323	18%	22,988,541	5%	17,343,933	4%		0%	53,444,699	12%	463,845,037
Minnesota	86,487,105	72%	10,838,614	9%		0%	19,824,751	16%	3,606,890	3%		0%		0%	120,757,360
Mississippi	45,322,787	65%	16,718,343	24%	6,478	0%	6,494,346	9%	1,030,971	1%	381,490	1%	309,088	0%	70,263,503
Missouri	79,485,698	60%	13,286,370	10%		0%	17,891,244	14%	8,845,634	7%		0%	12,596,290	10%	132,104,236
Montana	19,738,713	72%	3,112,068	11%		0%	2,523,143	9%	760,361	3%		0%	1,287,290	5%	27,411,536
Nebraska	18,246,580	55%	6,114,222	18%		0%	7,298,022	22%	1,745,359	5%		0%		0%	33,404,183
Nevada	22,404,066	61%	670,207	2%		0%	3,798,506	10%	5,067,301	14%		0%	4,812,167	13%	36,032,249
New Hampshire	19,767,029	61%	2,002,025	6%		0%	2,192,202	7%	4,491,315	14%		0%	4,115,477	13%	32,566,048
New Jersey	130,275,353	74%	15,196,291	9%		0%	26,462,229	15%	5,088,498	3%		0%		0%	177,022,971
New Mexico	75,321,228	94%		0%		0%	2,822,949	4%	507,193	1%		0%	1,571,722	2%	80,223,092
New York	1,108,875,009	71%	70,011,161	4%		0%	233,634,506	15%	6,413,101	0%		0%	142,115,532	9%	1,561,049,329
North Carolina	159,336,513	78%	1,969,210	1%	157,074	0%	5,077,987	2%	(1,789)	0%	36,960	0%	38,541,485	19%	205,116,440
North Dakota	10,626,564	51%	1,276,174	6%		0%	3,958,971	19%	3,374,390	16%		0%	1,399,136	7%	20,636,225
Ohio	91,183,742	49%	15,617,470	8%		0%	21,418,516	12%	13,782,249	7%	3,868,137	2%	39,366,795	21%	185,236,909
Oklahoma	6,906,754		7,833,467		3,600,033		(637,207)		168,488				3,038,866		20,897,391
Oregon	76,517,463	66%	20,720,173	18%	5,630,641	5%	9,599,030	8%	2,288,731	2%		0%	387,373	0%	115,141,411
Pennsylvania	278,198,938	73%	33,098,888	9%		0%	14,311,995	4%	2,300,927	1%		0%	55,570,809	14%	383,571,355
Rhode Island	74,532,577	84%	2,798,045	3%		0%	9,867,528	11%	1,296,844	1%		0%		0%	88,494,994
South Carolina	35,873,103	54%	10,257,807	16%		0%	7,323,345	11%	2,321,245	4%		0%	10,384,616	16%	66,160,116
South Dakota	4,715,110	42%	1,265,806	11%		0%	840,540	8%	78,702	1%		0%	4,300,278	38%	11,200,436
Tennessee	78,975,096	66%	20,988,230	18%		0%	8,455,830	7%	3,750,545	3%		0%	7,745,329	6%	119,914,990
Texas	146,100,590	57%	2,227,927	1%		0%	15,567,887	6%	6,372,853	2%		0%	88,125,809	34%	258,395,066
Utah	34,071,529	55%	17,691,413	28%	4,451,057	7%	5,257,353	8%	667,831	1%	7,791	0%	111,565	0%	62,258,539
Vermont	24,578,863	80%	150,767	0%	428,052	1%	5,179,293	17%	228,763	1%		0%		0%	30,565,738
Virginia	32,918,848	36%	28,643,546	32%	1,391,498	2%	18,400,651	20%	8,904,508	10%	65,917	0%	387	0%	90,325,355
Washington	149,172,346	64%	26,565,372	11%		0%	26,078,005	11%	2,582,084	1%		0%	28,567,988	12%	232,995,795
West Virginia	2,911,636	24%	618,869	5%		0%	1,866,899	15%	3,397,448	28%		0%	3,265,027	27%	12,058,878
Wisconsin	14,808,597	23%	20,812,811	33%		0%	12,529,162	20%	10,703,353	17%		0%	4,801,676	8%	63,655,599
Wyoming		0%	119	0%		0%	161,283	100%		0%		0%		0%	161,402
National Totals & %	**$6,788,233,437**	69%	**$665,013,682**	7%	**$247,295,089**	2%	**$912,997,935**	9%	**$212,469,869**	2%	**$5,146,642**	0%	**$1,074,080,997**	11%	**$9,905,157,491**
Percentages 2/															

GENERAL NOTES:

This table shows information exactly as reported by States in column A on the quarterly TANF report (Form no. ACF-196). States were required to submit this TANF financial data by 11/14/98.
Table A shows how States used Federal funds. Tables B and C show how States used their own funds in the TANF program.

FOOTNOTES:

2/ Expenditures percentages are based on the Total Expenditures reported on Column 11. Unliquidated and Unobligated Balances percentages are based on the total amount awarded shown in Column 1.
3/ Ultimately, the 15% cap on administrative expenditures will be applied to the amount of funds available for TANF as shown in Column 4. In this table percentages for Column 8 are calculated based on current expenditures to reflect what proportion administrative costs are of current spending.

Table 2:9
Total State Expenditure of Federal Funds and Remaining Unexpended Funds for TANF through the 4th Quarter, FY 1998 (with Percentages Shown)

Temporary Assistance to Needy Families (TANF) Program

FEDERAL AWARDS, TRANSFERS AND EXPENDITURES THROUGH 4TH QT. FY-1998

Data reported by States in Column A on Form ACF-196 Line Items: 1/	11 TOTAL EXPENDITURES	Col. 11 TOTAL EXP. AS % OF Col. 1 TOTAL AWARD	12 UNLIQUIDATED OBLIGATIONS	Col. 12 UNLIQUIDATED AS % OF Col. 1 TOTAL AWARD	13 UNOBLIGATED BALANCE	Col. 13 UNOBLIGATED AS % OF Col. 1 TOTAL AWARD
Alabama	57,141,861	60%		0%	37,377,861	39%
Alaska	48,630,865	75%	11,820,613	18%		0%
Arizona	138,763,545	61%	30,805,219	14%	34,189,609	15%
Arkansas	28,961,060	50%	29,269,294	50%		0%
California	2,666,924,584	71%	782,746,794	21%		0%
Colorado	55,966,196	40%		0%	81,206,230	58%
Connecticut	242,993,076	91%		0%		0%
Delaware	28,078,933	87%	982,950	3%		0%
District of Columbia	59,875,759	65%	6,328,026	7%	24,406,030	26%
Florida	185,324,071	32%	51,548,488	9%	252,922,151	44%
Georgia	222,742,599	66%	15,232,400	4%	51,695,673	15%
Hawaii	84,974,594	86%	429,294	0%	6,100,900	6%
Idaho	-	0%		0%	29,502,444	90%
Illinois	545,592,236	93%		0%		0%
Indiana	25,479,258	12%	175,319,851	85%		0%
Iowa	87,649,764	67%	6,385,774	5%	28,873,740	22%
Kansas	62,744,419	62%		0%	21,616,607	21%
Kentucky	110,202,652	61%		0%	43,885,017	24%
Louisiana	44,555,492	27%		0%	123,516,902	73%
Maine	70,636,079	90%		0%		0%
Maryland	126,331,442	55%		0%	79,856,787	35%
Massachusetts	309,370,824	67%	28,349,619	6%		0%
Michigan	463,845,037	60%	14,122,039	2%	89,260,877	12%
Minnesota	120,757,360	45%		0%	136,927,526	51%
Mississippi	70,263,503	79%	16,504,075	19%		0%
Missouri	132,104,236	61%	63,242,330	29%		0%
Montana	27,411,535	59%	19,255,172	41%		0%
Nebraska	33,404,183	58%		0%	24,624,396	42%
Nevada	36,832,249	82%	8,043,603	18%		0%
New Hampshire	32,568,048	85%		0%	5,953,212	15%
New Jersey	177,022,971	44%		0%	170,258,386	42%
New Mexico	80,223,092	62%	4,912,000	4%	30,899,415	24%
New York	1,561,049,329	64%		0%	605,881,273	25%
North Carolina	205,116,440	66%		0%	93,148,981	30%
North Dakota	20,636,225	78%	5,763,584	22%		0%
Ohio	185,226,909	25%	469,944,525	65%		0%
Oklahoma	20,897,391	14%		0%	110,238,480	75%
Oregon	115,141,411	69%	51,657,218	31%		0%
Pennsylvania	383,571,355	53%	37,888,160	5%	245,036,264	34%
Rhode Island	88,494,994	93%		0%	6,526,593	7%
South Carolina	66,160,116	66%		0%	23,810,926	24%
South Dakota	11,200,436	53%		0%	7,981,636	37%
Tennessee	119,914,990	61%	12,921,983	7%	48,265,922	25%
Texas	258,395,066	52%	205,265,513	41%		0%
Utah	62,258,539	79%		0%	13,550,431	17%
Vermont	30,565,738	65%		0%	5,571,572	12%
Virginia	90,325,355	57%	32,345,653	20%		0%
Washington	232,955,795	58%	949,341	0%	141,452,770	35%
West Virginia	12,058,878	11%		0%	80,717,433	73%
Wisconsin	63,655,599	20%	147,058,622	46%	49,019,541	15%
Wyoming	161,402	1%	21,376,687	99%		0%
National Totals & %	**$9,905,157,491**	60%	**$2,250,468,827**	14%	**$2,704,275,585**	16%

Please note for States that do not add up to 100%, some States transfer out awards to SSBG or CCDBG, and these funds are not reported under column 11 as an expenditure.

Table 2:10
State TANF Maintenance of Effort (MOE), Expenditures of State Funds Through 4th Quarter, FY 1998

STATE TANF MAINTENANCE OF EFFORT EXPENDITURES OF STATE FUNDS THROUGH 4th QT. FY-1998								
Data reported by States in Column B on ACF-196 Line Items:	5 CASH AND WORK BASED ASSISTANCE	6 WORK ACTIVITIES	7 CHILD CARE	8 ADMINISTRATION	8(a) SYSTEMS	9 TRANSITIONAL SERVICES	10 OTHER EXPENDITURES	11 TOTAL STATE TANF EXPENDITURES
Alabama	15,048,047	4,735,877	6,896,417	5,133,088	422,007		6,978,682	39,214,118
Alaska	40,050,653	4,573,603	3,143,857	3,040,820	1,191,398		204,898	52,205,229
Arizona	48,986,878	3,109,466		13,554,330	483,492		25,208,634	91,342,799
Arkansas	7,448,738	4,349,176	4,595,231	1,925,858	1,038,491	517,501	3,356,616	23,231,611
California	2,070,772,810	82,921,518	25,416,374	110,313,079	45,721,424	1,518,063	449,943,058	2,786,606,326
Colorado	42,222,920	992,828	10,386,192	2,127,041	3,534,882		46,239,366	105,503,229
Connecticut	42,832,587	8,202,598	93,661,201	27,513,160	5,400,344		7,142,309	184,752,199
Delaware	7,361,419	3,163,293	13,764,767	803,168	578,406			25,691,053
District of Columbia	51,108,028	1,949,351	12,381,106	5,534,165	898,314		3,274,583	75,145,547
Florida	275,754,209	188,626	34,392,132	11,731,173	4,300,718	8,125,000	33,957,094	368,448,952
Georgia	75,376,940		23,372,651	2,011,630	644,408		13,820,725	115,226,354
Hawaii	32,003,886	1,362,681		4,387,922	1,297,568			39,052,057
Idaho	5,942,464	682,921	1,175,819	1,191,963	856,671		4,741,808	14,590,646
Illinois	292,316,800	17,234,826	63,731,439	64,930,139	346,853			438,560,057
Indiana	61,584,553	12,830,512	15,356,949	11,249,765	4,393,349		3,947,220	109,362,348
Iowa	38,680,057	9,264,056	715,900	7,806,265	1,425,769			57,892,046
Kansas	31,562,838	(513)	4,103,153	4,796,206			22,464,007	62,925,691
Kentucky	50,653,426	2,596,570		9,693,051	753,951		3,916,592	67,613,590
Louisiana	53,888,084	1,866	5,219,520					59,109,470
Maine	19,418,235		4,768,416	552,566				24,739,217
Maryland	81,128,393	36,340,837	23,438,925	23,746,270	6,338,643	3,428	1,480,624	172,477,120
Massachusetts	220,445,980	18,899,992	46,652,573	39,100,643	6,781,184		27,067,151	358,947,523
Michigan	320,066,521	38,007,850	50,991,399	25,003,498	160,275		67,949,181	502,198,724
Minnesota	135,306,308	11,077,343	17,066,985	24,671,752	3,606,890			191,728,278
Mississippi	15,069,669	2,822,262	1,715,431	3,475,889		89,344		23,172,595
Missouri	63,833,215	12,563,980	35,328,243	5,504,291	1,000,000		9,899,097	128,128,826
Montana	10,378,921	683,687	1,313,990	2,349,467	750,360		1,287,244	16,763,669
Nebraska	19,052,859			7,298,022	1,745,359			28,096,240
Nevada	8,574,974	295,728	995,948	2,174,044	794,196	659,918	13,693,314	27,188,122
New Hampshire	17,392,572	1,665,711	4,581,960	1,701,527	3,568,318		3,205,561	32,115,649
New Jersey	214,891,947	19,847,717	25,946,125	33,198,049	6,276,169			300,160,007
New Mexico	29,882,766			4,230,665	1,275,081		4,558,614	39,947,126
New York	1,085,524,043	66,825,372	78,249,108	232,725,851	2,137,699		253,116,372	1,718,578,445
North Carolina	18,532,400	2,414,815	48,468,417	17,327,243	1,853,549	134,244	81,416,223	170,146,891
North Dakota	6,574,097	110,993	947,671	753,855	400,196		887,172	9,673,984
Ohio	313,341,759	624,678	51,860,611	16,397,216	5,068,027		31,820,351	419,102,642
Oklahoma	32,416,448	7,497,641	10,630,233	7,378,883	388,333		7,022,122	65,333,660
Oregon	64,083,252	13,090,464	2,436,593	10,367,171	1,628,092		20,728	91,636,300
Pennsylvania	258,129,938	39,804,767	46,629,051	37,293,888	2,599,340		49,810,322	434,267,306
Rhode Island	42,945,543	2,639,072	11,212,115	8,967,528	1,296,843		2,931,430	69,992,531
South Carolina	16,156,112	6,479,886	2,239,876	4,882,230	1,547,497		6,923,077	38,228,678
South Dakota	5,630,787	1,265,806	802,914	1,379,731	120,762			9,200,000
Tennessee	29,072,257	10,632,550		8,449,538	3,672,105		36,504,090	88,330,540
Texas	146,206,214	3,391,352	34,681,426	9,878,210	3,297,881		53,985,721	251,440,804
Utah	13,399,028	5,613,140	4,474,900	1,564,938	214,735	5,435	18,374	25,290,560
Vermont	21,973,322	132,138	3,022,350	2,132,939	102,884			27,363,633
Virginia	80,020,172	22,304,463	21,646,834	11,756,260	924,016	65,917	386	136,718,048
Washington	231,169,080	674,042	22,285,291	29,755,332	1,708,083		20,286,307	305,878,135
West Virginia	29,133,709	949,508	2,971,393	6,083,221	3,514,756		873,615	43,526,202
Wisconsin	79,630,927	33,471,109	16,449,406	15,173,408	1,454,568		1,297,516	147,476,934
Wyoming	6,196,583	1,785,496		425,966	604,386			9,011,429
State Total	6,879,221,368	520,071,651	890,110,892	883,442,913	138,117,272	11,118,850	1,301,250,184	10,623,333,130
Percentages 1/	**65%**	**5%**	**8%**	**8%**	**1%**	**0%**	**12%**	

GENERAL NOTES:

This table shows information exactly as reported by States in column B on the quarterly TANF report (Form no. ACF-196). States were required to submit the fourth quarter TANF financial data on this form by 11/14/98. This table shows how States used State funds in the TANF program.

Footnotes:

1/ State MOE percentages are based on the Total State TANF MOE Expenditures reported on Column 11.

Table 2:11
State TANF Maintenance of Effort (MOE) Expenditure of State Funds in Separate State Programs Through 4th Quarter, 1998

STATE TANF MAINTENANCE OF EFFORT (MOE) EXPENDITURE OF STATE FUNDS IN SEPARATE STATE PROGRAMS THROUGH 4th QT. FY 1998								
Data reported by States in Column C on Form ACF-196 Line Items:	5	6	7	8	8(a)	9	10	11
	CASH AND WORK BASED ASSISTANCE	WORK ACTIVITIES	CHILD CARE	ADMINISTRATION	SYSTEMS	TRANSITIONAL SERVICES	OTHER EXPENDITURES	TOTAL EXPENDITURES
Alabama								-
Alaska								-
Arizona			10,032,936					10,032,936
Arkansas								-
California	1,400,000	2,204,090	117,192,038				388,950	121,185,078
Colorado								-
Connecticut								-
Delaware								-
District of Columbia								-
Florida	25,895,615						4,031,583	29,927,198
Georgia	71,913,685							71,913,685
Hawaii	46,194,948							46,194,948
Idaho								-
Illinois	32,882,835			5,479,695	135,661			38,498,191
Indiana							11,730,962	11,730,962
Iowa		256,674	7,945,436					8,202,110
Kansas								-
Kentucky								-
Louisiana								-
Maine	10,917,164						5,167,485	16,084,649
Maryland	4,488,324							4,488,324
Massachusetts								-
Michigan								-
Minnesota								-
Mississippi								-
Missouri								-
Montana								-
Nebraska								-
Nevada								-
New Hampshire								-
New Jersey								-
New Mexico								-
New York								-
North Carolina								-
North Dakota								-
Ohio								-
Oklahoma								-
Oregon								-
Pennsylvania								-
Rhode Island							5,161,011	5,161,011
South Carolina								-
South Dakota								-
Tennessee	187,810							187,810
Texas								-
Utah								-
Vermont								-
Virginia								-
Washington	2,325,920			476,402	156,087		1,089,731	4,048,140
West Virginia								-
Wisconsin	20,202,682	406,981		80,255	358,740		339,298	21,387,956
Wyoming			2,264,099					2,264,099
State Total	216,408,983	2,867,745	137,434,509	6,036,352	650,488	-	27,909,020	391,307,097
Percentages 1/	**55%**	**1%**	**35%**	**2%**	**0%**	**0%**	**7%**	

GENERAL NOTES:

This table shows information exactly as reported by States in column C on the quarterly TANF report (Form no. ACF-196). States were required to submit TANF financial data on this form on 11/14/98. This table shows how States used their own funds in separate State programs. Funding a separate State TANF program entirely with State funds is one of the options available to States. Of the 51 States who have submitted reports to date, fifteen have reported the expenditure of funds in a separate State program. States may use such expenditures to meet the MOE level of State expenditures required by statute.

Footnotes:

1/ State MOE percentages are based on the Total State TANF MOE Expenditures in separate State programs reported on Column 11.

Table 2:12
State MOE Analysis Through the Fourth Quarter FY 1998

TEMPORARY ASSISTANCE FOR NEEDY FAMILIES PROGRAM STATE MOE ANALYSIS THROUGH THE FOURTH QUARTER FY 1998					
	TOTAL STATE MOE EXPENDITURES IN THE TANF PROGRAM (From Column 11 on Table 2:10)	TOTAL STATE MOE EXPENDITURES IN SEPARATE STATE PROGRAMS (SSP) (From Column 11 on Table 2:11)	COMBINED STATE EXPENDITURES (In both TANF and SSP)	STATE MOE REQUIREMENT AT 80 PERCENT	COMBINED STATE EXPENDITURES AS % OF THE MOE LEVEL
Alabama	39,214,118	-	39,214,118	41,828,393	75%
Alaska	52,205,229	-	52,205,229	52,205,229	80%
Arizona	91,342,799	10,032,936	101,375,735	100,550,132	81%
Arkansas	23,231,611	-	23,231,611	22,228,215	84%
California	2,786,606,326	121,185,078	2,907,791,404	2,907,791,308	80%
Colorado	105,503,229	-	105,503,229	88,395,622	95%
Connecticut	184,752,199	-	184,752,199	195,649,127	76%
Delaware	25,691,053	-	25,691,053	23,222,474	89%
District of Columbia	75,145,547	-	75,145,547	75,145,547	80%
Florida	368,448,952	29,927,198	398,376,150	392,921,042	81%
Georgia	115,226,354	71,913,685	187,140,039	184,926,429	81%
Hawaii	39,052,057	46,194,948	85,247,005	75,893,167	90%
Idaho	14,590,646	-	14,590,646	14,590,646	80%
Illinois	438,560,057	38,498,191	477,058,248	458,760,739	83%
Indiana	109,362,348	11,730,962	121,093,310	121,093,891	80%
Iowa	57,892,046	8,202,110	66,094,156	66,094,156	80%
Kansas	62,925,691	-	62,925,691	65,866,230	76%
Kentucky	67,613,590	-	67,613,590	71,913,000	75%
Louisiana	59,109,470	-	59,109,470	59,109,470	80%
Maine	24,739,217	16,084,649	40,823,866	40,025,539	82%
Maryland	172,477,120	4,488,324	176,965,444	188,763,140	75%
Massachusetts	358,947,523	-	358,947,523	382,877,358	75%
Michigan	502,198,724	-	502,198,724	499,752,934	80%
Minnesota	191,728,278	-	191,728,278	191,728,278	80%
Mississippi	23,172,595	-	23,172,595	23,172,595	80%
Missouri	128,128,826	-	128,128,826	128,128,826	80%
Montana	16,763,669	-	16,763,669	16,763,670	80%
Nebraska 1/	28,096,240	-	28,096,240	30,538,068	74%
Nevada	27,188,122	-	27,188,122	27,188,122	80%
New Hampshire	32,115,649	-	32,115,649	34,256,003	75%
New Jersey	300,160,007	-	300,160,007	320,170,674	75%
New Mexico	39,947,126	-	39,947,126	39,835,873	80%
New York	1,718,578,445	-	1,718,578,445	1,833,150,341	75%
North Carolina	170,146,891	-	170,146,891	164,454,147	83%
North Dakota	9,673,984	-	9,673,984	9,673,905	80%
Ohio	419,102,642	-	419,102,642	416,886,662	80%
Oklahoma	65,333,660	-	65,333,660	65,257,935	80%
Oregon	91,636,300	-	91,636,300	97,745,386	75%
Pennsylvania	434,267,306	-	434,267,306	434,267,306	80%
Rhode Island	69,992,531	5,161,011	75,153,542	64,391,515	93%
South Carolina	38,228,678	-	38,228,678	38,321,856	80%
South Dakota	9,200,000	-	9,200,000	9,111,256	81%
Tennessee	88,330,540	187,810	88,518,350	88,330,537	80%
Texas	251,440,804	-	251,440,804	251,440,804	80%
Utah	25,290,550	-	25,290,550	26,976,586	75%
Vermont	27,363,633	-	27,363,633	27,253,226	80%
Virginia	136,718,048	-	136,718,048	136,718,048	80%
Washington	305,878,135	4,048,140	309,926,275	290,198,212	85%
West Virginia	43,526,202	-	43,526,202	34,446,442	101%
Wisconsin	147,476,934	21,387,956	168,864,890	180,122,550	75%
Wyoming	9,011,429	2,264,099	11,275,528	11,249,244	80%
Total	10,623,333,130	391,307,097	11,014,640,227	11,129,266,020	79%

GENERAL NOTES:

This table shows total State TANF MOE expenditures through the fourth quarter of FY 1998 and the comparison of State MOE expenditures to meet the 80 percent annual MOE level. The MOE level at 80 percent has been adjusted for States with Tribes operating TANF.

1/ Nebraska has identified their underreporting of MOE expenditures as a reporting error and have indicated that they will be submitting a revised report.

III. WORK PARTICIPATION RATES

PRWORA provided for a transition period for States to implement their new TANF programs. Although all States were required to implement TANF by July 1, 1997, the participation rate and data reporting requirements under TANF are based on the effective date of a State's implementation of TANF. States that implemented TANF by April 1, 1997 became subject to the participation rate standards and were required to begin reporting information on the TANF program with the July-September 1997 quarter. All other States became subject to participation rates and were required to begin reporting TANF information six months after implementation of TANF. Under section 116 of PRWORA, all States were required to continue to meet the reporting requirements under parts A and F of title IV of the Social Security Act until July 1, 1997 or until the TANF reporting requirements were effective as provided for under the Balanced Budget Reconciliation Act of 1997.

TANF requires that States report individual level data, on either a population or sample basis. Based upon these data, HHS calculates participation rates.

The Act establishes separate minimum work participation rate standards each year for all families and two-parent families receiving TANF. The minimum participation rate for FY 1997 is 25 percent for all families and 75 percent for two-parent families. The standard for FY 1998 is 30 percent for all families and 75 percent for two-parent families. PRWORA provides for the reduction in the minimum work participation rate standards based on a decline in caseload. If the State's average monthly assistance caseload decreased in the previous year in comparison to the State's average caseload in FY 1995, the participation rate standard is reduced by the number of percentage points the caseload declined. Caseload reductions resulting from changes in State or federal eligibility rules are excluded from this calculation.

1997 Work Participation Rates

Thirty-nine States were subject to the TANF work participation requirements for the July-September 1997 period. All of these States met the all family participation rate standard. However, nineteen States failed to meet the two-parent standard and were subject to a fiscal penalty. The FY 1997 (July-September 1997) national average all family work participation rate was 28.1 percent. The national average two-parent work participation rate for FY 1997 was 34.3 percent. (The FY 1997 penalty process and status is discussed below.)

1998 Work Participation Rates

All States were subject to the work participation requirements for FY 1998. All States met the all family participation rate standard as did the District of Columbia. The three territories – Guam, Puerto Rico and the Virgin Islands - - did not. Of the forty-three States and the District of Columbia that have two-parent family programs subject to a work participation rate, twenty-nine met the FY 1998 two-parent participation standard.

The all family national average rate increased to 35.4 percent for FY 1998. The two-parent national average rate increased to 42.3 for FY 1998.

1998 Work Activities

During FY 1998 an average of 700,000 adults participated in specified work activities for sufficient hours to be counted in the participation rate, even without consideration of activities that qualify through waivers. (States with welfare reform waivers prior to the enactment of PRWORA were allowed to retain provisions of their waivers even when they were inconsistent with PRWORA. This exception allows some States to count different activities or hours in the calculation of their work participation rates.) Over 70 percent of these adults were engaged in unsubsidized employment. Another 16 percent were engaged in either work experience or community service activities, and 12 percent were engaged in job search. About 12 percent were involved in education or training that count toward the work rates. Since people may be in multiple activities, these figures total more than 100 percent.

Process for Calculating the Work Participation Rates and Compliance with Requirement

ACF uses the following process with the States for calculating compliance with work participation rates:

- States submit to ACF their work participation rate and recipient characteristics data, caseload reduction and waiver information.

- ACF then determines a caseload reduction credit for each State. (To ensure fair treatment of States that help families become self-sufficient and exit the welfare rolls, Congress created the caseload reduction credit. The credit reduces the minimum participation rate a State must meet by the reduction in the State's TANF caseload in the prior year compared to its AFDC caseload in FY 1995. It excludes reductions due to federal law or to changes in eligibility criteria). ACF also determines and applies the waiver provisions, and calculates the final rate as well as appropriate penalties.

- ACF sends notification letters to States, which have 60 days to submit any requests for reasonable cause exceptions and corrective compliance plans.

To ensure State accountability, a limited number of circumstances under which States may demonstrate reasonable cause are defined. Although the final TANF regulations do not go into effect until October 1, 1999, ACF is following the same basic principles concerning reasonable cause exceptions that the regulations embody. The general factors that a State may use to claim reasonable cause exceptions are: (a) natural disasters and other calamities; (b) federal guidance that provided incorrect information; or (c) isolated problems of minimal impact. There are also two specific reasonable cause factors for failing to meet the work participation rate: (a) federally recognized good cause domestic violence waivers; and (b) alternative services provided to certain refugees. Finally, the Secretary has discretion to grant reasonable cause in other circumstances.

The statute provides for reductions in the work participation penalty based on the degree of the State’s noncompliance. ACF is carrying this requirement out as follows: (a) if a State fails only the two-parent work participation rate, its penalty is prorated based on the proportion of two-parent cases in the State; and (b) a State receives a penalty reduction based on the percentage it achieves of the target rate (as reduced by its caseload reduction credit).

If a State does not demonstrate that it had reasonable cause, it may enter into a corrective compliance plan that will correct the violation and insure continued compliance with the participation requirements. If a State achieves compliance with work participation rates in the time frame that the plan specifies, then we do not impose the penalty.

Status of FY 97 Work Participation Rates Compliance and Penalties

- We issued penalty notices to 19 States for failure to meet the two-parent work rate. (AL, AZ, CA, DC, IA, KS, ME, MI, MS, NE, NV, NJ, NC, OH, OK, TX, VA, WA, WV)

- We did not impose the penalty for 2 States (AL and MS) because the penalty amount was less than $500, the threshold below which it costs more to issue the penalty than its value.

- One State (AZ) disputed our participation rate calculation for two-parents, and upon retransmission the State's data showed it met the two-parent rate; therefore it is not subject to the penalty.

- Two States (IA, OK) accepted the penalty.

- The remaining 14 States have entered into corrective compliance plans.

Tables:

Table 3.1

TEMPORARY ASSISTANCE FOR NEEDY FAMILIES
TANF WORK PARTICIPATION RATES
FISCAL YEAR 1997

	ALL FAMILY RATES			TWO-PARENT FAMILY RATES		
STATE	RATE	ADJUSTED STANDARD	MET TARGET	RATE	ADJUSTED STANDARD	MET TARGET
UNITED STATES	28.1			34.3		
ALABAMA	42.3	17.1%	✓	31.5	35.8%	
ALASKA						
ARIZONA	26.9	16.1%	✓	68.8	66.1%	✓
ARKANSAS						
CALIFORNIA	20.6	19.5%	✓	24.5	68.0%	
COLORADO						
CONNECTICUT	58.4	20.3%	✓	90.6	70.3%	✓
DELAWARE						
DIST. OF COL.	31.3	21.0%	✓	14	48.2%	
FLORIDA	28.4	16.4%	✓	1/		NA
GEORGIA	20.6	18.7%	✓	1/		NA
GUAM						
HAWAII						
IDAHO						
ILLINOIS						
INDIANA	25.3	5.6%	✓	35.2	35.1%	✓
IOWA	52.8	14.9%	✓	48.5	64.9%	
KANSAS	33.3	14.1%	✓	33.7	44.0%	
KENTUCKY	33.1	20.3%	✓	51.9	50.8%	✓
LOUISIANA	13.5	13.4%	✓	15.4	5.7%	✓
MAINE	41.6	19.3%	✓	50.5	61.7%	
MARYLAND	18.3	16.3%	✓	1/		NA
MASSACHUSETTS	31.5	12.6%	✓	71.1	52.1%	✓
MICHIGAN	41.1	13.3%	✓	47.4	60.3%	
MINNESOTA						
MISSISSIPPI	17.2	16.3%	✓	24.4	54.0%	
MISSOURI	23.2	17.6%	✓	47.8	21.7%	✓
MONTANA	49.5	19.2%	✓	82.1	69.2%	✓
NEBRASKA	34	20.5%	✓	42	61.2%	
NEVADA	31.2	20.0%	✓	39.2	45.8%	
NEW HAMPSHIRE	36.1	13.3%	✓	46	21.9%	✓
NEW JERSEY	20.7	19.5%	✓	25.2	55.8%	
NEW MEXICO						
NEW YORK	27.9	19.6%	✓	63.6	61.1%	✓
NORTH CAROLINA	25.9	15.1%	✓	45.5	56.2%	
NORTH DAKOTA						
OHIO	38.3	15.6%	✓	39.8	47.8%	
OKLAHOMA	27.8	11.6%	✓	16.1	36.9%	
OREGON	96.7	10.2%	✓	98.3	46.8%	✓
PENNSYLVANIA						
PUERTO RICO						
RHODE ISLAND						
SOUTH CAROLINA	38.9	18.4%	✓	40.2	24.9%	✓
SOUTH DAKOTA	44.8	20.4%	✓	1/		NA
TENNESSEE	38.6	20.3%	✓	52.4	46.0%	✓
TEXAS	19.4	14.6%	✓	34.3	55.4%	
UTAH	39.6	13.7%	✓	64.1	63.7%	✓
VERMONT	2/		NA	2/		NA
VIRGIN ISLANDS						
VIRGINIA	17.3	15.6%	✓	19.4	65.6%	
WASHINGTON	24	22.0%	✓	18.6	66.0%	
WEST VIRGINIA	18.3	15.0%	✓	49	61.3%	
WISCONSIN	52.8	8.0%	✓	51.3	39.9%	✓
WYOMING	52.6	16.0%	✓	63.9	54.9%	✓

	KEY
(shaded)	State not required to submit TANF data for this period.
1/	State does not have any two-parent families in its TANF Program.
2/	State claims waiver inconsistencies exempt all cases from participation rates.

Table 3:2

TEMPORARY ASSISTANCE FOR NEEDY FAMILIES
WORK ACTIVITIES, EXCLUDING WAIVERS, FOR FAMILIES MEETING THE ALL FAMILY WORK REQUIREMENTS
FISCAL YEAR 1997

				AVERAGE MONTHLY NUMBER OF PERSONS ENGAGED IN WORK BY WORK ACTIVITY FOR FAMILIES PARTICIPATING IN THE OVERALL WORK RATES											
STATE	TOTAL NUMBER OF FAMILIES	NUMBER OF FAMILIES IN OVERALL RATE	NUMBER OF PARTICIPATING FAMILIES	UNSUBSIDIZED EMPLOYMENT	SUBSIDIZED PRIVATE EMPLOYMENT	SUBSIDIZED PUBLIC EMPLOYMENT	WORK EXPERIENCE	ON-THE-JOB TRAINING	JOB SEARCH	COMMUNITY SERVICE	VOCATIONAL EDUCATION	JOB SKILLS TRAINING	EDUCATION RELATED TO EMPLOYMENT	SATISFACTORY SCHOOL ATTENDANCE	PROVIDING CHILD CARE
UNITED STATES	3,036,790	2,077,815	526,788	358,390	4,210	1,066	74,777	4,228	72,159	16,457	35,245	4,564	2,339	8,962	1,586
ALABAMA	28293	12796	5428	3677	0	0	450	23	1243	33	458	90	0	286	0
ALASKA															
ARIZONA	49219	30518	8216	7813	0	0	448	5	812	28	308	250	28	91	0
ARKANSAS															
CALIFORNIA	745,316	546,059	111,948	105,995	-	-	102	880	2,081	-	1,976	-	-	-	914
COLORADO															
CONNECTICUT	55,032	40,220	17,342	16,451	-	-	281	-	373	-	260	-	-	108	-
DELAWARE															
DIST. OF COL.	23,867	16,332	5,105	3,132	-	398	527	271	1,585	-	-	-	-	-	-
FLORIDA	147,574	79,229	22,471	17,018	140	-	926	43	2,852	542	1,035	20	11	1,816	458
GEORGIA	92,350	54,007	11,089	4,534	171	33	2,036	30	2,388	307	2,489	46	3	586	16
GUAM															
HAWAII															
IDAHO															
ILLINOIS															
INDIANA	41,514	34,484	6,829	6,445	14	-	124	7	624	-	298	4	67	67	-
IOWA	27,286	19,976	10,541	10,133	-	-	75	1	160	11	834	-	-	113	-
KANSAS	17,675	10,926	3,640	2,694	-	-	631	7	1,108	-	30	74	91	-	-
KENTUCKY	61,310	37,417	12,316	6,734	-	-	3,066	18	336	47	2,693	-	-	225	-
LOUISIANA	50,146	31,735	4,267	1,440	17	12	1,444	6	142	-	1,671	-	14	13	-
MAINE	16,997	12,409	5,156	3,471	-	-	201	9	2,111	627	192	148	1	325	-
MARYLAND	50,816	42,348	7,737	2,592	96	-	2,046	-	2,810	-	309	96	-	-	-
MASSACHUSETTS	73,902	45,867	13,772	5,322	167	-	21	-	1,218	3,329	1,169	1,509	678	730	-
MICHIGAN	140,382	102,534	42,324	36,485	19	19	-	38	5,520	1,179	1,600	-	37	19	-
MINNESOTA															
MISSISSIPPI	31,904	18,862	3,234	2,024	73	2	684	1	425	73	239	10	10	2	-
MISSOURI	62,882	39,553	7,107	4,138	663	-	1,361	-	1,894	-	-	267	9	132	-
MONTANA	7,484	4,815	2,384	881	-	-	1,217	-	1,236	15	317	-	-	12	-
NEBRASKA	13,900	9,015	3,056	1,670	-	-	80	47	1,607	4	-	72	-	202	24
NEVADA	11,311	6,770	2,111	1,671	-	-	3	-	257	150	154	44	-	-	-
NEW HAMPSHIRE	7,311	4,904	1,357	1,006	-	-	40	5	318	-	146	74	-	62	-
NEW JERSEY	145,138	99,216	19,788	6,780	-	-	10,694	38	2,306	18	2,149	39	304	98	16
NEW MEXICO															
NEW YORK	358,773	248,496	69,440	27,190	1,483	-	19,850	-	9,438	8,739	4,939	68	42	-	-
NORTH CAROLINA	83,319	57,426	15,030	6,304	190	133	11,381	-	696	-	1,002	-	-	616	-
NORTH DAKOTA															
OHIO	165,009	106,527	40,773	27,197	371	94	8,812	-	6,546	-	4,846	-	-	790	-
OKLAHOMA	27,341	16,691	4,638	2,385	22	-	523	4	792	-	910	-	-	-	-
OREGON	21,297	16,602	2,068	768	462	-	258	16	735	-	-	74	83	153	-
PENNSYLVANIA															
PUERTO RICO															
RHODE ISLAND															
SOUTH CAROLINA	29,170	15,250	5,424	4,409	4	-	253	61	1,226	-	124	126	-	-	-
SOUTH DAKOTA	4,629	1,497	532	226	-	-	-	14	170	89	68	21	51	-	-
TENNESSEE	61,068	43,310	12,882	7,652	-	-	305	2,399	3,358	-	1,343	-	-	1,406	-
TEXAS	169,436	112,294	6,675	2,852	11	24	1,248	90	2,411	2	427	-	628	538	-
UTAH	11,370	9,649	3,822	2,822	-	-	-	1	1,570	-	-	161	45	201	-
VERMONT	7,850	6,928	1,643	1,256	-	35	81	7	455	-	171	11	-	46	-
VIRGIN ISLANDS															
VIRGINIA	49,640	35,824	5,935	5,007	50	-	478	35	1,467	-	16	135	37	4	-
WASHINGTON	87,122	64,571	15,540	9,830	160	316	475	158	3,491	1,108	2,066	635	158	317	158
WEST VIRGINIA	23661	21452	3924	1772	78	0	1339	0	568	42	858	65	42	0	0
WISCONSIN	33,555	20,454	10,800	6,411	2	-	3,233	13	5,651	69	41	516	-	-	-
WYOMING	1,941	852	444	203	17	-	84	1	179	45	107	9	-	4	-

Table 3:3

TEMPORARY ASSISTANCE FOR NEEDY FAMILIES
WORK ACTIVITIES, EXCLUDING WAIVERS, FOR TWO-PARENT FAMILIES MEETING THE PARTICIPATION REQUIREMENTS
FISCAL YEAR 1997

STATE	TOTAL NUMBER OF FAMILIES 1/	NUMBER OF FAMILIES IN TWO PARENT RATE	NUMBER OF PARTICIPATING FAMILIES	AVERAGE MONTHLY NUMBER OF PERSONS ENGAGED IN WORK BY WORK ACTIVITY FOR FAMILIES PARTICIPATING IN THE TWO PARENT WORK RATES											
				UNSUBSIDIZED EMPLOYMENT	SUBSIDIZED PRIVATE EMPLOYMENT	SUBSIDIZED PUBLIC EMPLOYMENT	WORK EXPERIENCE	ON-THE-JOB TRAINING	JOB SEARCH	COMMUNITY SERVICE	VOCATIONAL EDUCATION	JOB SKILLS TRAINING	EDUCATION RELATED TO EMPLOYMENT	SATISFACTORY SCHOOL ATTENDANCE	PROVIDING CHILD CARE
UNITED STATES	211,525	205,116	65,878	64,714	440	17	15,958	73	8,064	3,961	2,682	182	855	1,362	225
ALABAMA	57	58	18	17	-	-	2	-	6	1	1	-	-	-	-
ALASKA															
ARIZONA	703	374	257	360	-	-	22	-	119	27	6	9	10	3	-
ARKANSAS															
CALIFORNIA	113,072	113,072	27,686	33,046	-	-	-	-	2,079	-	1,049	-	708	66	66
COLORADO															
CONNECTICUT	2,907	2,874	2,081	2,311	-	-	65	-	372	-	196	-	-	22	-
DELAWARE															
DIST. OF COL.	266	266	37	37	-	-	25	-	-	-	-	-	-	-	-
FLORIDA	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
GEORGIA	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
GUAM															
HAWAII															
IDAHO															
ILLINOIS															
INDIANA	958	958	220	283	-	-	7	1	17	-	4	-	5	6	-
IOWA	1,904	1,836	890	1,396	-	-	10	-	31	2	69	-	-	24	-
KANSAS	774	774	260	283	-	-	67	2	181	-	2	6	15	-	-
KENTUCKY	1,528	1,281	659	531	-	-	455	2	6	2	78	-	-	6	-
LOUISIANA	158	144	22	16	1	-	14	-	-	-	7	-	1	-	-
MAINE	742	728	367	348	-	-	8	1	297	131	7	11	-	22	-
MARYLAND	62	62	-	-	-	-	-	-	-	-	-	-	-	-	-
MASSACHUSETTS	1,786	1,786	334	312	11	-	16	-	22	140	11	-	-	-	-
MICHIGAN	9,026	8,706	4,123	5,491	19	-	-	38	838	114	39	-	19	38	-
MINNESOTA							-								
MISSISSIPPI	4	4	1	1	-	-	2	-	-	1	-	-	-	-	-
MISSOURI	176	97	71	36	9	-	44	-	35	-	-	-	9	9	-
MONTANA	1,090	747	613	239	-	-	1,046	-	199	-	11	-	-	3	-
NEBRASKA	498	494	208	200	-	-	18	-	214	4	-	-	-	13	-
NEVADA	356	331	107	148	-	-	3	2	16	1	3	-	-	-	-
NEW HAMPSHIRE	74	67	30	28	-	-	2	-	25	-	1	2	-	1	-
NEW JERSEY	7,385	6,425	1,515	728	-	-	1,132	1	135	1	71	6	10	4	1
NEW MEXICO															
NEW YORK	19,145	17,572	11,123	7,744	27	-	4,662	-	677	3,063	-	94	-	830	-
NORTH CAROLINA	17,090	16,066	6,904	3,693	190	-	5,765	-	284	-	222	-	-	254	-
NORTH DAKOTA															
OHIO	9,432	8,919	3,549	3,406	92	-	1,534	-	610	-	372	-	-	-	-
OKLAHOMA	74	74	12	6	-	-	6	-	6	-	2	-	-	-	-
OREGON	1,114	1,093	180	123	50	-	25	-	123	-	-	10	18	9	-
PENNSYLVANIA															-
PUERTO RICO															
RHODE ISLAND															
SOUTH CAROLINA	319.00	316	124	136	4	-	13	-	23	-	-	-	-	-	-
SOUTH DAKOTA	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
TENNESSEE	316.00	312	112	71	-	-	6	16	52	-	18	-	-	26	-
TEXAS	5,845.00	5,236	829	466	-	1	348	7	530	-	26	-	-	13	-
UTAH	182.00	161	25	31	-	-	-	-	22	-	-	1	-	2	-
VERMONT	886.00	886	240	274	-	16	16	2	70	-	6	3	-	12	-
VIRGIN ISLANDS															
VIRGINIA	826.00	783	131	157	-	-	10	1	85	-	-	1	2	-	-
WASHINGTON	10,153.00	10,153	1,903	1,906	-	-	-	-	635	473	317	-	-	-	158
WEST VIRGINIA	2,299.00	2,167	1,093	728	37	-	569	-	241	-	66	29	58	-	-
WISCONSIN	306.00	293	151	162	-	-	76	-	110	1	-	10	-	-	-
WYOMING	5.00	6	3	2	-	-	-	-	5	-	-	-	-	-	-

1/ DOES NOT INCLUDE TWO-PARENT FAMILIES WITH A DISABLED PARENT.

Table 3:4

TEMPORARY ASSISTANCE FOR NEEDY FAMILIES
TANF WORK PARTICIPATION RATES
FISCAL YEAR 1998

	ALL FAMILY RATES			TWO-PARENT FAMILY RATES		
STATE	RATE	ADJUSTED STANDARD 3/	MET TARGET	RATE	ADJUSTED STANDARD	MET TARGET
UNITED STATES	35.4			42.3		
ALABAMA	38.9	5.0%	✓	1/		NA
ALASKA	42.5	26.6%	✓	36.8	68.6%	
ARIZONA	30.2	8.7%	✓	76.6	53.7%	✓
ARKANSAS	19.4	16.6%	✓	20.3	57.6%	
CALIFORNIA	36.6	17.8%	✓	36.2	32.7%	✓
COLORADO	28.7	7.5%	✓	25.7	15.1%	✓
CONNECTICUT	41.4	21.5%	✓	73.2	66.5%	✓
DELAWARE	26.2	9.4%	✓	23.7	54.4%	
DIST. OF COL.	22.8	20.1%	✓	22.5	30.1%	
FLORIDA	34.5	5.8%	✓	1/		NA
GEORGIA	29.3	6.1%	✓	1/		NA
GUAM	12.4	30.0%		13.8	75.0%	
HAWAII	30.0	28.1%	✓	1/		NA
IDAHO	28.6	4.2%	✓	22.5	0.0%	✓
ILLINOIS	37.7	13.6%	✓	77.7	45.0%	✓
INDIANA	29.9	0.0%	✓	32.8	20.1%	✓
IOWA	56.9	9.1%	✓	53.6	51.4%	✓
KANSAS	41.3	1.9%	✓	44.2	23.2%	✓
KENTUCKY	38.3	16.3%	✓	51.6	37.5%	✓
LOUISIANA	29.2	2.0%	✓	38.1	0.0%	✓
MAINE	45.6	15.1%	✓	49.9	35.3%	✓
MARYLAND	12.7	3.1%	✓	1/		NA
MASSACHUSETTS	23.0	7.3%	✓	73.3	44.6%	✓
MICHIGAN	49.2	5.2%	✓	63.9	38.4%	✓
MINNESOTA	30.6	17.0%	✓	30.8	42.5%	
MISSISSIPPI	25.2	3.7%	✓	70.4	1.2%	✓
MISSOURI	24.1	10.4%	✓	34.9	0.0%	✓
MONTANA	78.3	7.2%	✓	86.4	52.2%	✓
NEBRASKA	36.2	20.6%	✓	39.5	53.1%	
NEVADA	34.5	6.0%	✓	58.7	31.7%	✓
NEW HAMPSHIRE	37.3	5.5%	✓	44.6	1.6%	✓
NEW JERSEY	26.5	14.7%	✓	1/		NA
NEW MEXICO	15.9	8.5%	✓	16.8	35.6%	
NEW YORK	37.5	15.0%	✓	58.8	38.5%	✓
NORTH CAROLINA	14.5	10.0%	✓	30.9	55.0%	
NORTH DAKOTA	31.5	10.7%	✓	1/		NA
OHIO	44.9	11.6%	✓	51.5	49.2%	✓
OKLAHOMA	35.2	0.0%	✓	31.4	4.2%	✓
OREGON	98.2	0.0%	✓	95.2	9.8%	✓
PENNSYLVANIA	19.3	9.9%	✓	21.8	26.3%	
PUERTO RICO	6.8	17.1%		1/		NA
RHODE ISLAND	27.5	19.3%	✓	32.4	51.1%	
SOUTH CAROLINA	42.7	19.0%	✓	60.9	48.5%	✓
SOUTH DAKOTA	39.2	11.2%	✓	1/		NA
TENNESSEE	43.2	2.0%	✓	39.1	4.6%	✓
TEXAS	25.2	5.2%	✓	44.3	47.9%	
UTAH	39.8	2.5%	✓	49.7	47.5%	✓
VERMONT	2/		NA	2/		NA
VIRGIN ISLANDS	15.5	27.7%		1/		NA
VIRGINIA	27.5	6.8%	✓	26.5	51.8%	
WASHINGTON	48.5	21.1%	✓	45.5	52.2%	
WEST VIRGINIA	33.4	19.2%	✓	37.2	46.8%	
WISCONSIN	64.0	0.0%	✓	39.2	0.0%	✓
WYOMING	55.3	0.0%	✓	65.8	4.9%	✓

KEY

1/ State does not have any two-parent families in its TANF Program.

2/ State claims waiver inconsistencies exempt all cases from participation rates.

3/ The work participation rate standard before the application of the caseload reduction credit is 30% for the overall rate and 75% for the two-parent rate.

Table 3:5

TEMPORARY ASSISTANCE FOR NEEDY FAMILIES
WORK ACTIVITIES, EXCLUDING WAIVERS, FOR FAMILIES MEETING THE ALL FAMILY WORK REQUIREMENTS
FISCAL YEAR 1998

STATE	TOTAL NUMBER OF FAMILIES	NUMBER OF FAMILIES IN OVERALL RATE	NUMBER OF PARTICIPATING FAMILIES	AVERAGE MONTHLY NUMBER OF PERSONS ENGAGED IN WORK BY WORK ACTIVITY FOR FAMILIES PARTICIPATING IN THE OVERALL WORK RATES: UNSUBSIDIZED EMPLOYMENT	SUBSIDIZED PRIVATE EMPLOYMENT	SUBSIDIZED PUBLIC EMPLOYMENT	WORK EXPERIENCE	ON-THE-JOB TRAINING	JOB SEARCH	COMMUNITY SERVICE	VOCATIONAL EDUCATION	JOB SKILLS TRAINING	EDUCATION RELATED TO EMPLOYMENT	SATISFACTORY SCHOOL ATTENDANCE	PROVIDING CHILD CARE
UNITED STATES	3,146,870	2,104,265	699,573	490,837	4,233	2,090	83,376	3,905	87,371	28,478	52,883	5,172	5,024	16,334	1,598
ALABAMA	23,309	9,500	3,674	2,278	-	-	405	16	832	53	404	28	-	192	-
ALASKA	10,132	8,164	3,465	2,471	7	1	90	14	585	273	589	-	-	46	-
ARIZONA	38,490	24,103	7,278	6,662	3	-	742	6	748	88	528	54	21	104	-
ARKANSAS	11,947	6,851	1,384	453	-	26	125	94	433	22	250	-	9	39	10
CALIFORNIA	701,663	494,615	179,953	156,384	1,174	944	1,639	308	9,959	5,048	4,498	338	1,563	1,630	924
COLORADO	20,437	12,501	3,608	1,894	31	134	402	11	255	197	1,135	11	-	44	-
CONNECTICUT	48,089	37,146	15,439	13,633	-	-	462	11	1,594	-	645	-	-	64	-
DELAWARE	7,748	3,560	924	882	-	-	-	-	108	1	4	-	-	-	-
DIST. OF COL.	21,654	16,188	3,685	3,174	400	32	347	122	854	51	59	21	29	-	-
FLORIDA	111,143	56,830	19,854	14,990	136	-	438	-	1,174	1,251	1,287	55	50	2,421	193
GEORGIA	78,196	45,241	13,271	5,994	246	70	3,315	47	1,584	807	2,463	50	6	696	39
GUAM	2,011	1,288	160	30	-	-	-	-	-	131	-	-	-	-	-
HAWAII	16,929	13,682	3,449	2,425	19	94	917	38	787	37	338	-	6	-	-
IDAHO	1,895	1,010	284	135	3	3	18	1	115	4	91	-	1	2	-
ILLINOIS	167,124	123,044	45,747	33,295	-	4	4,558	-	7,215	155	2,823	-	-	849	-
INDIANA	40,624	31,122	9,262	8,792	7	-	107	15	706	-	310	85	124	124	-
IOWA	25,191	18,616	10,585	9,848	-	-	84	1	165	14	1,530	-	-	168	-
KANSAS	14,136	7,903	3,222	2,063	-	-	733	5	1,148	4	40	55	154	-	-
KENTUCKY	53,775	33,560	12,931	7,090	-	-	3,227	54	265	267	2,650	1	-	243	-
LOUISIANA	48,293	29,844	8,754	5,305	16	35	2,244	17	305	-	1,855	-	23	23	-
MAINE	15,407	11,130	5,068	2,813	-	-	222	13	2,073	720	275	122	2	300	14
MARYLAND	45,586	30,928	3,947	1,834	98	-	643	15	1,348	-	202	-	-	34	-
MASSACHUSETTS	66,910	43,121	12,479	7,773	277	128	125	-	621	1,420	639	720	218	992	44
MICHIGAN	123,094	88,732	43,470	40,917	3	83	-	88	3,013	16	272	35	50	782	-
MINNESOTA	47,151	37,030	11,296	8,514	-	1	23	-	2,312	44	1,071	5	80	1,476	1
MISSISSIPPI	23,658	11,969	3,018	1,789	140	37	492	1	590	203	264	1	6	2	-
MISSOURI	57,133	34,791	6,521	3,195	218	-	1,329	28	1,189	-	-	864	622	215	-
MONTANA	6,356	4,396	3,417	762	-	-	1,912	-	3,030	18	480	-	-	42	-
NEBRASKA	12,959	8,920	3,218	2,052	-	-	14	20	1,481	27	109	83	-	204	-
NEVADA	9,678	5,161	1,810	1,454	16	-	30	-	163	142	196	4	-	11	-
NEW HAMPSHIRE	6,666	4,343	1,188	858	-	-	57	3	166	-	123	64	-	123	-
NEW JERSEY	80,426	54,123	14,276	5,570	-	-	7,172	40	2,060	7	1,948	58	436	192	10
NEW MEXICO	23,599	16,471	2,801	2,503	28	-	187	-	14	79	43	13	-	13	-
NEW YORK	326,119	224,723	83,781	39,020	710	141	25,568	178	4,514	10,151	10,306	177	39	169	-
NORTH CAROLINA	71,989	36,706	5,297	3,972	81	95	436	-	260	-	1,263	-	-	106	-
NORTH DAKOTA	3,293	1,749	550	281	-	-	175	1	43	33	78	4	15	1	-
OHIO	140,286	94,642	42,023	24,211	173	105	13,667	9	6,434	-	5,356	-	10	1,677	-
OKLAHOMA	24,462	15,404	5,425	2,718	19	1	505	6	928	-	1,249	-	-	-	-
OREGON	18,957	14,575	1,479	727	174	-	174	8	494	-	-	57	62	133	-
PENNSYLVANIA	135,303	92,259	17,735	13,937	-	-	110	10	3,518	-	1,160	-	16	52	-
PUERTO RICO	41,365	2,271	75	30	-	-	-	-	45	-	-	-	-	-	-
RHODE ISLAND	19,383	14,548	3,996	2,682	101	-	141	3	392	-	1,011	-	26	13	-
SOUTH CAROLINA	25,291	14,915	5,067	4,249	14	-	198	26	909	12	140	82	12	47	-
SOUTH DAKOTA	3,837	2,256	890	246	-	-	-	24	190	461	73	13	52	3	-
TENNESSEE	57,372	39,878	11,698	6,629	-	-	222	2,012	2,382	-	1,635	-	-	1,046	-
TEXAS	145,253	91,480	7,484	3,289	7	20	1,033	53	3,320	1	333	-	691	465	-
UTAH	10,769	9,180	3,654	2,463	-	-	-	3	1,606	-	-	194	50	258	-
VERMONT	7,371	6,323	1,702	1,224	-	47	89	10	433	-	253	16	-	80	-
VIRGIN ISLANDS	962	943	146	16	1	-	39	19	62	5	28	9	26	22	23
VIRGINIA	43,583	30,384	8,218	7,196	9	-	513	83	1,913	-	23	133	62	9	-
WASHINGTON	77,762	58,694	28,444	16,247	-	58	776	379	9,610	5,659	2,603	536	551	1,144	332
WEST VIRGINIA	16,099	14,801	4,756	1,140	96	27	2,665	108	568	372	179	56	12	73	8
WISCONSIN	14,691	12,213	7,473	2,649	22	3	4,915	4	2,760	703	7	1,226	-	-	-
WYOMING	1,314	438	242	79	4	1	91	1	98	2	65	2	-	5	-

ACF/OPRE 07-23-99

Table 3:6

TEMPORARY ASSISTANCE FOR NEEDY FAMILIES
WORK ACTIVITIES, EXCLUDING WAIVERS, FOR TWO-PARENT FAMILIES MEETING THE PARTICIPATION REQUIREMENTS
FISCAL YEAR 1998

STATE	TOTAL NUMBER OF FAMILIES 1/	NUMBER OF FAMILIES IN TWO PARENT RATE	NUMBER OF PARTICIPATING FAMILIES	AVERAGE MONTHLY NUMBER OF PERSONS ENGAGED IN WORK BY WORK ACTIVITY FOR FAMILIES PARTICIPATING IN THE TWO PARENT WORK RATES											
				UNSUBSIDIZED EMPLOYMENT	SUBSIDIZED PRIVATE EMPLOYMENT	SUBSIDIZED PUBLIC EMPLOYMENT	WORK EXPERIENCE	ON-THE-JOB TRAINING	JOB SEARCH	COMMUNITY SERVICE	VOCATIONAL EDUCATION	JOB SKILLS TRAINING	EDUCATION RELATED TO EMPLOYMENT	SATISFACTORY SCHOOL ATTENDANCE	PROVIDING CHILD CARE
UNITED STATES	156,352	151,379	61,309	69,239	446	462	9,067	171	10,696	3,510	2,939	145	1,441	944	303
ALABAMA	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
ALASKA	1,437	1,420	525	565	-	-	15	2	197	100	107	-	-	5	-
ARIZONA	609	276	211	291	-	-	52	-	110	9	12	1	2	4	-
ARKANSAS	118	117	23	14	-	-	4	5	9	1	9	1	-	-	-
CALIFORNIA	81,900	81,803	29,597	38,462	301	405	244	109	1,495	47	445	36	906	141	7
COLORADO	754	730	184	181	2	11	19	-	59	4	75	-	-	6	-
CONNECTICUT	2,241	2,164	1,603	1,835	-	-	332	-	438	-	260	-	10	28	-
DELAWARE	111	55	13	15	-	-	-	-	2	-	-	-	-	-	-
DIST. OF COL.	197	184	38	61	11	1	1	1	7	-	1	1	-	-	-
FLORIDA	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
GEORGIA	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
GUAM	127	127	18	12	-	-	-	-	-	15	-	-	-	-	-
HAWAII	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
IDAHO	105	105	31	18	1	-	1	-	18	-	35	-	-	-	-
ILLINOIS	5,367	5,310	3,937	3,766	-	4	1,039	-	480	80	161	7	-	89	-
INDIANA	901	850	280	372	-	-	4	1	25	-	3	4	5	5	-
IOWA	1,779	1,745	932	1,445	-	-	14	-	38	4	147	-	-	23	-
KANSAS	499	499	218	215	-	-	73	-	178	-	4	5	18	-	-
KENTUCKY	1,134	1,095	569	426	-	-	348	5	4	9	80	-	-	4	-
LOUISIANA	291	278	117	132	-	-	34	-	6	-	19	-	1	-	-
MAINE	640	637	317	236	-	-	10	1	268	118	14	10	-	24	-
MARYLAND	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
MASSACHUSETTS	1,638	1,638	397	441	13	-	-	-	16	157	-	-	14	16	3
MICHIGAN	5,197	5,044	3,156	3,389	10	6	-	9	487	11	29	-	27	35	-
MINNESOTA	4,552	4,212	1,320	1,690	-	-	8	-	407	4	81	1	54	95	-
MISSISSIPPI	3	3	2	2	-	-	1	-	-	1	1	-	-	-	-
MISSOURI	200	173	52	44	3	-	16	-	48	-	-	2	4	-	-
MONTANA	953	791	685	223	-	-	1,059	-	1,152	2	65	-	-	19	-
NEBRASKA	654	641	257	362	-	-	2	-	195	-	5	35	-	71	-
NEVADA	241	227	134	169	1	-	4	-	36	20	11	2	-	2	1
NEW HAMPSHIRE	56	53	20	19	-	-	5	1	14	-	-	5	-	5	-
NEW JERSEY	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
NEW MEXICO	2,986	2,719	399	486	-	-	39	-	-	-	-	-	-	-	-
NEW YORK	10,972	9,168	5,576	4,196	-	-	1,735	-	297	1,199	171	-	50	-	-
NORTH CAROLINA	828	777	188	196	16	2	6	-	24	-	27	-	-	-	-
NORTH DAKOTA	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
OHIO	6,686	6,605	3,324	2,732	29	12	1,764	-	875	-	335	-	29	115	10
OKLAHOMA	69	69	18	9	-	-	7	-	8	-	6	-	-	-	-
OREGON	1,045	1,027	137	105	17	-	12	1	100	-	-	9	30	11	-
PENNSYLVANIA	1,571	1,466	315	421	-	-	5	1	86	-	15	-	-	1	-
PUERTO RICO	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
RHODE ISLAND	1,163	1,136	369	368	8	-	11	1	118	-	20	-	6	2	-
SOUTH CAROLINA	279	279	147	155	-	-	2	-	32	-	1	2	-	1	-
SOUTH DAKOTA	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
TENNESSEE	287	281	72	46	-	-	5	13	27	-	15	-	-	13	-
TEXAS	5,112	4,524	764	431	-	1	218	3	617	-	24	-	1	14	-
UTAH	192	168	21	27	-	-	-	-	16	-	-	-	-	2	-
VERMONT	857	857	216	236	-	16	12	3	74	-	6	2	-	11	-
VIRGIN ISLANDS	2	2	-	-	-	-	-	-	-	-	-	-	-	-	-
VIRGINIA	843	807	213	265	-	-	21	2	105	-	1	3	7	-	-
WASHINGTON	8,682	8,288	3,893	3,183	-	-	236	-	2,350	1,626	369	-	274	71	274
WEST VIRGINIA	2,855	2,815	1,032	397	34	4	626	13	163	90	14	-	4	28	8
WISCONSIN	225	218	86	67	-	-	53	-	48	11	-	19	-	-	-
WYOMING	4	3	2	1	-	-	1	-	2	-	-	-	-	-	-

1/ DOES NOT INCLUDE TWO-PARENT FAMILIES WITH A DISABILED PARENT.

IV. EMPLOYMENT AND EARNINGS OF NEEDY FAMILIES

Employment

A key measure of the success of welfare reform is its effect on employment. Analysis of all available sources of information shows that the employment rate of current and former TANF recipients has increased significantly.

The percentage of employed recipients reached an all-time high at 23 percent, compared to less than 7 percent in 1992 and 13 percent in 1997. Thus, almost one in four recipients was employed in a typical month, the highest level ever recorded. Similarly, the proportion of recipients who were working (including employment, work experience and community service) reached 27 percent, a nearly fourfold increase over the 7 percent recorded in 1992.

Between 1992 and 1998, the employment rate of TANF recipients increased by 70%. In 1992 one in five previous year recipients was working the following spring, whereas in 1998, the figure had increased to one in three. Each March the Current Population Survey, which is used to calculate unemployment rates, collects information about households' income and program participation in the previous calendar year as well as employment and earnings data reflecting individuals' March employment status. As a result we know whether adults who received AFDC or TANF in the preceding calendar year (who may or may not still be receiving welfare) were employed the following March. Between 1992 and 1996, the employment rate increased from 20 percent (its approximate level for the previous four years) to 27 percent. In the last two years it jumped even more dramatically to 34 percent in 1998.

Large employment gains are also evident from rigorous waiver evaluations that measure the effects of reform policies by comparing randomly assigned individuals who were subject to either welfare reform or standard AFDC rules. Unlike the CPS analysis, which does not separate out the effects of State welfare reform policies from those of the economy, other policies which promote employment such as the enhancement of the EITC or the expansion of child care subsidies, the strength of experimental studies is that they isolate the impacts of specific policies enabling researchers to attribute outcomes directly to the policies put in place. Several studies examined policies which are representative of State TANF programs in that they increase participation in mandatory work activities and/or increase the amount of assistance families can receive when they go to work. The persistent employment effects of these programs are in the five to 13 percentage point range. These are probably quite conservative estimates in that the treatment groups are compared to control groups, which received a substantial level of mandatory employment services and also were not isolated from the atmosphere of welfare reform, even though they did not directly experience welfare reform policies.

Preliminary findings from six of the Assistant Secretary for Planning and Evaluation funded studies of families leaving welfare indicate that between one-half and three-fifths of former TANF recipients found work in jobs which were covered by their States' Unemployment Insurance program. Employment rates were even higher – 75 to 82 percent – when measured as the percentage of those who were *ever* employed within the first 12 months. These employment rates are consistent with findings in many other leavers' studies, although methodological differences cause rates to be slightly higher in some studies (e.g., rates are sometimes higher in studies using survey data, or limiting study population to leavers who do not return to welfare). While these employment rates are not radically different from the patterns of AFDC leavers in earlier studies, they indicate a dramatically large increase in the *absolute* number of families leaving welfare with earnings, given the significant caseload decline in the past few years. A variety of State studies summarized by GAO found that between 63 and 87 percent of adults have worked since leaving the welfare rolls.

Thus, each of these sources of information consistently points to higher levels of employment among current and former welfare recipients.

Earnings

A second important measure of success in welfare reform is whether welfare recipients and former recipients are earning more. Although welfare reform is having a positive effect on the earnings of some categories of recipients, early preliminary data tell a story somewhat more complicated than the employment story. For example, an examination of welfare reform waiver demonstrations suggests that those programs which were strongly oriented toward increasing employment activities and mandatory participation (as measured by an increase in participation and sanction rates) achieved annual earnings gains in the range of $600-$700 for at least one primary target group of applicants or recipients. One employment and training program in Portland, which combined a strong employment focus, an emphasis on moving recipients into higher paying jobs with benefits, and the provision of necessary child care, produced even larger effects with average earnings gains of over $900 per year.

A recent GAO study found annual earnings of $49,512 - $15,144 among those who had left welfare. Finally, TANF administrative data just for welfare recipients who remain on the rolls indicate that the average monthly earnings of those employed increased from about $506 per month in October 1997 to $553 in September 1998, an increase of about 11 percent.

Along with the employment gains described above, the CPS data suggest average earnings for all female-headed families with children have increased substantially between 1993 and 1997 from $14,668 to $17,646 (both in 1997 dollars). However, the early CPS data suggest preliminarily that the gains are not evenly distributed over the period with roughly three-quarters of the gain occurring between 1993 and 1995, and only one-quarter between 1995 and 1997. In addition, while employment gains for the bottom fifth of female-headed families with children were stronger from 1995 to 1997, the average earnings of this group increased from 1993 to 1995 but did not increase from 1995 to 1997. Better understanding of these trends will require both longer term follow up and analysis of other national data sets as they become available.

Making Work Pay

The evidence about impacts on family income, on food security and hunger, on health insurance status**,** on child outcomes, and on other family experiences are much less clear at this point.

Expansions in the EITC included in the President's 1993 Economic Plan are making work pay for 15 million working families, including former welfare recipients. A study conducted by the Council of Economic Advisors reported that in 1997 the EITC lifted 4.3 million Americans out of poverty – more than double the number in 1993. The findings also suggest that the increase in labor force participation among single mothers who received welfare is strongly linked to the EITC expansion.

When earnings are combined with the EITC and other benefits, most families who go to work have a higher income than if they had remained on welfare. In the average State, a woman with two children could be better off working 20 hours a week than she would be on welfare. However, not all eligible families are accessing tax credits and benefits, such as Food Stamps, Medicaid, child care, and transportation subsidies.

DHHS believes that it is important that working families have a package of supports available to assist them as they transition from welfare to self-sufficiency. As indicated by the findings in the GAO study "Welfare Reform: Information on Former Recipients' Status" (GAO/HEHS-99-48), a low-wage job may be the first step for many former welfare recipients. In fact, given the work experience and skill level of many recipients, we believe that it will be the likely first successful step for many parents. That is why it is critical for such families to receive support from other programs, such as Food Stamps, Medicaid, the Earned Income Tax Credit and subsidized child care. Families receiving such assistance, even with a sub-poverty wage, can have sufficient income to move out of poverty. We also believe, and have reflected in all of our activities, that a key investment area for States are employment advancement strategies which can move families who enter the workforce at low wages up to higher wage jobs.

Participation in Medicaid and Food Stamps

Enrollment in both Medicaid and Food Stamps has fallen recently, for a variety of reasons.

The Administration believes strongly that both Medicaid and Food Stamps play an important role in helping families make a successful transition from welfare to work. Nonetheless, Medicaid enrollment dropped by about 1 million from 1996 to 1997. Though there are many potential reasons for the decline, we do not have any definitive answers about why it has occurred. Improvements in earnings and employment resulting from the strong national economy have probably played an important role in this decline, making it possible for some low-income Medicaid families to find jobs that offer health insurance. It is also important to note that while Medicaid enrollment has declined, the number of people under the poverty level who are uninsured has not increased from 1996 to 1997. Changes in attitudes toward public assistance may also be playing a role in falling TANF, Food Stamp, and Medicaid caseloads.

To help States navigate the opportunities and challenges inherent in providing Medicaid to all eligible families, DHHS developed and issued "Supporting Families in Transition; A Guide to Expanding Health Coverage in the Post-Welfare Reform World." This publication was sent to all State Medicaid Directors and other interested parties. We have a follow-up strategy that includes an educational component, aggressive outreach, and a proactive enforcement process. For example, in New York, the State has agreed to provide Medicaid applications without delay at all TANF offices and in Maryland we have worked with the State to identify and correct a problem that existed when TANF cases closed. We are also undertaking research activities to promote increased participation of eligible individuals in these programs.

Like child care, the Earned Income Tax Credit, Medicaid, and food stamps are an important support for working families, and our colleagues at USDA are committed to ensuring eligible families obtain food stamps. Families with incomes up to 130 percent of the poverty line or $17,748 for a family of three can be eligible for food stamps. A typical family of three with a full time worker earning the minimum wage can get $220 a month in food stamps. The President recently announced a series of actions to help ensure working families access to food stamps, including: (1) allowing States to make it easier for working families to own a car and still be eligible for food stamps; (2) simplifying food stamp reporting rules to reduce bureaucracy and encourage work; and (3) launching a nationwide public education campaign and a toll-free hotline to help working families know whether they're eligible for food stamps. As part of this effort, USDA has published a companion piece to the HHS Medicaid guide, "The Nutrition Safety Net at Work for Families: A Primer for Enhancing the Nutrition Safety Net for Workers and Their Children" that will assist State, local and community leaders in understanding Food Stamp Program access requirements and include best practices for serving working families already implemented in some communities. As it pursues these public education efforts, USDA is committed to vigorous enforcement of food stamp law, and will investigate complaints about State and local practices and pursue administrative and legal action as required.

Conclusion

Making work pay — and thus lifting families out of poverty — has always been one of this Administration's major goals. Initiatives to expand the EITC and child care, to raise the minimum wage, and to encourage States to expand their earnings disregards through waivers, have been important steps toward the goal of every working parent being able to provide for their children's basic needs.

To make work pay and ensure the long-term success of welfare reform, forceful action is needed in several areas: supporting low-income working families who no longer receive, or never received, cash assistance; helping the less employable TANF recipients secure stable jobs; making sure all those eligible know about and gain access to Medicaid, food stamps and child care services; and continuing our efforts to ensure that legal immigrant families are treated fairly.

Appendices:

Table 4:1 Employment Status of Single Mothers and Previous Year AFDC Recipients

Table 4:1

Employment Status of Single Mothers and Previous Year AFDC Recipients, in Percentages

Category	1992	1993	1994	1995	1996	1997	1998
All previous year AFDC recipients: employed	19.9	21.5	23.0	23.7	26.5	31.8	33.8
Single mothers under 200% of poverty with kids under 18: employed	44.1	46.0	46.1	48.2	51.1	54.4	56.6
Single mother under 200% of poverty with kids under 6: employed	34.8	39.1	39.4	42.6	44.4	50.4	51.1
Married mothers under of poverty with kids under 18: employed	41.0	41.8	43.7	44.2	44.2	44.4	44.5
Married mothers under 200% of poverty with kids under 6: employed	35.3	36.0	38.5	39.1	39.0	39.7	41.2

V. TANF REGULATIONS AND OTHER INITIATIVES

Final TANF Rules

On April 12, 1999, the Administration for Children and Families (ACF) published final rules that govern key provisions of the TANF program. They incorporate the core TANF accountability provisions, including work requirements, time limits, State penalties, and data collection and reporting requirements. This final rule will take effect on October 1, 1999.

ACF considered approximately 300 comments that were received following publication of a Notice of Proposed Rulemaking on November 20, 1997. As a result of these comments and the continuing progress of States in implementing their welfare reform programs, the final rules incorporated a number of changes from the proposed rules.

The TANF final rules reflect PRWORA's strong focus on moving recipients to work and self-sufficiency, on ensuring that welfare is a short-term, transitional experience, and on States' accountability for moving families toward self-sufficiency. At the same time, they encourage and support State flexibility, innovation, and creativity to develop programs that can reach all families and provide supports to working families.

The following information summarizes many of the key policies in the final rules. It focuses on areas that were the subject of significant comment and/or statutory interpretation.

I. Definition of Assistance

The term "assistance" is important because the major TANF program requirements (e.g., work requirements, time limits on Federal assistance, and data reporting) apply only to families receiving assistance. In the final rules at §260.31, "assistance" includes primarily payments directed at ongoing, basic needs – even when individuals are participating in community service and work experience (or other work activities) as a condition of receiving payments. This definition excludes non-recurrent, short-term benefits; child care, transportation and supports provided to employed families; and a variety of other services and benefits, including education and training, case management, job search, and counseling.

II. Separate State Programs

The final rules affirm that States may spend their State maintenance-of-effort (MOE) funds within the TANF program or in "separate State programs" (SSPs) that are not subject to many of the TANF requirements. The operation of SSPs does not affect any penalty relief available to States (see section IX. penalties, below) but ACF will collect data on SSPs and consider future action if needed.

III. Child Only Cases

The final rules affirm that States may define "families" for the purpose of providing assistance. Work participation rate and time limit calculations apply only to families that include adults (or minor heads-of-household). ACF will collect data on child-only cases (including cases converted since the past month), use the data collection system to evaluate the nature of child-only cases, and monitor trends in the number and type of these cases.

IV. Work

The final rules clarify several issues surrounding work.

a. Caseload Eligibility Requirement

Each State must meet two separate work participation rates that reflect how well it succeeds in engaging adults in work activities. The minimum participation rate for adults in all families (the overall rate) started at 25 percent in FY 1997, but is 40 percent in FY 2000 and rises to 50 percent in FY 2002 and thereafter. The minimum participation rate for adults in two-parent families (the two-parent rate) was 75 percent in Fiscal years 1997 and 1998, but has increased to 90 percent. A State that fails to meet participation rates will be subject to a monetary penalty.

The caseload reduction credit reduces the minimum participation rate a State must meet by the reduction in the State's TANF caseload in the prior year compared to its AFDC caseload in FY 1995. It excludes reductions due to federal law or to changes in eligibility criteria. Under the final rules, States must submit information on eligibility changes since 1995 and the effects of those changes. The State's estimated caseload reduction credit must factor out caseload decreases due to federal requirements or State changes in eligibility (e.g., more stringent income and resource limitations or time limits). Full-family sanctions and behavioral requirements represent eligibility changes. If a State expanded eligibility, it may factor out caseload increases due to that expansion.

The reduction in the State's total caseload determines the credit applicable to the overall rate. The State may choose whether the reduction in the two-parent caseload or the reduction in the overall caseload applies to the two-parent rate.

b. Time Limits

In general, States may not use federal funds to provide assistance to a family if it includes an adult or minor head-of-household or the spouse of a head-of-household who has received assistance for a cumulative total of more than 60 months. (There are certain specific statutory exceptions to this limitation.)

If a State opts to extend assistance, it may apply the extension to a particular family only when an adult in the family has received 60 cumulative months of assistance.

c. Domestic Violence Waivers and Penalty Relief

The Family Violence Option in the statute permits a State to waive program requirements for a victim of domestic violence if complying with the requirements would make it more difficult for the victim to escape domestic violence or would unfairly penalize the individual.

Under the final rules, a State will receive reasonable cause for failing to meet the work participation rates or to comply with the five-year limit on federal assistance, if its failure was due to its provision of good cause domestic violence waivers, provided that such waivers meet the standards for Federal recognition established in the rules. In brief: (1) waivers must be granted appropriately and under the Family Violence Option; (2) waivers may be for as long as necessary, but the need for a waiver must be re-determined every six months; (3) the waivers must be accompanied by a service plan designed to lead to work, to the extent that work is consistent with helping the victim achieve safety; and (4) States must submit information on their service strategies and procedures and the total number of waivers granted in the annual report.

We will also consider federally recognized good cause domestic violence waivers in determining whether a State qualifies for a work penalty reduction based on degree of noncompliance and in deciding whether to grant a State penalty relief through corrective compliance.

V. Welfare Reform Waivers

The statute establishes that States need not follow TANF requirements to the extent that they are "inconsistent" with welfare reform waivers in effect. The final rules provide guidance as to how we will determine whether a State that had either a work-related waiver or a waiver that time-limited cash assistance is subject to a TANF penalty for failing to meet work requirements, impose pro rata sanctions, or comply with the five-year limit on Federal assistance.

The definition of "waiver" enables States to continue waivers while clarifying the extent to which we will recognize inconsistencies related to meeting the TANF work and time-limit requirements.

A “work-related waiver” includes both the explicitly granted technical waiver and the cluster of related work policies, as addressed by section 407 (i.e., regarding allowable activities, hours, exemptions from the denominator, and sanctions), that were in effect under prior law and continued as part of the State's demonstration. "Waiver" for a time limit, is the cluster of policies implementing an explicitly granted waiver that terminated assistance for an individual or a family based on the passage of time, the policy in section 408(a)(7).

The Governor must certify in writing which specific inconsistencies the State will continue and the applicable alternative work or time-limit policies in effect.

We will calculate work participation rates under both the TANF requirement and the State's alternative waiver rules and make that information public.

a. The Effect of Waivers on Work Requirements

If the State has an approved waiver that explicitly addresses a policy that is also addressed in section 407 of PRWORA (i.e., a policy regarding allowable activities, hours, exemptions from the denominator, and sanctions), we consider provisions of prior law (e.g., activities and exemptions allowed under JOBS) that relate to the policies in section 407 of PRWORA to be part of its waiver.

b. The Effect of Waivers on the Time Limit

If the five-year limit is inconsistent with a State's waiver, the State may continue its waiver policies until the waiver expires.

The five-year limit is inconsistent with the State's waiver if the State:

1. has an approved waiver that provides for terminating cash assistance to individuals or families because of the receipt of assistance for a period of time; and

2. would have to change its waiver policy in order to comply with the five-year limit.

Generally, under an approved waiver, a State will count toward the five-year limit all months for which the adult subject to a State waiver time limit receives assistance with federal TANF funds, just as it would if it did not have an approved waiver. The State need not count toward the five-year limit any months for which an adult receives assistance with federal TANF funds, while the adult is exempt from the State's time limit, under the terms of the State's approved waiver or if the adult is subject to (but has not reached) an adult-only time limit.

The State may continue to provide assistance with federal TANF funds for more than 60 cumulative months, without a numerical limit, to families with extensions to the time limit, under the provisions of the terms and conditions of its approved waiver.

VI. Fiscal Provisions

States have broad flexibility on how to expend federal TANF funds and State (MOE) funds to accomplish the purposes of TANF. These purposes are: to provide assistance to needy families so that children can be cared for in their own homes; to reduce dependency by promoting job preparation, work and marriage; to prevent out-of-wedlock pregnancies; and to encourage the formation and maintenance of two-parent families. However, the following limitations are described below.

a. Expenditures

"Expenditures" means outlays. States may not claim revenue losses as expenditures. They may claim refundable earned income tax credits that result in payments to families, but they may not claim nonrefundable tax credits or other kinds of tax measures that result in foregone revenue.

b. Administrative Costs

By statute, each State is subject to separate 15-percent caps on the amount of the federal and MOE funds it may spend on administrative activities.

"Administrative costs" includes the costs for general administration, eligibility determination, and program coordination, including indirect (or overhead) costs. It does not include the direct costs (including salaries and benefits) associated with providing program services.

Expenditures for contract activities are treated as program or administrative costs based on the nature or purpose of the contract.

c. Maintenance-Of-Effort (MOE)

In order to count towards MOE, expenditures must be on behalf of "eligible families." Under the rule, this means that expenditures must be on families with a child who lives with a custodial parent or other adult caretaker relative and who meet the financial eligibility criteria under the State's TANF plan.

States may claim, as MOE, expenditures on legal aliens who are not eligible for benefits under the State's TANF program and expenditures for families who have received 60 months worth of federally funded benefits.

As part of an annual report, States must submit information on any program for which they are claiming MOE. The information includes the name and purpose of program, eligibility criteria, a description of applicable work activities, total program expenditures, and total expenditures claimed for MOE. If the program was not previously a part of the prior title IV-A programs, a "new spending" test applies. If this test applies, the State must also report the total program expenditures in fiscal year 1995. It may only claim as MOE the difference between the expenditures on eligible families in the year and the total program expenditures in 1995.

d. Use of Federal Funds

Any use of funds that violates the provisions of the Act, section 115(a)(1) of PRWORA, the provisions of 45 CFR part 92 or OMB Circular A-87 will be considered to be a misuse of funds. Misuse of funds will be considered intentional if there is supporting documentation, such as federal guidance or policy instructions, indicating that federal TANF funds could not be used for that purpose.

Transfers to the Child Care and Development Block Grant or the Social Services Block Grant must occur during the year of the grant. Transferred funds are subject to the rules of the program to which they are transferred (including the administrative cost caps).

States may reserve federal funds for future years. Reserved funds may only be spent on assistance and associated administrative costs.

VII. Recipient and Workplace Protections

The final rules clarify that, notwithstanding specific language limiting the scope of the TANF rules, TANF programs are subject to Federal employment and non-discrimination laws.

In the annual report, States must provide descriptions of their procedures for handling displacement complaints.

VIII. Data Collection and Reporting

The data reporting requirements in the final rule maintain accountability and collect data in critical program areas, but are generally streamlined relative to those in the proposed rule. The number of required elements were reduced, some data elements were made optional for certain family members, and (under the revised definition of assistance) the number and types of SSPs on which a State must report and the number of data elements on which a State must report case-record data were reduced. However, in certain key areas -- e.g., reporting of expenditures, MOE programs, and program characteristics -- the final rule expanded the reporting requirements.

The final rule requires States to submit three quarterly reports (the TANF Data Report, the SSP-MOE Data Report, and the TANF Financial Report) and an annual report (that contains some program characteristics information, certain definitions, information on TANF child care disregards, and information on MOE programs).

The first quarterly reports are due February 14, 2000. However (as we clarified in Policy Announcement 99-1), if a State clearly demonstrates that its failure to submit the first two quarters of data is due to Y2K compliance activities and it submits the missing data by September 30, 2000, it will receive reasonable cause and not be subject to a reporting penalty.

IX. Penalties

To ensure State accountability, the rules have narrowly defined the limited circumstances under which States may demonstrate reasonable cause or receive penalty reductions.

Audits authorized by the Single Audit Act -- and supplemented by other audits, reviews, and other information -- are the primary vehicle for monitoring a State's compliance with several requirements. Another vehicle for monitoring a State's compliance with statutory requirements is analysis of program and financial data.

a. Reduction of Work Penalties Based on Degree of Noncompliance

The statute provides for reductions in the work participation penalty based on the degree of noncompliance.

If a State fails only the two-parent work participation rate, its penalty will be prorated based on the proportion of two-parent cases in the State.

A State will receive a reduction in penalty before the reasonable cause and corrective compliance process if the State achieves a threshold of 50 percent of the applicable participation rate. It will receive an adjustment to the penalty amount based on the degree to which its exceeds this 50-percent threshold standard, whether the State met one or both standards, the amount of any applicable caseload reduction credit, and whether the State has failed rates for more than one year in a row.

b. Reasonable Cause

The general factors a State may use to claim reasonable cause (for those penalties where it is available) are:

natural disasters and other calamities;
federal guidance that provided incorrect information; or
isolated problems of minimal impact.

There are also three specific reasonable cause factors.

1. A State may claim reasonable cause for failing to meet the work participation rate or time-limit requirements based on federally recognized good cause domestic violence waivers (as discussed above).

2. A State may claim reasonable cause for failing to meet its work participation rates based on alternative services provided to refugees (under a Fish-Wilson demonstration project).

3. A State may claim reasonable cause for failing to meet reporting requirements for the first two quarters of FY 2000 if it can clearly demonstrate that its failure was due to Y2K compliance activities and it submits the required data for those two quarters by September 30, 2000.

The Secretary has discretion to grant reasonable cause in other circumstances.

c. Corrective Compliance

For a number of the penalties, if a State does not demonstrate that it had reasonable cause, it may enter into a corrective compliance plan that will correct or discontinue a violation, in order to avoid the penalty. A State will not receive a penalty if it completely corrects or discontinues the violation within the period covered by the plan.

For failing to meet a work participation rate or to comply with the five-year limit, a State must achieve compliance by the end of the first year that ends at least six months after receipt of the plan. The State may negotiate the compliance period for the other penalties.

To receive a reduced penalty under corrective compliance, the State must demonstrate that it met one or both of the following conditions:

> the State made substantial progress towards correcting or discontinuing the violation (for work participation, a State must reduce by 50 percent the difference between the participation rate it achieved in the year for which it is subject to a penalty and the rate applicable during the penalty year; or
>
> the State's failure to comply fully was attributable to either a natural disaster or regional recession.

d. Using Flexibility To Avoid Program Requirements

Although we do not believe States will use statutory flexibility to avoid program requirements for children and families, we will monitor State policies to insure that States do not:

- divert families to a separate State program in order to avoid the work participation rates or divert the federal share of child support collections; or

- convert cases to child-only cases to avoid the work participation rates, time limits, or other TANF program requirements.

X. Expected Effect of the Final Rule

With the issuance of the final rule, States can better assess the implications of some of the program and funding options available to them and move forward on the implementation of additional welfare reform initiatives. The final rules should reduce any hesitancy States may have felt about undertaking creative new initiatives. Thus, the rules should also facilitate new investments in services for needy families.

TANF Spending Guide

To facilitate understanding of the spending rules and broader understanding about the spending options available to States, we developed a guide on use of funds. This publication, "Helping Families Achieve Self –Sufficiency: A Guide on Funding Services for Children and Families through the TANF Program," available at http://www.acf.dhhs.gov/programs/ofa/funds2.htm provides examples of how States may use their federal or State funds in support of families. For example, States may use TANF funding for substance abuse, mental health, domestic violence or other new initiatives to better support needy families; to provide employment or training services to custodial or non custodial parents; to provide a broad range of activities designed to prevent teen pregnancy or out-of-wedlock births; or to provide parenting skills and counseling to promote two-parent families.

After the final rules take effect, we expect to see improvements in the consistency and completeness of data reporting in some critical program areas, including work participation, MOE programs, expenditures of funds, program characteristics, and eligibility criteria. We also expect to see continued progress in the timeliness of State reporting.

As State data improve and State reporting becomes more timely, we should be able to speed up the processing of these data. That will enable us to determine work participation rates and State penalty liability sooner and submit the annual report to Congress on a more timely basis.

The TANF High Performance Bonus

Congress included a high performance bonus (HPB) provision in the new welfare reform block grant legislation as a way to reward States that are the most successful in achieving the goals and purposes of the TANF program.

The law specifies that the bonus award must be based on a State's performance in the previous year and may not exceed five percent of a State's TANF grant. A total of $1 billion (or an average of $200 million each year) is available in FYs 1999 through 2003. The statute requires DHHS to develop a formula for measuring State performance in consultation with the National Governors' Association and the American Public Human Services Association.

We conducted extensive consultation with the staff of these two organizations as well as staff of the National Conference of State Legislatures and representatives of approximately 30 States as well as other interested parties.

Based on these consultations and the comments we received on draft proposals, we issued program guidance specifying the measures, data sources, and other provisions on which we would base the bonus awards for FY 1999 and FY 2000 (performance years 1998 and 1999).

The bonus awards in FY 1999 and FY 2000 will be based on four work measures and will award funds to the ten States with the highest scores in each measure. The work measures reflect the critical importance of and strong emphasis on employment and self-sufficiency both in the law and in the States' implementation of the law.

The four work measures are: Job Entry, Success in the Work Force (a measure based on job retention and earnings), and improvement from the prior fiscal year in each of these measures. The participation in the HPB is optional and States may select the measures on which they wish to compete. Forty-six States have submitted data to compete for the HPB for FY 1999. We anticipate awarding the FY 1999 bonuses later this year.

The Department has been interested in developing a broader set of measures that more fully reflect the non-work goals of the TANF program but, until recently, had been unable to identify measures for which a reliable data source existed or which did not duplicate other bonus provisions in the law. A Notice of Proposed Rulemaking, however, expected out in the near future, will address these issues.

Out-Of-Wedlock Bonus

One of the purposes of the TANF program is to prevent and reduce the incidence of out-of-wedlock pregnancies. As one part of the TANF program, Congress included a performance bonus entitled "Bonus to Reward Decrease in Illegitimacy Ratio." In enacting this provision, Congress intended to provide greater impetus to State efforts in this area and encourage State creativity in developing effective solutions. The Administration for Children and Families issued final regulations implementing section 403(a)(2) of the Social Security Act that establishes a bonus to reward decreases in out-of-wedlock births on April 14, 1999. As specified in section 403(a)(2) of the Act, we will award up to $100 million annually in each of fiscal years 1999 through 2002. The amount of the bonus for each eligible State in a given year will be $25 million or less.

Child Poverty Rate Rule

Section 413(i) of the Act requires the Department to issue regulations establishing a methodology by which a State will determine the child poverty rate in the State. If the State experiences an increase in its child poverty rate of five percent or more as a result of the TANF program, it must submit and implement a corrective action plan. Pursuant to section 413(i) of the PRWORA, HHS has issued a notice of proposed rule making describing the methodology that each State shall use for determining the child poverty rate in the State. HHS expects to issue a final rule this year.

VI.   CHILD SUPPORT COLLECTIONS

The goal of the nation's child support enforcement program is to ensure that children are supported by both their parents both financially and emotionally. PRWORA provides strong measures for ensuring that children receive this support.

In 1998, the number of child support cases with collections rose to 4.5 million, an increase of 33% from 3.4 million in 1994. As Graph 6:1 shows, in fiscal year 1997, $13.4 billion was collected in child support. In 1998, the State and federal child support enforcement program collected a record $14.46 billion for children, an increase of 68% from 1994, when $9.9 billion was collected and up 80% from 1992 when 8 billion was collected. The Administration's goal is to increase collections to $20 billion a year by the year 2000.

The Office of Child Support Enforcement established a record 1.5 million paternities in 1998, two and a half times the 1994 figure of 676,000 and triple the 1992 figure of 512,000. Much of this success is due to the in-hospital voluntary paternity establishment program begun in 1994 which encourages fathers to acknowledge paternity at the time of the child's birth. This includes over 564,000 paternities established through the in-hospital program, which was a Clinton Administration initiative that pre-dated passage of PRWORA.

A key to improvements in the nation's child support enforcement program is the use of modern automated technology. The new National Directory of New Hires has located 1.2 million delinquent parents during the first year of implementation since its October 1, 1997 launch. The directory, proposed by the President in 1994 and enacted as part of the 1996 welfare reform law, helps track parents across State lines and withhold their wages by enabling child support officials to match records of delinquent parents with wage records from throughout the nation. Approximately one-third of all child support cases involves parents living in different States.

Table 6:1 provides information on TANF Child Support Collections from FY 1994 - FY 1998, and Table 6:2 gives data on the average child support caseload by TANF/Foster Care, Non-TANF, and TANF/Foster Care Arrears Only, FY 1994 - FY 1998. Please note for this table: some States voluntarily report in-hospital information. These numbers include an unknown number of acknowledgements for children in the IV-D caseload. Due to system problems, the number of orders established were inconsistent for fiscal years 1997 and 1998 for the State of Tennessee. Therefore, the total number of orders established do not include those for Tennessee. Table 6:3 provides data on Financial Program Status, FY 1998.

Graphs and Tables:

Table 6:1

PRELIMINARY

Office of Child Support Enforcement

FINANCIAL OVERVIEW FOR FIVE CONSECUTIVE FISCAL YEARS

	1994	1995	1996	1997	1998
TOTAL COLLECTIONS ($000)	$9,850,159	$10,827,167	$12,019,789	$13,363,972	**$14,347,707**
TANF/FC COLLECTIONS	2,549,723	2,689,392	2,855,066	2,842,681	**2,649,930**
State Share	890,717	938,865	1,013,666	1,158,831	**1,089,385**
Federal Share	762,341	821,551	888,258	1,044,288	**960,653**
Payments to TANF/FC Families	457,125	474,428	480,406	157,033	**151,738**
Incentive Payments (estimated)	407,242	399,919	409,142	411,527	**396,388**
Medical Support Payments	32,299	54,629	63,570	70,683	**51,766**
NON-TANF COLLECTIONS	7,300,436	8,137,775	9,164,723	10,521,291	**11,697,777**
TOTAL ADMINISTRATIVE* EXPENDITURES ($000)	$2,556,372	$3,012,385	$3,054,821	$3,431,840	**$3,589,335**
TOTAL PROGRAM SAVINGS	(496,072)	(852,050)	(738,182)	(813,086)	**(1,143,310)**
COST-EFFECTIVENESS RATIOS					
Total/Total	3.85	3.59	3.93	3.90	**4.00**
TANF/FC/Total	1.00	0.89	0.93	0.83	**0.74**
Non-TANF Total	2.86	2.70	3.00	3.07	**3.26**

NOTE: Data for fiscal year 1998 are preliminary. The cost-effectiveness ratio is total collections per dollar of total administrative expenditures, not the cost-effectiveness ratio used to calculate incentives. State and Federal share expenditures are still being calculated.
* 97 & 98 Administrative Expenditure data are estimated.

Table 6:2

PRELIMINARY

Office of Child Support Enforcement
STATISTICAL OVERVIEW FOR FIVE CONSECUTIVE FISCAL YEARS

	1994	1995	1996	1997	1998
TOTAL IV-D CASELOAD	18,609,805	19,162,137	19,318,691	19,057,164	**19,652,195**
TANF/FC Caseload	7,985,983	7,879,725	7,379,629	6,461,877	**5,672,361**
Non-TANF Caseload	8,189,569	8,783,238	9,347,875	9,947,322	**10,957,933**
TANF/FC Arrears Only Caseload	2,434,253	2,499,174	2,591,187	2,647,965	**3,021,901**
TANF/FC and TANF/FC Arrears Only Caseload	10,420,236	10,378,899	9,970,816	9,109,842	**8,694,262**
TOTAL CASES FOR WHICH A COLLECTION WAS MADE	3,403,287	3,727,516	3,952,347	4,207,824	**4,511,389**
TANF/FC Cases	926,214	975,607	939,755	864,709	**789,897**
Non-TANF Cases	2,168,630	2,408,411	2,612,188	2,850,491	**3,070,932**
TANF/FC Arrears Only	308,443	343,498	404,404	492,624	**650,560**
TANF/FC and TANF/FC Arrears Only Caseload	1,234,657	1,319,105	1,340,159	1,357,333	**1,440,457**
TOTAL PERCENTAGE OF CASES WITH COLLECTIONS	18.3	19.5	20.5	22.1	**23.1**
TANF/FC Cases	11.6	12.4	12.7	13.4	**13.9**
Non-TANF Cases	26.5	27.4	27.9	28.7	**28.0**
TANF/FC Arrears Only	12.7	13.7	15.5	18.6	**21.5**
TANF/FC and TANF/FC Arrears Only Caseload	11.8	12.8	13.4	15.1	**17.3**
TOTAL IV-D CASES WITH ORDERS ESTABLISHED	10,429,167	10,972,667	11,413,684	11,006,016	**11,729,975**
TANF/FC Caseload	2,956,224	2,942,789	2,811,063	2,289,902	**2,060,766**
Non-TANF Caseload	5,038,690	5,530,704	5,591,434	6,068,149	**6,647,308**
TANF/FC Arrears Only Caseload	2,434,253	2,499,174	2,591,187	2,647,965	**3,021,901**
TANF/FC and TANF/FC Arrears Only Caseload	5,390,477	5,441,963	5,462,250	4,937,867	**5,082,667**
TOTAL PERCENTAGE OF CASES WITH COLLECTIONS TO CASES WITH ORDERS	32.6	34.0	34.6	38.2	**38.5**
TANF/FC Caseload	31.3	33.2	33.4	38.1	**38.3**
Non-TANF Caseload	43.0	43.6	46.7	47.1	**46.2**
TANF/FC Arrears Only Caseload	12.7	13.7	15.6	18.6	**22.1**
TANF/FC and TANF/FC Arrears Only Caseload	22.9	24.2	24.6	27.5	**28.3**
TOTAL LOCATIONS MADE	4,204,004	4,949,912	5,808,147	6,441,451	**6,557,438**
TOTAL PATERNITIES ESTABLISHED & ACKNOWLEDGED	676,459	932,102	1,058,288	1,294,230	**1,459,266**
Total IV-D Paternities Established	592,048	659,373	733,693	814,136	**844,881**
In-hospital Paternities Acknowledged	84,411	272,729	324,595	480,094	**614,385**
TOTAL SUPPORT ORDERS ESTABLISHED*	1,024,675	1,051,336	1,092,992	1,260,458	**1,139,560**
TOTAL SUPPORT ORDERS ENFORCED OR MODIFIED	5,805,452	6,546,411	7,912,685	9,934,411	**11,907,898**

Table 6:3

PRELIMINARY

Office of Child Support Enforcement
Financial Program Status, FY 1998

States	IV-D COLLECTIONS			
	TOTAL	TANF/FC	NON-TANF	ADMINISTRATIVE* EXPENDITURES
ALABAMA	$172,407,203	$ 15,486,257	$156,920,946	$50,747,000
ALASKA	64,262,422	17,690,635	46,571,787	18,244,000
ARIZONA	144,347,745	20,631,588	123,716,157	54,188,000
ARKANSAS	99,373,428	14,759,855	84,613,573	34,541,000
CALIFORNIA	1,372,354,157	611,023,488	761,330,669	515,391,000
COLORADO	140,311,116	29,957,797	110,353,319	45,083,000
CONNECTICUT	154,373,662	56,903,538	97,470,124	47,853,000
DELAWARE	42,005,824	7,594,950	34,410,874	16,490,000
DISTRICT OF COLUMBIA	32,715,624	4,689,310	28,026,314	16,545,000
FLORIDA	507,112,518	61,624,671	445,487,847	166,882,000
GEORGIA	300,772,452	58,404,611	242,367,841	85,109,000
GUAM	7,251,380	1,465,044	5,786,336	4,215,000
HAWAII	62,314,371	11,577,740	50,736,631	23,961,000
IDAHO	53,778,625	7,873,702	45,904,923	14,561,000
ILLINOIS	300,239,940	80,565,587	219,674,353	119,900,000
INDIANA	227,203,313	38,070,056	189,133,257	41,694,000
IOWA	185,098,729	42,357,762	142,740,967	38,646,000
KANSAS	122,229,999	24,763,992	97,466,007	40,066,000
KENTUCKY	185,549,683	37,785,747	147,763,936	47,620,000
LOUISIANA	170,555,482	21,552,936	149,002,546	42,329,000
MAINE	73,782,781	30,408,557	43,374,224	17,364,000
MARYLAND	357,094,944	31,480,290	325,614,654	82,899,000
MASSACHUSETTS	274,662,473	58,241,894	216,420,579	59,950,000
MICHIGAN	1,151,824,001	150,356,782	1,001,467,219	160,376,000
MINNESOTA	394,670,957	56,176,935	338,494,022	102,461,000
MISSISSIPPI	112,224,456	16,926,840	95,297,616	30,376,000
MISSOURI	286,734,739	58,139,912	228,594,827	85,274,000
MONTANA	36,921,587	7,212,886	29,708,701	11,706,000
NEBRASKA	117,127,490	12,893,075	104,234,415	25,108,000
NEVADA	69,133,221	7,507,939	61,625,282	23,866,000
NEW HAMPSHIRE	60,975,803	8,994,605	51,981,198	13,562,000
NEW JERSEY	581,901,606	77,519,674	504,381,932	125,291,000
NEW MEXICO	37,310,412	9,381,495	27,928,917	23,406,000
NEW YORK	834,476,910	187,613,358	646,863,552	200,763,000
NORTH CAROLINA	311,684,239	51,171,022	260,513,217	108,863,000
NORTH DAKOTA	36,064,761	4,744,083	31,320,678	7,594,000
OHIO	1,151,228,761	102,348,309	1,048,880,452	202,888,000
OKLAHOMA	86,664,599	22,482,608	64,181,991	27,935,000
OREGON	209,181,643	25,003,102	184,178,541	39,516,000
PENNSYLVANIA	1,042,987,090	117,670,354	925,316,736	147,723,000
PUERTO RICO	145,131,794	2,323,558	142,808,236	26,994,000
RHODE ISLAND	41,902,316	19,131,070	22,771,246	10,016,000
SOUTH CAROLINA	153,915,622	20,071,757	133,843,865	32,649,000
SOUTH DAKOTA	34,488,847	5,294,107	29,194,740	5,629,000
TENNESSEE	188,406,296	34,186,587	154,219,709	56,973,000
TEXAS	685,028,480	121,982,308	563,046,172	181,978,000
UTAH	97,013,689	21,261,676	75,752,013	32,059,000
VERMONT	31,712,200	8,554,864	23,157,336	7,557,000
VIRGIN ISLANDS	6,122,511	573,439	5,549,072	2,294,000
VIRGINIA	276,875,539	43,326,488	233,549,051	61,083,000
WASHINGTON	474,432,883	102,533,074	371,899,809	126,830,000
WEST VIRGINIA	109,384,212	13,213,448	96,170,764	24,471,000
WISCONSIN	499,272,091	53,597,331	445,674,760	90,924,000
WYOMING	33,110,055	2,826,930	30,283,125	8,892,000
NATIONWIDE TOTALS	**$14,347,706,681**	**$2,649,929,623**	**$11,697,777,058**	**$3,589,335,000**

NOTE: Data for fiscal year 1998 are preliminary.
*98 Administrative Expenditure data is estimated.

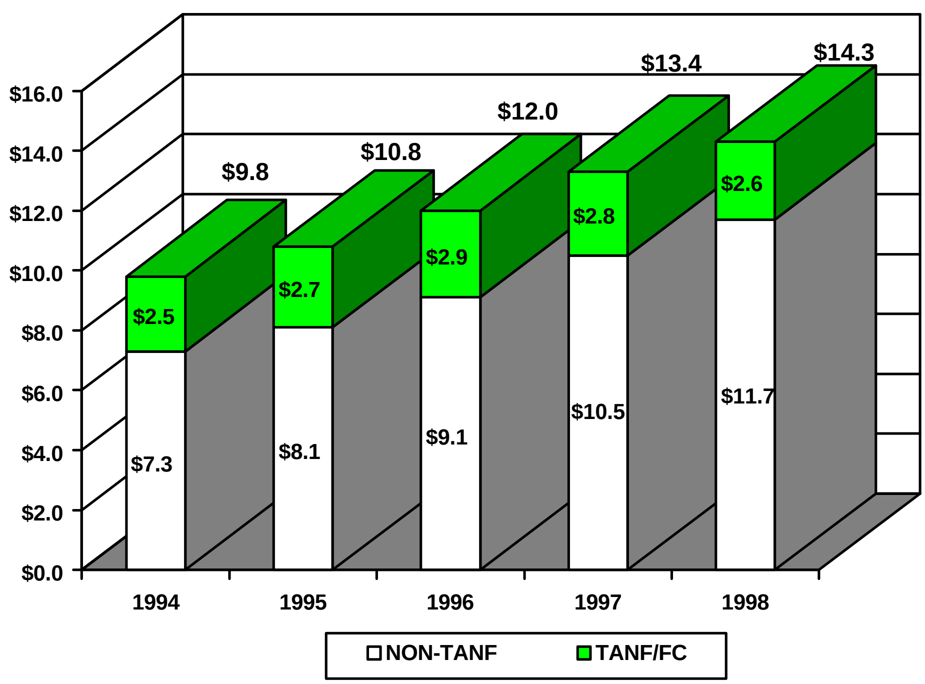
Graph 6:1

Total Child Support Collections, FY 1998

(Preliminary)

Over $14 billion was collected in fiscal year 1998, a 46 percent increase from the $9.8 collected in FY 1994. (Figure 2) During the five-year span, TANF/Foster Care collections increased from $2.5 billion in FY 1994 to $2.6 billion in fiscal year 1998. Non-TANF collections jumped from $7.3 billion in 1994 to $11.7 billion in 1998, a 60 percent increase from 1994 to 1998.

Preliminary Total Collections
(In $Billions)

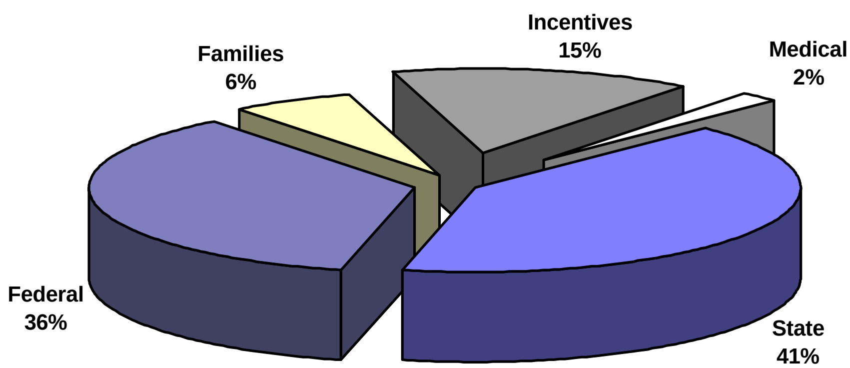


Graph 6:2

TANF/Foster Care Collections

Preliminary TANF/Foster Care collections amounted to $2.6 billion in fiscal year 1998, a decrease of 6.8 percent over the previous year. This decrease is due to the drop in the TANF caseload. The States' share of TANF/Foster Care collections were $1.1 billion, 41 percent of the collections. The Federal share was $960 million or 36 percent. TANF/Foster Care families received $152 million or 6 percent of these payments. States' received $396 million or 15 percent for incentive payments. $52 million or 2 percent were for medical support payments (Figure 3).

Preliminary Distribution of TANF/Foster Care Collections, FY 1998
$2.6 Billion



VII. OUT-OF-WEDLOCK PREGNANCIES AND BIRTHS

One of the purposes of the TANF program is to prevent and reduce the incidence of out-of-wedlock pregnancies. As one part of the TANF program, Congress included a performance bonus entitled "Bonus to Reward Decrease in Illegitimacy Ratio." In enacting this provision, Congress intended to provide greater impetus to State efforts in this area and encourage State creativity in developing effective solutions.

The Administration for Children and Families issued final regulations implementing section 403(a)(2) of the Social Security Act that establishes a bonus to reward decreases in out-of-wedlock births on April 14, 1999. As specified in section 403(a)(2) of the Act, we will award up to $100 million annually, in each of fiscal years 1999 through 2002. The amount of the bonus for each eligible State in a given year will be $25 million or less. For the purposes of this award, States include the 50 States of the United States, the District of Columbia, the Commonwealth of Puerto Rico, Guam, the United States Virgin Islands, and American Samoa. While the criteria for determining bonus eligibility for Guam, the Virgin Islands, and American Samoa are the same as for the States, their eligibility is determined separately and the determination of their bonus amount is different, as specified in the statute in sections 403(a)(2)(B)(ii) (Amount of Grant) and 403(a)(2)(C)(i)(I) (definition of eligible State).

Briefly, ACF will award the bonus as follows:

- ACF will calculate the ratio of out-of-wedlock births to total births for each State for the most recent two-year period for which data are available and for the prior two-year period. To compute these ratios, we will use the vital statistics data compiled annually by the National Center for Health Statistics and based on records submitted by the States.

- For States other than Guam, the Virgin Islands, and American Samoa, ACF will identify the five States that had the largest proportionate decrease in their ratios between the most recent two-year period for which data are available and the prior two-year period. These States are potentially eligible.

- For Guam, the Virgin Islands, and American Samoa, ACF will identify which jurisdictions had a comparable decrease in their ratios (i.e., a decrease at least as large as the smallest decrease among the other qualifying States or a decrease that ranks among the top five decreases when all States and Territories are ranked together). These additional States will also be potentially eligible.

- ACF will notify the potentially eligible States that, to be considered for the bonus, they need to submit data and information on the number of abortions performed in their State for the most recent year and for 1995.

- ACF will determine which of the potentially eligible States also experienced a decrease in their rate of abortions (defined for the purposes of this bonus to be ratio of the abortions to live births) for the most recent calendar year compared to 1995, the base year specified in the Act. These States will receive a bonus award.

We plan to announce the FY 1999 bonus awards in September, 1999.

Data presented below highlight the status of out-of-wedlock births and teen births in the United States. Final data for 1997 indicate that the birth rate for unmarried women aged 15-44 years decreased from 44.8 births per 1,000 women in 1996 to 44.0 in 1997. The actual number of out-of-wedlock births declined very slightly from 1,260,306 in 1996 to 1,257,444 in 1997. Over the same period, the proportion of all births that were out-of-wedlock was unchanged at 32.4.

Approximately 500,000 teenagers give birth each year. Nationally, the birth rate for teenagers continued to decline in 1997, and has now fallen by 16 percent to 52.3 births per 1,000 women aged 15-19 years, compared with 62.1 in 1991. Teenage birth rates by State vary substantially, from 26.9 (Vermont) to 73.7 (Mississippi); the highest rate reported was 106.3 (Guam). Birth rates for teenage subgroups 15-17 and 18-19 years also vary substantially by State.

During the 1991-97 period, teenage birth rates fell in all States and the District of Columbia and the Virgin Islands. Declines ranged from 6 to 32 percent and were statistically significant in all but one State (Rhode Island). Between 1991 and 1997, rates fell by 20.0 percent or more in 10 States and the District of Columbia; declines in five of these States exceeded 25.0 percent. Eleven States registered declines of 16.0 to 19.9 percent, and 18 States registered declines of 12.0 to 15.9 percent. Declines of 5.9 to 11.9 percent were found for 11 States. (The decline for Rhode Island was not statistically significant.)

There has been success in lowering the birth rate for both young and older teens, with rates for those 15-17 years of age down 17 percent between 1991 and 1997 and the rate for those 18 and 19 down 11 percent. Between 1991 and 1997, teen birth rates declined for white, black, American Indian, Asian or Pacific Islander, and Hispanic women ages 15-19. The rate for black teens -- until recently the highest -- experienced the largest decline, down 24 percent from 1991 to 1997 to reach the lowest rate ever reported for blacks.

These recent declines partly reverse the 24 percent rise in teenage birth rate from 1986 to 1991. Despite the recent declines however, the rate for 1997 is still higher than it was during the early to mid-1980's (50-51 per 1,000) when the rate was at its lowest point. The teenage birth rate was substantially higher in the 1950's and early 1960's than it is now. Most teenagers giving birth prior to 1980 were married, whereas most teenagers giving birth recently are unmarried. In 1997, the percent of unmarried teenage mothers aged 15-17 was 87 percent. It is important to note however, that while most teenage births are non-marital, the majority of births to unmarried women are not to teenagers.

Tables:

Table 7:1	**Number, rate and percentage of births to unmarried women: United States, 1980 and 1985-97.**
Table 7:2	**Number and percent of births to unmarried women: United States and each State, 1997, and percent of births to unmarried women**
Table 7:3	**Birth rate per 1,000 unmarried women ages 15 - 44 years for 1990.**

Table 7.1

Number, rate, and percentage of births to unmarried women: United States, 1980 and 1985-97.

Year	Births to unmarried women ^Number	Rate (1)	Percent (2)
1997	1,257,444	44.0	32.4
1996	1,260,306	44.8	32.4
1995	1,253,976	45.1	32.2
1994	1,289,592	46.9	32.6
1993	1,240,172	45.3	31.0
1992	1,224,876	45.2	30.1
1991	1,213,769	45.2	29.5
1990	1,165,384	43.8	28.0
1989	1,094,169	41.6	27.1
1988	1,005,299	38.5	25.7
1987	933,013	36.0	24.5
1986	878,477	34.2	23.4
1985	828,174	32.8	22.0
1980	665,747	29.4	18.4

(1) Births to unmarried women per 1,000 unmarried women aged 15-44 years.
(2) Percent of all births to unmarried women.

Note: In 1990, for 44 States and the District of Columbia, marital status of the mother is reported on the birth certificate; in six States, mother's status is inferred from other information on the birth certificate.

Table 7.2

Number and percent of births to unmarried women: United States and each State, 1997, and percent of births to unmarried women: United States and each State, 1992-97;

[By place of residence. Rates are births to unmarried women per 1,000 unmarried women aged 15-44 years in each State]

	Number	Percent of all births to unmarried women					
State	1997	1997	1996	1995	1994	1993	1992
United States	1,257,444	32.4	32.4	32.2	32.6	31.0	30.1
Alabama	20,635	33.9	33.7	34.5	34.5	33.5	32.6
Alaska	3,048	30.6	31.0	29.9	29.3	28.0	27.4
Arizona	28,495	37.6	38.8	38.2	38.3	37.9	36.2
Arkansas	12,478	34.2	33.9	32.9	32.6	31.7	31.0
California	172,017	32.8	31.4	32.1	35.7	35.3	34.3
Colorado	14,273	25.2	24.8	24.9	25.0	24.8	23.8
Connecticut	14,116	32.7	31.3	30.6	30.5	29.8	28.7
Delaware	3,693	36.0	35.5	34.9	34.7	33.8	32.6
District of Columbia	5,041	63.6	66.1	65.8	68.8	67.8	66.9
Florida	69,285	36.0	35.9	35.8	35.7	35.0	34.2
Georgia	41,879	35.4	35.0	35.2	35.5	35.8	35.0
Hawaii	5,202	29.9	30.3	29.2	28.3	27.2	26.2
Idaho	3,848	20.7	21.3	19.9	18.7	18.7	18.3
Illinois	60,443	33.4	33.7	33.8	34.3	34.1	33.4
Indiana	27,184	32.6	32.3	31.9	31.5	30.8	29.5
Iowa	9,601	26.2	26.3	25.2	24.8	24.6	23.5
Kansas	10,274	27.6	26.9	25.9	26.0	25.9	24.3
Kentucky	15,669	29.5	29.8	28.5	27.6	27.2	26.3
Louisiana	29,011	43.9	43.4	42.4	42.6	42.0	40.2
Maine	4,060	29.7	28.7	27.8	28.2	27.0	25.3
Maryland	23,493	33.5	33.5	33.3	33.7	32.5	30.5
Massachusetts	20,836	25.9	25.5	25.6	26.6	26.4	25.9
Michigan	44,454	33.2	33.8	34.3	35.0	26.0	26.8
Minnesota	16,141	25.0	24.8	23.9	24.0	23.4	23.0
Mississippi	18,859	45.4	45.0	45.3	45.4	44.4	42.9
Missouri	24,516	33.1	33.2	32.1	32.5	32.4	31.5
Montana	3,119	28.7	27.9	26.5	25.5	27.3	26.4
Nebraska	6,021	25.8	24.8	24.3	24.8	23.5	22.6
Nevada	9,555	35.5	42.7	42.0	35.0	34.0	33.3
New Hampshire	3,404	23.8	23.4	22.2	22.1	20.6	19.2
New Jersey	31,738	28.0	28.0	27.6	28.1	27.1	26.4
New Mexico	11,696	43.5	42.1	42.6	41.7	41.4	39.5
New York	90,673	35.2	39.6	37.9	37.6	37.2	34.8
North Carolina	34,468	32.2	32.0	31.4	31.9	32.1	31.3
North Dakota	2,174	26.0	25.1	23.5	23.0	23.0	22.6
Ohio	51,544	33.9	33.1	33.0	32.9	33.0	31.6
Oklahoma	15,660	32.4	30.9	30.5	29.8	29.1	28.4
Oregon	12,631	28.8	29.7	28.9	28.7	28.2	27.0
Pennsylvania	47,234	32.8	32.3	32.4	32.8	32.2	31.6
Rhode Island	4,128	33.1	33.3	31.1	32.1	31.7	29.6
South Carolina	19,857	38.0	37.3	37.4	36.8	36.0	35.5
South Dakota	3,166	31.1	29.5	28.0	27.7	27.7	26.6
Tennessee	25,383	34.1	33.4	33.1	33.4	33.6	32.7
Texas	102,496	30.7	30.4	30.0	28.9	17.0	17.5
Utah	7,145	16.6	16.2	15.7	15.7	15.5	15.1
Vermont	1,726	26.1	26.4	24.9	25.3	24.2	23.4
Virginia	26,908	29.3	28.8	29.3	29.2	29.0	28.3
Washington	21,218	27.1	27.3	26.7	26.0	26.3	25.3
West Virginia	6,495	31.3	31.3	30.5	30.2	29.0	27.7
Wisconsin	18,707	28.1	27.4	27.4	27.2	27.1	26.1
Wyoming	1,747	27.4	27.0	26.4	27.5	25.8	24.0
Puerto Rico	29,345	45.8	44.2	42.7	41.9	40.4	39.3
Virgin Islands	1,368	67.8	64.3	62.5	66.7	67.1	63.2
Guam	2,125	49.3	48.5	46.4	46.6	44.8	41.3
American Samoa	567	34.7	34.0	34.0	31.9	---	---

---Data not available.

Table 7.3

Birth rate per 1,000 unmarried women aged 15-44 years for 1997

By Alphabetical Order		By Rank	
United States	43.8	United States	43.8
Alabama	45.6	New Hampshire	25.5
Alaska	56.7	Vermont	26.4
Arizona	57.5	North Dakota	29.3
Arkansas	50.2	Massachusetts	29.3
California	56.4	Utah	29.7
Colorado	31.1	Minnesota	30.3
Connecticut	35.0	Colorado	31.1
Delaware	41.5	Iowa	31.3
District of Columbia	64.4	Texas	31.4
Florida	48.8	Idaho	31.4
Georgia	50.2	Maine	31.5
Hawaii	42.5	Nebraska	33.2
Idaho	31.4	Rhode Island	33.3
Illinois	47.6	Wisconsin	33.9
Indiana	38.5	New Jersey	33.9
Iowa	31.3	Wyoming	34.1
Kansas	36.3	West Virginia	34.2
Kentucky	35.8	Connecticut	35.0
Louisiana	56.7	Kentucky	35.8
Maine	31.5	Kansas	36.3
Maryland	41.8	Washington	36.6
Massachusetts	29.3	Michigan	37.1
Michigan	37.1	Montana	37.9
Minnesota	30.3	Virginia	38.3
Mississippi	62.0	Oregon	38.5
Missouri	43.6	Indiana	38.5
Montana	37.9	Pennsylvania	38.6
Nebraska	33.2	South Dakota	39.8
Nevada	43.7	Ohio	40.8
New Hampshire	25.5	Oklahoma	41.2
New Jersey	33.9	Delaware	41.5
New Mexico	59.6	Maryland	41.8
New York	44.5	Hawaii	42.5
North Carolina	44.5	Missouri	43.6
North Dakota	29.3	Nevada	43.7
Ohio	40.8	North Carolina	44.5
Oklahoma	41.2	New York	44.5
Oregon	38.5	Tennessee	44.8
Pennsylvania	38.6	Alabama	45.6
Rhode Island	33.3	Illinois	47.6
South Carolina	50.6	Florida	48.8
South Dakota	39.8	Arkansas	50.2
Tennessee	44.8	Georgia	50.2
Texas	31.4	South Carolina	50.6
Utah	29.7	California	56.4
Vermont	26.4	Louisiana	56.7
Virginia	38.3	Alaska	56.7

VIII. INCOME AND CHILD POVERTY

Child Poverty

The child poverty rate, as measured by the Census Bureau's official poverty measure has fallen by 12 percent since 1993, from 22.7 to 19.9 percent. The rate declined from 1993 to 1995; there was no significant change in 1996 and 1997 (see table 8.1).

Child poverty rates vary widely for different demographic groups. In particular, there are significant differences in child poverty rates by marital status and race. A child living in a single parent family is five times more likely to be poor than a child living in a two-parent family. In married, two-parent families about one in ten children are poor (9.5%), whereas half the children living in a female headed, single parent family are poor. Poverty rates for African Americans, and Hispanic Children have fallen dramatically, although the poverty rate for children living in an African American or Hispanic family still is more than twice the rate of children living in a white, non-Hispanic family. Since 1993, the African American poverty rate dropped from 33.1 percent to 26.5 percent – the lowest level on record and the largest four-year drop in more than a quarter century. Last year, the Hispanic poverty rate dropped from 29.4 percent to 27.1 percent – the largest one-year drop since 1978. The child poverty rate declined from 22.7 percent in 1993 to 19.9 percent in 1997, the biggest four-year drop in nearly 30 years. While the poverty rate for white, non-Hispanic children is 16.1%, the poverty rate for African American or Hispanic children is 37% or almost two of every five children.

The official poverty measure is based on a definition of income that includes cash income received by the individual or family. Near cash and non-cash transfers are not included in the income definition nor are subtractions or additions to income made through the tax system. To determine an individual's or family's poverty status the total cash income is compared to a standard of basic needs, the poverty threshold. The poverty threshold varies by the size of the family. In 1997, the poverty threshold for a family of four (2 adults plus 2 children) was $16,276.

The Census Bureau also produces a series of additional definitions of income that incorporate other additions and reductions to income, such as capital gains and losses, near cash transfers, including (e.g. food stamps and housing) and federal and State taxes, including the payroll tax and the Earned Income Tax Credit (EITC).

Using a definition of income that includes near cash government benefits and taxes. Using this expanded definition, the 1997 child poverty rate decreases to 15.6%. The EITC alone (net of other Federal taxes) lifts 1.4 million poor children out of poverty and 4.3 million Americans of all ages.

While the poverty rate indicates the proportion of a population that is poor the poverty gap indicates the income deficit for those in poverty, that is, the amount of income that would be needed to raise all poor families to the poverty line. Table 8:2 displays the poverty gap for families with children from 1990 to 1997 using a pre-transfer measure of the poverty gap, the official measure of poverty and an alternative measure of poverty that includes near-cash transfers and federal and State taxes including the EITC.

Section 413(i) of the Act requires the Department to issue regulations establishing a methodology by which a State will determine the child poverty rate in the State. If the State experiences an increase in its child poverty rate of five percent or more as a result of the TANF program, it must submit and implement a corrective action plan. Pursuant to section 413(i) of the PRWORA, HHS has issued a notice of proposed rule making describing the methodology that each State shall use for determining the child poverty rate in the State. HHS expects to issue a final rule this year.

Income

Income is another central measure of how families are faring under welfare reform. Here results are even more preliminary than for employment and earnings, although better data will be available over time. Most current information relies on administrative records that typically examine family income defined as the total of TANF, Food Stamps and earnings. However, this information does not take into account other sources of income, such as the EITC, child support and Supplemental Security Income (SSI); the income of other household members; in-kind supports such as child care or Medicaid; nor, on the other side of the ledger, the expenses that families incur when they are working. The CPS and some early studies of families leaving welfare are based on household surveys. These surveys along with others in progress ultimately will have this information.

Data from four waiver evaluations in which the welfare reform program succeeded in increasing mandatory work activities, employment and earnings suggest mixed effects on family income, depending on the generosity of benefit levels and earnings disregards. In the two States with both generous benefits and earnings disregards, there were increases in average annual income of $762 for applicants in Iowa, and $1,065 for long term recipients in Minnesota. In Florida, a program that accomplished comparable earnings gains, but had low benefits and generous earnings disregards, raised family income by $289, whereas a fourth program in Indiana that accomplished comparable earnings gains but had low benefits and retained the standard AFDC earnings disregards had no effect on income.

Examination of the Florida findings also suggests that these effects are not uniform across recipients and that higher-skilled recipients may gain income, whereas the income of lower-skilled recipients may decline. In Florida, recipients who had both a high school degree and recent work experience averaged $752 higher average annual income for the three years following entry into a welfare reform program, while those with neither experienced losses of about $485. This gain/decline pattern is consistent with patterns in some earlier leaver studies. For example, a study in Iowa of families that lost their entire benefit because they failed to establish a self-sufficiency plan showed that about 40 percent increased their income, about 50 percent suffered a decrease, and about 10 percent had unchanged income.

CPS data for the period 1993 to 1997 indicate that the average annual income of all female-headed families with children increased, as did employment and earnings as described earlier in this chapter. This measure of income includes both earnings and a broad range of transfer programs. Again, the income increases were unevenly distributed over the period, with larger gains in the 1993 - 1995 period, and across the income distribution. The bottom quintile did not fare as well as the top four fifths, especially in the 1995-1997 period, suggesting preliminarily that we need to be alert to monitoring more disadvantaged families.

Appendices:

Table 8:1

Poverty Rates For All Children For Selected Years, 1979 – 1997

Poverty Rate	1979	1983	1989	1993	1994	1995	1996	1997
Official Measure	**16.4**	**22.3**	**20.1**	**22.7**	**21.8**	**20.8**	**20.5**	**19.9**
Alternative Measure	**13.6**	**21.3**	**18.0**	**20.0**	**18.0**	**16.2**	**16.1**	**15.6**

Table 8:2

Poverty Gap for All Families with Children 1990 – 1997
Official and Alternative Definitions of Income
(In Billions of Dollars)

YEAR	PRE-TRANSFER POVERTY GAP	OFFICIAL POVERTY MEASURE	REDUCTION IN GAP (pretransfer - official)	ALTERNATIVE MEASURE OF POVERTY	REDUCTION IN GAP (pretransfer - alternative)
1990	69.1	41.5	27.6	28.2	40.9
1991	76.3	46.0	30.3	30.1	46.2
1992	78.9	47.8	31.1	32.0	46.9
1993	85.7	51.1	34.6	35.6	50.1
1994	79.8	47.8	32	32.1	47.7
1995	71.5	42.6	28.9	24.9	46.6
1996	71.5	43.9	27.6	25.3	46.2
1997	69.0	43.5	25.5	26.7	42.3

* constant 1997 dollars

Note: The poverty gap calculation includes all families, and related and unrelated sub families with related children under 18. The alternative measure poverty gaps for 1993 and 1994 have been adjusted downward to account for changes in the way the Bureau of the Census reported state income taxes on the micro-data file.

IX. DEMOGRAPHIC AND FINANCIAL CHARACTERISTICS OF TANF FAMILIES

The data described in this chapter provide information on the demographic and financial characteristics of families receiving and exiting from assistance. The data provided are for FY 1998 (October 1997 - September 1998). When comparing data from previous information, please note that this chapter compares FY 1998 data to the data reported in last year's TANF report -- this data was for the first nine months of FY 1997 (October 1996 - June 1997) when all States were required to continue reporting AFDC data irrespective of their TANF implementation status. While 39 States provided TANF data for the last quarter of FY 97 (July – September 1997), we believe the better comparison to be AFDC data for all States.

The information describing the characteristics of TANF families has been central to an understanding of how the population served by AFDC has changed over time. For example, key trends such as the decline in family size and the increasing proportion of children served in the program who were born out-of-wedlock have been identified through this data source. Some key characteristics of TANF families at the outset of the program are described, along with how they compare to the prior year.

The TANF Family

The average monthly number of TANF families was 3,176,000 in FY 1998. The estimated average number of TANF recipients was 8,904,000 of which 2,631,000 (30%) were adults and 6,273,000 (70%) were children. The average monthly number of TANF families decreased in all States and reflects an overall 22 percent decrease from 4,058,000 families in October 1996 - June 1997. During FY 1998, 2,897,000 TANF families stopped receiving assistance (for example, to leave for employment, or the application of a State policy).

About seventy percent of families had only one adult recipient, and five percent included two or more adult recipients. For the 49 States that reported child-only cases, 23.4 percent of TANF families had no adult recipients, up about 0.7 percentage points for the comparable States for the October 1996 - June 1997 period. While the percentage of child-only cases on the welfare rolls has risen steadily since 1988, the rate of increase seems to be slowing in the past 3 years. Even though the overall percentage of child-only cases has continued to increase, the total number of child-only cases has actually declined by about 200,000 since October 1996.

The average number of persons in TANF families was 2.8. The TANF families averaged 2 recipient children, which remained unchanged. Two in five families had only one child. One in ten families had more than three children.

Of TANF families, 98 percent received cash and cash equivalents assistance with the monthly average amount of $358 under the State TANF program. Of such TANF families, 84 percent received Food Stamp assistance, which is consistent with previous levels. Also, almost every TANF family was eligible to receive medical assistance under the State plan approved under title XIX. (See table 9:8 for a list of which States provide medical assistance).
Approximately 18 percent of TANF families had assistance reduced in an average month. Reasons for these reductions in assistance for the reporting month were: sanction (3.8 percent), recoupment

of a prior overpayment (8.2 percent) and other (6.4 percent). "Other" reasons for a reduction in assistance could include receiving a lower benefit based on a State policy to pay families that move from another State at a lower level, or the application of a family cap.

The reasons for TANF cases closing include employment (21.7 percent), State policies (15.5 percent) and sanctions (6.2 percent). However, understanding the reason for case closure is severely limited by the fact that States reported 56.1 percent of all cases that closed did so due to "other" reasons and in some States nearly all case closures were classified as "other." For example, while independent studies of the reason for families leaving welfare typically find that somewhat over half leave as a result of employment, States reported only 21.7 percent of cases closing due to employment, clearly an understatement of the true rate. The final rule of TANF data collection requirements, effective October 1999, provides a detailed reason for case closure classification codes. These data specifications should result in more accurate determination of the reason for families leaving TANF.

TANF Adults

The average age of TANF adult recipients was 30 years. Of TANF adult recipients, 6 percent were teenagers and 19 percent were 40 years of age or older. About 4 percent of TANF adult recipients were teen parents whose child was also a member of the TANF family. Sixteen percent of adult recipients were married and living together.

There was no significant change in the racial composition of TANF families. Three of five TANF adult recipients were members of minority races or ethnic groups. Thirty-seven percent of adult recipients were black, 36 percent were white, and 20 percent were Hispanic, and 1.6 percent were American Indian or Alaska Native.

Most TANF adult recipients were U.S. citizens. Non-citizens residing legally in this country comprised 11 percent of TANF adults.

Employment increased dramatically by about 75 percent among TANF adult recipients. Compared to October 1996 - June 1997, when 13 percent of adult recipients were employed, about 23 percent were employed in FY 1998. Furthermore, the average earnings of those employed rose from about $506 per month to $553, an increase of about 11 percent. Seven percent of adult recipients had unearned income averaging about $229 per month. Forty-five percent of TANF adult recipients were in the labor force, i.e., seeking work but not employed, and almost one third of adult recipients were not in the labor force.

Work participation was mandatory for almost three of every five adult recipients. Of TANF adult recipients, about 8 percent were exempt from the work participation because they were single custodial parents with child under 12 months. Only three percent were exempt because of a sanction or participation in a Tribal Work Program. Nearly 17 percent were exempt from the work participation status because of a good cause exception, e.g., disabled, in poor health, or other. About 12 percent were teen parents who were required to participate in education.

TANF Children

TANF recipient children averaged about 7.7 years of age. Seven percent of recipient children were under 2 years of age, while 35 percent were of preschool age under 6. Only 7 percent of the children were 16 years of age or older.

Most recipient children were children of the head of household in TANF families. Nationally, only 6 percent were grandchildren of the head of household, however there is considerable variation among States.

The racial distribution of TANF recipient children was relatively unchanged in recent years. Black children continued to be the largest group of welfare children, comprising about 41 percent of recipient children. About 29 percent of TANF recipient children were white and 24 percent were Hispanic. The percentage of black children on TANF is up about 2 percentage points with a corresponding 1 percentage point decline in the percentage of white and Hispanic children between October 1996 – June 1997 and FY 1998.

The data described in this chapter provides information on the demographic and financial characteristics of families receiving and exiting from assistance. The data provided are for FY 1998.

Tables:

Table 9:1

PERCENT DISTRIBUTION OF TANF FAMILIES BY NUMBER OF FAMILY MEMBERS OCTOBER 1997 - SEPTEMBER 1998										
	TOTAL	NUMBER OF FAMILY MEMBERS								
STATE	FAMILIES	AVERAGE	1	2	3	4	5	6-10	OVER 10	UNKNOWN
U.S. TOTAL	3,175,646	2.8	13.9	34.3	25.3	14.1	6.6	4.2	0.1	1.6
ALABAMA	23,792	2.5	25.9	31.6	24.1	11.2	4.7	2.5	0.0	0.0
ALASKA	10,210	3.1	7.6	36.4	27.7	13.1	8.0	7.0	0.4	0.0
ARIZONA	40,163	2.7	17.3	35.7	24.2	12.1	6.5	4.1	0.1	0.0
ARKANSAS	13,844	2.4	22.5	40.6	20.9	9.8	3.1	3.2	0.0	0.0
CALIFORNIA	707,062	3.0	10.9	33.6	26.2	16.1	7.4	5.6	0.3	0.0
COLORADO	21,194	2.8	13.3	33.1	26.1	14.6	6.8	4.8	0.0	1.3
CONNECTICUT	47,188	2.7	14.6	36.2	26.1	14.6	5.8	2.7	0.0	0.0
DELAWARE	7,568	2.6	22.6	31.3	23.9	13.5	5.8	2.9	0.0	0.0
DIST. OF COL.	21,263	2.7	13.6	39.5	24.5	14.0	4.5	3.9	0.2	0.0
FLORIDA	111,143	2.5	23.3	34.8	20.5	12.3	5.4	3.7	0.0	0.0
GEORGIA	78,196	2.5	21.8	34.0	23.8	12.4	4.9	3.0	0.0	0.0
GUAM	2,075	3.5	9.9	26.2	21.1	17.4	12.4	12.9	0.2	0.0
HAWAII	17,031	2.8	11.0	38.2	27.5	14.4	5.6	3.2	0.1	0.1
IDAHO	1,860	2.3	28.9	37.0	20.3	9.4	3.3	1.2	0.0	0.0
ILLINOIS	170,917	3.1	6.9	30.1	29.6	17.2	10.8	5.3	0.0	0.0
INDIANA	39,679	2.8	10.6	35.9	28.5	16.1	5.5	3.3	0.1	0.0
IOWA	25,167	2.7	12.7	36.6	27.8	14.7	5.8	2.4	0.0	0.0
KANSAS	13,914	2.6	20.1	33.9	23.7	12.7	5.7	4.0	0.0	0.0
KENTUCKY	52,645	2.5	20.1	37.8	26.4	10.6	3.2	1.8	0.0	0.0
LOUISIANA	47,916	2.9	13.0	32.5	27.0	16.2	7.0	4.3	0.1	0.0
MAINE	15,331	2.6	12.4	40.2	28.5	13.0	4.2	1.6	0.1	0.0
MARYLAND	47,564	2.6	16.3	38.3	24.2	12.1	5.7	3.2	0.1	0.0
MASSACHUSETTS	66,409	2.6	15.5	39.8	25.0	11.3	5.8	2.5	0.0	0.0
MICHIGAN	123,693	2.9	11.6	34.2	26.1	14.0	7.4	5.5	0.0	1.1
MINNESOTA	48,464	3.0	10.2	35.4	25.9	15.1	7.0	6.3	0.4	0.0
MISSISSIPPI	23,631	2.5	23.3	34.6	23.1	11.2	4.1	3.6	0.0	0.0
MISSOURI	60,074	2.8	12.3	37.4	27.4	13.0	5.7	4.0	0.2	0.0
MONTANA	7,275	2.9	13.5	32.8	25.8	15.1	7.9	4.8	0.1	0.0
NEBRASKA	13,374	2.9	10.9	35.1	25.4	15.0	8.5	5.0	0.0	0.0
NEVADA	10,383	3.0	5.9	39.4	27.0	15.7	7.3	4.7	0.1	0.0
NEW HAMPSHIRE	6,295	2.4	18.8	41.5	23.3	11.3	3.9	1.1	0.0	0.0
NEW JERSEY	78,143	2.6	15.4	38.7	26.8	10.7	5.2	2.9	0.0	0.2
NEW MEXICO	21,363	3.0	8.5	32.0	29.3	16.0	8.9	5.4	0.0	0.0
NEW YORK	336,857	2.8	15.1	34.3	25.2	14.2	7.3	3.9	0.1	0.0
NORTH CAROLINA	76,337	2.4	24.9	36.3	22.1	10.7	4.2	1.9	0.0	0.0
NORTH DAKOTA	3,275	3.0	1.7	42.9	29.0	15.2	7.0	4.0	0.3	0.0
OHIO	140,286	2.6	20.2	34.9	23.2	12.7	5.2	3.2	0.0	0.5
OKLAHOMA	24,135	2.7	15.7	33.2	27.7	13.9	5.9	2.7	0.0	0.8
OREGON	18,898	3.7	0.1	23.8	29.7	21.0	12.8	12.5	0.2	0.0
PENNSYLVANIA	134,995	2.9	12.4	33.5	25.5	16.9	7.4	4.4	0.1	0.0
PUERTO RICO	42,201	3.1	5.1	34.9	29.1	17.6	8.5	4.7	0.0	0.0
RHODE ISLAND	19,229	2.9	8.6	37.3	27.5	15.1	7.3	3.7	0.0	0.6
SOUTH CAROLINA	25,293	2.6	20.8	32.6	22.6	14.7	5.8	3.6	0.0	0.0
SOUTH DAKOTA	3,851	2.6	20.8	35.7	20.7	12.3	5.9	4.6	0.1	0.0
TENNESSEE	57,185	2.5	21.9	34.5	24.5	11.6	5.0	2.4	0.0	0.0
TEXAS	145,232	2.8	14.0	36.2	26.4	13.0	6.0	4.4	0.0	0.0
UTAH	10,769	3.1	1.4	38.6	30.5	17.2	8.0	4.2	0.1	0.0
VERMONT	7,366	2.7	9.2	40.2	28.9	14.1	5.4	2.2	0.0	0.0
VIRGIN ISLANDS	1,184	4.0	0.5	19.4	23.9	25.1	16.4	14.1	1.0	0.0
VIRGINIA	42,718	2.4	22.7	37.8	23.2	10.0	4.6	1.6	0.1	0.0
WASHINGTON	77,762	2.7	13.8	39.5	24.1	12.1	6.6	3.8	0.1	0.0
WEST VIRGINIA	17,351	3.2	0.1	33.3	32.6	20.4	9.2	4.1	0.5	0.0
WISCONSIN	14,649	3.2	4.6	33.2	28.3	17.7	8.9	7.2	0.0	0.0
WYOMING	1,247	2.3	26.4	39.3	20.4	8.2	3.1	2.6	0.0	0.0

Table 9:2

PERCENT DISTRIBUTION OF TANF FAMILIES BY NUMBER OF RECIPIENT CHILDREN

OCTOBER 1997 - SEPTEMBER 1998

	TOTAL	NUMBER OF RECIPIENT CHILDREN						
STATE	FAMILIES	AVERAGE	ONE	TWO	THREE	FOUR	5 OR MORE	UNKNOWN
U.S. TOTAL	3,175,646	2.0	42.4	29.6	15.7	6.6	4.0	1.8
ALABAMA	23,792	1.9	43.5	32.3	15.4	5.9	3.0	0.0
ALASKA	10,210	2.0	44.7	29.0	13.6	6.1	5.5	1.1
ARIZONA	40,163	1.3	86.9	0.0	10.7	0.0	0.7	1.7
ARKANSAS	13,844	1.9	44.8	32.0	13.8	5.1	4.1	0.1
CALIFORNIA	707,062	2.1	37.7	31.5	17.7	7.6	4.8	0.7
COLORADO	21,194	2.1	38.6	31.4	16.4	8.2	4.5	1.0
CONNECTICUT	47,188	1.9	45.5	28.3	15.3	5.3	2.4	3.2
DELAWARE	7,568	2.0	41.9	32.1	15.8	6.4	2.7	1.2
DIST. OF COL.	21,263	2.0	46.4	27.5	15.2	6.1	4.2	0.6
FLORIDA	111,143	2.0	46.3	27.1	14.3	6.2	4.0	2.1
GEORGIA	78,196	1.9	45.2	29.6	15.1	6.1	3.2	0.7
GUAM	2,075	2.6	27.0	26.1	22.1	12.4	11.0	1.4
HAWAII	17,031	1.9	44.7	29.5	15.0	5.6	3.8	1.4
IDAHO	1,860	1.6	57.7	26.2	11.6	3.0	1.2	0.4
ILLINOIS	170,917	2.2	33.7	32.4	18.4	10.1	5.4	0.1
INDIANA	39,679	2.0	42.5	30.8	17.2	5.7	3.8	0.0
IOWA	25,167	1.8	47.1	31.0	14.6	4.6	1.9	0.8
KANSAS	13,914	2.0	41.9	30.7	14.2	5.6	3.7	3.9
KENTUCKY	52,645	1.7	50.3	30.9	12.1	3.5	1.8	1.4
LOUISIANA	47,916	2.7	24.0	29.5	22.7	12.2	11.2	0.5
MAINE	15,331	1.8	44.6	32.8	14.0	4.7	1.4	2.5
MARYLAND	47,564	1.9	45.9	27.9	14.2	5.9	3.7	2.5
MASSACHUSETTS	66,409	1.8	47.8	29.5	12.6	5.7	2.5	1.9
MICHIGAN	123,693	2.1	41.0	29.0	15.3	7.2	5.0	2.4
MINNESOTA	48,464	2.1	41.6	28.9	14.8	6.9	5.3	2.5
MISSISSIPPI	23,631	2.0	43.5	28.0	16.4	6.5	4.6	1.1
MISSOURI	60,074	2.0	43.2	31.9	13.9	6.4	4.5	0.1
MONTANA	7,275	2.0	41.5	29.4	16.0	6.1	3.4	3.6
NEBRASKA	13,374	2.1	41.8	29.0	16.6	7.7	4.2	0.7
NEVADA	10,383	1.9	47.0	27.3	14.6	6.2	3.4	1.6
NEW HAMPSHIRE	6,295	1.7	54.3	27.0	11.6	3.8	1.2	2.0
NEW JERSEY	78,143	2.0	43.8	31.8	14.4	6.2	3.7	0.0
NEW MEXICO	21,363	2.1	38.4	31.7	16.6	7.2	4.5	1.6
NEW YORK	336,857	2.0	40.7	29.5	16.2	5.9	3.5	4.2
NORTH CAROLINA	76,337	1.8	51.8	28.2	12.0	4.5	2.6	0.9
NORTH DAKOTA	3,275	2.0	43.8	29.9	14.3	6.3	4.0	1.7
OHIO	140,286	1.9	45.1	28.2	13.7	5.4	3.0	4.6
OKLAHOMA	24,135	1.9	41.5	30.4	14.9	6.1	2.6	4.6
OREGON	18,898	1.8	48.8	29.1	12.5	5.2	2.6	1.8
PENNSYLVANIA	134,995	2.1	38.9	29.5	16.9	7.3	4.2	3.1
PUERTO RICO	42,201	2.1	36.8	29.6	16.6	7.0	4.0	6.1
RHODE ISLAND	19,229	1.7	67.9	0.1	17.0	7.1	1.3	6.7
SOUTH CAROLINA	25,293	2.0	43.2	29.0	16.7	6.3	3.6	1.1
SOUTH DAKOTA	3,851	2.0	45.5	26.8	14.8	7.2	5.1	0.7
TENNESSEE	57,185	1.9	46.0	30.0	13.5	5.3	2.6	2.6
TEXAS	145,232	2.0	43.7	30.7	14.8	6.0	4.1	0.7
UTAH	10,769	2.1	39.7	31.0	16.4	7.6	3.7	1.6
VERMONT	7,366	1.7	48.7	31.1	12.2	3.9	1.2	2.9
VIRGIN ISLANDS	1,184	2.8	5.0	6.0	4.9	2.9	2.9	78.4
VIRGINIA	42,718	1.7	53.0	29.7	11.2	4.0	2.1	0.1
WASHINGTON	77,762	1.8	50.5	27.9	11.9	5.8	2.8	1.0
WEST VIRGINIA	17,351	2.0	39.6	35.4	17.1	6.1	1.8	0.0
WISCONSIN	14,649	2.3	35.6	29.8	17.8	9.1	7.2	0.4
WYOMING	1,247	1.7	50.2	31.1	11.8	3.2	2.0	1.8

Table 9:3

PERCENT DISTRIBUTION OF TANF FAMILIES WITH NO ADULT RECIPIENTS BY NUMBER OF RECIPIENT CHILDREN OCTOBER 1997 - SEPTEMBER 1998										
	TOTAL	NO ADULT		NUMBER OF RECIPIENT CHILDREN						
STATE	FAMILIES	FAMILIES	PERCENT	AVERAGE	ONE	TWO	THREE	FOUR	5 OR MORE	UNKNOWN
U.S. TOTAL	3,089,492	723,891	23.4 %	1.8	51.7	28.5	12.3	4.4	2.5	0.6
ALABAMA	23,792	11,081	46.6	1.7	55.5	27.2	11.1	4.2	2.0	0.0
ALASKA	10,210	1,059	10.4	1.7	63.3	22.3	5.7	5.4	3.2	0.0
ARIZONA	40,163	12,441	31.0	1.2	91.8	0.0	7.8	0.0	0.4	0.0
ARKANSAS	13,844	5,538	40.0	1.8	52.7	28.9	11.3	4.5	2.7	0.0
CALIFORNIA	707,062	180,755	25.6	2.0	39.0	34.5	17.1	6.2	2.7	0.5
COLORADO	21,194	5,835	27.5	1.9	46.6	29.9	15.1	5.9	2.5	0.0
CONNECTICUT	47,188	8,040	17.0	1.5	66.7	20.7	8.9	3.1	0.7	0.0
DELAWARE	7,568	2,488	32.9	1.5	64.8	23.1	8.0	3.2	0.9	0.0
DIST. OF COL.	21,263	2,752	12.9	1.5	65.0	21.7	7.5	3.9	1.4	0.4
FLORIDA	111,143	40,814	36.7	1.7	57.9	26.5	9.4	3.5	2.7	0.0
GEORGIA	78,196	29,208	37.4	1.7	56.7	26.8	11.3	4.0	1.3	0.0
GUAM	2,075	206	9.9	2.2	41.3	28.0	13.6	8.1	9.1	0.0
HAWAII	17,031	2,085	12.2	1.5	66.6	20.2	7.5	3.9	1.5	0.3
IDAHO	1,860	798	42.9	1.5	66.6	24.1	7.6	1.5	0.3	0.0
ILLINOIS	170,917	24,858	14.5	1.9	47.5	31.7	11.5	4.0	5.3	0.0
INDIANA	39,679	4,730	11.9	1.8	57.9	22.1	10.9	4.9	4.1	0.0
IOWA	25,167	4,790	19.0	1.6	63.4	22.9	8.9	2.4	2.2	0.2
KANSAS	13,914	4,256	30.6	1.7	54.1	30.8	9.8	3.1	2.1	0.0
KENTUCKY	52,645	15,697	29.8	1.5	62.6	26.8	7.3	2.6	0.7	0.0
LOUISIANA	47,916	11,985	25.0	2.9	17.5	31.5	23.8	13.2	13.9	0.2
MAINE	15,331	3,135	20.4	1.7	52.3	30.4	11.3	4.1	1.6	0.4
MARYLAND	47,564	10,968	23.1	1.6	59.2	25.7	10.4	1.8	2.6	0.3
MASSACHUSETTS	66,409	15,670	23.6	1.6	57.5	27.7	9.3	3.8	1.7	0.0
MICHIGAN	123,693	21,556	17.4	1.8	55.6	25.0	12.0	4.6	2.9	0.0
MINNESOTA	48,464	6,939	14.3	1.7	56.2	26.7	9.9	4.4	2.0	0.8
MISSISSIPPI	23,631	9,596	40.6	1.8	53.1	25.4	13.4	4.8	2.8	0.5
MISSOURI	60,074	14,134	23.5	1.8	51.8	29.5	9.8	5.6	3.2	0.0
MONTANA	7,275	1,069	14.7	1.6	59.8	23.8	10.3	2.3	2.8	1.0
NEBRASKA	13,374	3,152	23.6	1.8	51.8	28.5	13.3	4.3	1.9	0.2
NEVADA	10,383	3,343	32.2	1.6	59.3	25.5	10.3	3.2	1.8	0.0
NEW HAMPSHIRE	6,295	1,559	24.8	1.4	69.4	20.6	6.6	2.2	0.5	0.7
NEW JERSEY	78,143	16,782	21.5	1.7	52.0	30.0	12.3	3.7	2.0	0.0
NEW MEXICO	21,363	3,248	15.2	1.9	46.6	30.4	13.7	4.7	4.7	0.0
NEW YORK	336,857	51,145	15.2	1.7	54.0	29.9	11.5	2.3	2.2	0.0
NORTH CAROLINA	76,337	27,535	36.1	1.5	65.9	23.4	6.9	2.7	1.1	0.0
NORTH DAKOTA	3,275	734	22.4	1.8	53.5	25.5	9.4	3.4	4.1	4.1
OHIO	140,286	35,417	25.2	1.6	59.8	25.7	9.4	3.5	1.6	0.0
OKLAHOMA	24,135	6,852	28.4	1.7	52.2	25.3	11.5	5.2	1.4	4.3
OREGON	18,898	4,014	21.2	1.6	58.2	27.0	9.6	3.4	1.8	0.0
PENNSYLVANIA	134,995	25,773	19.1	1.7	54.7	27.8	10.5	3.5	2.8	0.7
PUERTO RICO b/										
RHODE ISLAND	19,229	2,529	13.2	1.5	74.8	0.0	11.1	3.3	2.2	8.6
SOUTH CAROLINA	25,293	8,673	34.3	1.6	57.4	27.9	10.0	3.3	1.5	0.0
SOUTH DAKOTA	3,851	1,452	37.7	1.8	53.4	27.6	11.7	4.8	2.5	0.0
TENNESSEE	57,185	17,955	31.4	1.5	61.9	26.2	8.7	2.2	0.9	0.0
TEXAS	145,232	35,747	24.6	1.7	54.1	28.7	11.8	2.9	2.4	0.0
UTAH a/										
VERMONT	7,366	807	11.0	1.5	62.8	26.3	4.5	1.5	1.9	3.0
VIRGIN ISLAND a/										
VIRGINIA	42,718	9,874	23.1	1.5	66.0	24.7	6.0	1.6	1.5	0.2
WASHINGTON	77,762	14,241	18.3	1.5	66.7	22.6	7.0	3.3	0.5	0.0
WEST VIRGINIA a/										
WISCONSIN b/										
WYOMING	1,247	579	46.4	1.6	55.4	32.2	9.4	2.0	0.9	0.1

NOTE: 'a/'=Data not reported. 'b/'=Data reported but not reliable.

Table 9:4

PERCENT DISTRIBUTION OF TANF FAMILIES WITH ONE ADULT RECIPIENT
BY NUMBER OF RECIPIENT CHILDREN
OCTOBER 1997 - SEPTEMBER 1998

STATE	TOTAL FAMILIES	AVERAGE	NUMBER OF RECIPIENT CHILDREN: ONE	TWO	THREE	FOUR	5 OR MORE	UNKNOWN
U.S. TOTAL	2,238,222	2.0	40.5	29.8	16.5	7.0	4.0	2.3
ALABAMA	12,711	2.1	33.0	36.7	19.1	7.3	3.9	0.0
ALASKA	7,565	1.9	46.6	31.4	12.2	5.3	3.0	1.4
ARIZONA	27,074	1.3	84.8	0.0	11.8	0.0	0.9	2.5
ARKANSAS	8,098	2.0	39.8	33.9	15.5	5.5	5.1	0.3
CALIFORNIA	435,399	2.1	40.2	30.1	17.5	7.3	4.1	0.9
COLORADO	14,505	2.2	36.3	32.1	16.5	8.8	5.0	1.4
CONNECTICUT	36,882	1.9	42.0	29.7	16.1	5.6	2.5	4.1
DELAWARE	4,921	2.2	30.9	36.6	19.3	8.1	3.4	1.7
DIST. OF COL.	18,291	2.0	43.8	28.5	16.3	6.2	4.6	0.6
FLORIDA	70,329	2.1	39.6	27.4	17.2	7.7	4.7	3.3
GEORGIA	48,988	2.1	38.4	31.3	17.4	7.4	4.4	1.1
GUAM	1,641	2.6	27.4	27.2	21.7	11.9	10.0	1.8
HAWAII	14,946	2.0	41.6	30.8	16.1	5.9	4.1	1.6
IDAHO	973	1.8	51.0	27.8	14.1	4.4	1.9	0.7
ILLINOIS	140,514	2.3	31.5	32.6	19.5	11.1	5.3	0.1
INDIANA	33,896	2.0	40.7	31.8	18.0	5.7	3.8	0.0
IOWA	18,660	1.9	44.4	32.8	15.5	4.7	1.7	0.9
KANSAS	9,106	2.1	37.8	30.6	15.4	6.7	4.1	5.5
KENTUCKY	35,756	1.8	45.0	32.9	14.1	3.9	2.2	2.0
LOUISIANA	35,434	2.6	26.4	29.0	22.0	11.8	10.2	0.6
MAINE	11,571	1.8	43.8	33.1	14.3	4.6	1.0	3.2
MARYLAND	36,596	2.0	41.9	28.5	15.4	7.1	4.0	3.1
MASSACHUSETTS	48,970	1.9	45.7	30.1	13.1	6.1	2.3	2.6
MICHIGAN	96,692	2.1	39.1	30.1	15.6	7.3	4.9	3.1
MINNESOTA	36,970	2.0	41.1	29.4	15.2	6.7	4.5	3.1
MISSISSIPPI	14,035	2.2	36.9	29.7	18.4	7.6	5.8	1.5
MISSOURI	45,582	2.1	40.7	32.6	15.1	6.6	4.8	0.2
MONTANA	5,128	1.9	41.1	31.5	15.4	5.6	2.2	4.3
NEBRASKA	9,483	2.1	39.7	29.2	17.2	8.6	4.4	1.0
NEVADA	6,734	2.0	41.6	28.1	16.3	7.5	4.0	2.4
NEW HAMPSHIRE	4,690	1.8	49.6	29.2	13.2	4.3	1.3	2.5
NEW JERSEY	61,361	2.0	41.6	32.3	15.0	6.9	4.2	0.1
NEW MEXICO	15,384	2.0	38.7	32.6	16.2	7.0	3.4	2.0
NEW YORK	273,703	2.0	38.9	29.4	17.0	6.3	3.4	5.0
NORTH CAROLINA	46,397	1.9	44.9	30.4	14.5	5.3	3.4	1.5
NORTH DAKOTA	2,541	2.0	41.1	31.1	15.7	7.2	3.9	1.0
OHIO	98,229	2.0	41.1	28.6	14.8	5.8	3.3	6.3
OKLAHOMA	17,214	2.0	37.2	32.5	16.2	6.4	3.0	4.7
OREGON	13,284	1.8	48.3	29.2	13.1	5.0	2.0	2.4
PENNSYLVANIA	105,996	2.2	35.5	29.7	18.3	8.2	4.5	3.8
PUERTO RICO	2,564	2.1	39.2	31.0	13.7	10.7	5.4	0.0
RHODE ISLAND	15,503	1.7	68.4	0.1	16.9	7.3	1.0	6.2
SOUTH CAROLINA	16,305	2.2	36.1	29.5	20.1	7.9	4.6	1.8
SOUTH DAKOTA	2,399	2.2	40.7	26.3	16.7	8.7	6.6	1.1
TENNESSEE	38,828	2.0	38.6	31.7	15.6	6.8	3.5	3.7
TEXAS	104,025	2.0	41.1	31.5	15.5	6.4	4.6	1.0
UTAH	10,610	2.0	40.0	30.8	16.4	7.5	3.7	1.5
VERMONT	5,771	1.7	48.5	31.6	12.3	3.8	0.9	2.9
VIRGIN ISLANDS	1,180	2.8	5.0	6.0	4.9	2.9	2.9	78.3
VIRGINIA	32,023	1.8	49.4	31.3	12.3	4.7	2.3	0.1
WASHINGTON	54,898	1.8	49.9	29.1	11.6	5.6	2.3	1.5
WEST VIRGINIA	14,029	1.9	42.7	34.8	15.9	5.4	1.3	0.0
WISCONSIN	13,172	2.3	34.5	30.1	18.5	9.1	7.3	0.5
WYOMING	663	1.9	45.8	30.0	13.7	4.3	3.0	3.2

Table 9:5

PERCENT DISTRIBUTION OF TANF FAMILIES WITH TWO OR MORE ADULT RECIPIENTS
BY NUMBER OF RECIPIENT CHILDREN
OCTOBER 1997 - SEPTEMBER 1998

	TOTAL	NUMBER OF RECIPIENT CHILDREN						
STATE	FAMILIES	AVERAGE	ONE	TWO	THREE	FOUR	5 OR MORE	UNKNOWN
U.S. TOTAL	172,547	2.6	24.6	31.4	20.7	11.5	10.9	0.8
ALABAMA	0							
ALASKA	1,586	2.9	22.9	22.2	25.3	10.7	18.5	0.4
ARIZONA	648	1.4	81.5	0.0	18.5	0.0	0.0	0.0
ARKANSAS	209	2.1	31.1	41.7	16.7	6.1	4.4	0.0
CALIFORNIA	90,908	2.7	23.0	32.4	19.8	11.6	12.6	0.6
COLORADO	854	2.6	22.2	30.0	24.7	13.8	8.9	0.4
CONNECTICUT	2,266	2.4	27.6	32.1	24.4	9.1	6.2	0.5
DELAWARE	158	2.3	25.2	34.5	29.5	2.1	6.6	2.0
DIST. OF COL.	220	2.9	28.9	16.4	21.1	23.4	10.1	0.0
FLORIDA	0							
GEORGIA	0							
GUAM	229	3.4	11.6	16.3	32.1	20.0	19.7	0.3
HAWAII	0							
IDAHO	90	1.7	51.8	26.8	19.3	1.0	1.1	0.0
ILLINOIS	5,545	2.5	26.9	29.8	22.5	12.2	8.6	0.0
INDIANA	1,053	2.1	30.9	39.7	20.4	7.5	1.6	0.0
IOWA	1,716	2.2	31.0	34.4	20.5	10.4	3.1	0.6
KANSAS	552	2.6	16.4	32.3	27.5	7.9	8.6	7.3
KENTUCKY	1,192	1.9	49.9	23.2	16.1	5.4	3.6	1.7
LOUISIANA	497	3.0	8.1	19.9	44.0	16.0	12.0	0.0
MAINE	625	2.4	22.0	39.3	22.5	10.0	6.2	0.0
MARYLAND	0							
MASSACHUSETTS	1,769	2.8	20.8	28.4	27.1	11.0	12.7	0.0
MICHIGAN	5,445	3.0	18.4	25.8	23.0	16.5	15.6	0.6
MINNESOTA	4,555	2.9	23.7	27.8	18.8	12.2	17.0	0.6
MISSISSIPPI	0							
MISSOURI	358	2.4	26.6	31.3	25.9	10.7	5.6	0.0
MONTANA	1,078	2.6	25.6	24.5	24.6	12.7	9.3	3.3
NEBRASKA	739	2.7	25.3	29.6	23.3	9.7	11.9	0.3
NEVADA	306	2.4	30.0	30.0	23.0	10.0	7.0	0.0
NEW HAMPSHIRE	45	2.5	27.4	27.9	22.6	5.4	10.5	6.1
NEW JERSEY	0							
NEW MEXICO	2,731	2.6	26.7	28.0	22.6	11.4	10.0	1.3
NEW YORK	12,008	2.8	24.0	30.7	20.2	11.4	12.0	1.8
NORTH CAROLINA	2,405	2.4	25.1	39.9	20.3	8.2	6.1	0.5
NORTH DAKOTA	0							
OHIO	6,639	2.4	25.2	35.8	20.5	9.3	6.7	2.5
OKLAHOMA	69	2.0	29.2	28.2	28.3	0.0	0.0	14.3
OREGON	1,600	2.5	29.3	34.2	14.7	11.7	9.1	1.0
PENNSYLVANIA	3,227	2.4	25.6	37.2	20.9	10.6	5.6	0.0
PUERTO RICO	0							
RHODE ISLAND	1,197	2.2	46.3	0.0	30.2	11.6	2.7	9.3
SOUTH CAROLINA	315	2.6	22.0	33.1	26.1	8.5	9.7	0.6
SOUTH DAKOTA	0							
TENNESSEE	402	1.8	41.2	29.4	23.5	0.0	0.0	5.9
TEXAS	5,460	2.5	25.8	28.5	21.6	17.8	5.1	1.2
UTAH	159	2.5	16.1	45.2	16.0	16.2	3.3	3.2
VERMONT	788	2.1	35.4	32.7	19.7	6.8	2.3	3.0
VIRGIN ISLANDS	0							
VIRGINIA	822	2.1	36.5	27.1	29.6	4.5	2.3	0.0
WASHINGTON	8,623	2.6	27.8	29.5	21.6	11.0	10.0	0.0
WEST VIRGINIA	3,294	2.3	26.2	38.3	22.3	9.3	3.8	0.0
WISCONSIN	160	3.1	27.0	22.7	10.1	22.7	17.5	0.0
WYOMING	5	2.4	18.0	36.6	36.6	8.7	0.0	0.0

SOURCE: NATIONAL EMERGENCY TANF DATAFILE AS OF 5/28/1999

Table 9:6

PERCENT DISTRIBUTION OF TANF FAMILIES BY RACE OCTOBER 1997 - SEPTEMBER 1998								
STATE	TOTAL FAMILIES	WHITE	BLACK	HISPANIC	AMERICAN NATIVE	ASIAN	OTHER	UNKNOWN
U.S. TOTAL	3,175,646	32.7	39.0	22.2	1.5	3.4	0.6	0.7
ALABAMA	23,792	25.0	74.3	0.3	0.1	0.2	0.0	0.0
ALASKA	10,210	44.9	8.2	4.0	38.0	4.3	0.2	0.4
ARIZONA	40,163	31.6	9.9	38.7	19.1	0.4	0.3	0.0
ARKANSAS	13,844	33.2	65.6	0.3	0.1	0.2	0.5	0.1
CALIFORNIA	707,062	27.0	22.1	40.7	0.3	9.8	0.0	0.1
COLORADO	21,194	42.4	15.8	36.4	1.4	1.4	0.9	1.6
CONNECTICUT	47,188	31.4	32.0	35.5	0.2	0.9	0.0	0.0
DELAWARE	7,568	26.7	64.9	7.5	0.1	0.0	0.5	0.3
DIST. OF COL.	21,263	0.3	98.8	0.6	0.0	0.1	0.0	0.1
FLORIDA	111,143	26.3	52.6	20.2	0.1	0.4	0.4	0.1
GEORGIA	78,196	21.0	77.3	1.1	0.0	0.3	0.0	0.2
GUAM	2,075	2.3	0.2	0.5	0.0	96.4	0.5	0.0
HAWAII	17,031	16.7	1.3	0.7	0.1	50.1	29.2	1.9
IDAHO	1,860	82.6	0.8	10.0	6.2	0.4	0.0	0.0
ILLINOIS	170,917	24.7	63.8	10.3	0.3	0.9	0.0	0.0
INDIANA	39,679	56.7	39.5	3.3	0.0	0.1	0.3	0.0
IOWA	25,167	81.2	13.5	3.0	0.7	0.2	0.6	0.7
KANSAS	13,914	57.7	30.8	7.0	2.1	0.3	0.5	1.6
KENTUCKY	52,645	79.3	19.9	0.3	0.0	0.5	0.0	0.1
LOUISIANA	47,916	14.9	83.9	0.4	0.1	0.6	0.1	0.0
MAINE	15,331	95.4	1.1	0.6	1.7	1.1	0.0	0.1
MARYLAND	47,564	18.7	76.7	0.6	0.4	0.5	0.0	3.1
MASSACHUSETTS	66,409	46.7	17.1	30.7	0.3	5.3	0.0	0.0
MICHIGAN	123,693	44.3	51.1	0.5	0.9	0.7	2.5	0.0
MINNESOTA	48,464	50.4	27.0	5.7	9.3	7.5	0.0	0.2
MISSISSIPPI	23,631	13.0	86.4	0.1	0.1	0.0	0.1	0.2
MISSOURI	60,074	46.4	51.5	1.0	0.1	0.3	0.6	0.1
MONTANA	7,275	52.8	1.6	0.2	44.9	0.2	0.0	0.1
NEBRASKA	13,374	55.9	29.8	8.2	4.1	0.9	1.1	0.1
NEVADA	10,383	49.5	33.7	13.0	2.8	0.9	0.1	0.0
NEW HAMPSHIRE	6,295	70.6	1.3	1.2	0.0	2.2	0.0	24.7
NEW JERSEY	78,143	14.9	56.3	27.7	0.0	0.7	0.3	0.0
NEW MEXICO	21,363	23.9	3.5	54.6	15.6	0.3	2.1	0.0
NEW YORK	336,857	20.1	40.1	35.8	0.2	1.2	0.1	2.4
NORTH CAROLINA	76,337	28.0	64.5	2.9	2.3	0.5	1.9	0.0
NORTH DAKOTA	3,275	40.1	1.5	1.3	55.9	0.3	0.0	0.9
OHIO	140,286	48.2	48.0	2.6	0.2	0.2	0.8	0.1
OKLAHOMA	24,135	48.4	32.9	4.0	13.1	0.4	0.0	1.2
OREGON	18,898	78.2	7.5	8.6	2.3	3.3	0.1	0.0
PENNSYLVANIA	134,995	38.4	48.3	10.4	0.1	2.0	0.7	0.1
PUERTO RICO	42,201	0.0	0.0	94.0	0.0	0.0	0.0	6.0
RHODE ISLAND	19,229	50.0	11.3	20.5	0.3	4.3	0.0	13.5
SOUTH CAROLINA	25,293	22.2	76.8	0.4	0.2	0.3	0.0	0.0
SOUTH DAKOTA	3,851	24.5	0.0	0.0	73.3	0.0	2.1	0.0
TENNESSEE	57,185	37.7	61.5	0.5	0.2	0.0	0.1	0.0
TEXAS	145,232	18.7	30.7	49.6	0.1	0.8	0.0	0.0
UTAH	10,769	72.3	3.1	13.3	9.0	1.7	0.0	0.5
VERMONT	7,366	95.0	1.3	0.2	0.1	0.4	0.0	2.8
VIRGIN ISLANDS	1,184	1.8	98.2	0.0	0.0	0.0	0.0	0.0
VIRGINIA	42,718	31.9	64.5	2.2	0.2	1.2	0.0	0.0
WASHINGTON	77,762	63.5	10.8	11.7	5.0	5.0	3.3	0.7
WEST VIRGINIA	17,351	92.4	7.0	0.1	0.0	0.0	0.4	0.0
WISCONSIN	14,649	15.5	64.5	7.6	1.5	1.1	0.0	9.8
WYOMING	1,247	59.0	3.7	9.9	27.2	0.2	0.0	0.1

SOURCE: NATIONAL EMERGENCY TANF DATAFILE AS OF 5/28/1999

Table 9:7

PERCENT DISTRIBUTION OF TANF FAMILIES BY TYPE OF FAMILY FOR WORK PARTICIPATION OCTOBER 1997 -SEPTEMBER 1998					
STATE	TOTAL FAMILIES	SINGLE-PARENT	TWO-PARENT	NO-PARENT	
U.S. TOTAL	3,175,646	70.5	5.4	23.4	a/
ALABAMA	23,792	53.4	0.0	46.6	
ALASKA	10,210	74.1	15.5	10.4	
ARIZONA	40,163	67.4	1.6	31.0	
ARKANSAS	13,844	58.5	1.5	40.0	
CALIFORNIA	707,062	61.6	12.9	25.6	
COLORADO	21,194	68.4	4.0	27.5	
CONNECTICUT	47,188	78.2	4.8	17.0	
DELAWARE	7,568	65.0	2.1	32.9	
DIST. OF COL.	21,263	86.0	1.0	12.9	
FLORIDA	111,143	63.3	0.0	36.7	
GEORGIA	78,196	62.6	0.0	37.4	
GUAM	2,075	79.1	11.0	9.9	
HAWAII	17,031	87.8	0.0	12.2	
IDAHO	1,860	52.3	4.8	42.9	
ILLINOIS	170,917	82.2	3.2	14.5	
INDIANA	39,679	85.4	2.7	11.9	
IOWA	25,167	74.1	6.8	19.0	
KANSAS	13,914	65.4	4.0	30.6	
KENTUCKY	52,645	67.9	2.3	29.8	
LOUISIANA	47,916	74.0	1.0	25.0	
MAINE	15,331	75.5	4.1	20.4	
MARYLAND	47,564	76.9	0.0	23.1	
MASSACHUSETTS	66,409	73.7	2.7	23.6	
MICHIGAN	123,693	78.2	4.4	17.4	
MINNESOTA	48,464	76.3	9.4	14.3	
MISSISSIPPI	23,631	59.4	0.0	40.6	
MISSOURI	60,074	75.9	0.6	23.5	
MONTANA	7,275	70.5	14.8	14.7	
NEBRASKA	13,374	70.9	5.5	23.6	
NEVADA	10,383	64.9	3.0	32.2	
NEW HAMPSHIRE	6,295	74.5	0.7	24.8	
NEW JERSEY	78,143	78.5	0.0	21.5	
NEW MEXICO	21,363	72.0	12.8	15.2	
NEW YORK	336,857	81.3	3.6	15.2	
NORTH CAROLINA	76,337	60.8	3.2	36.1	
NORTH DAKOTA	3,275	77.6	0.0	22.4	
OHIO	140,286	70.0	4.7	25.2	
OKLAHOMA	24,135	71.3	0.3	28.4	
OREGON	18,898	70.3	8.5	21.2	
PENNSYLVANIA	134,995	78.5	2.4	19.1	
PUERTO RICO	42,201	6.1	0.0		c/
RHODE ISLAND	19,229	80.6	6.2	13.2	
SOUTH CAROLINA	25,293	64.5	1.2	34.3	
SOUTH DAKOTA	3,851	62.3	0.0	37.7	
TENNESSEE	57,185	67.9	0.7	31.4	
TEXAS	145,232	71.6	3.8	24.6	
UTAH	10,769	98.5	1.5		b/
VERMONT	7,366	78.3	10.7	11.0	
VIRGIN ISLANDS	1,184	99.7	0.3		b/
VIRGINIA	42,718	75.0	1.9	23.1	
WASHINGTON	77,762	70.6	11.1	18.3	
WEST VIRGINIA	17,351	80.9	19.0		b/
WISCONSIN	14,649	89.9	1.1		c/
WYOMING	1,247	53.2	0.4	46.4	

NOTE: 'a/'=Excluding Puerto Rico, Utah, Virgin Islands, West Virginia and Wisconsin. 'b/'=Data not reported.
'c/'=Data reported but not reliable.

Table 9:8

PERCENT DISTRIBUTION OF TANF FAMILIES RECEIVING ASSISTANCE OCTOBER 1997 - SEPTEMBER 1998			
		TYPE OF ASSISTANCE	
STATE	TOTAL FAMILIES	MEDICAL ASSISTANCE	FOOD STAMPS
U.S. TOTAL	3,175,646	98.1	83.5
ALABAMA	23,792	99.7	68.8
ALASKA	10,210	99.5	74.5
ARIZONA	40,163	99.5	73.2
ARKANSAS	13,844	99.1	81.1
CALIFORNIA	707,062	100.0	87.0
COLORADO	21,194	95.8	
CONNECTICUT	47,188	100.0	83.9
DELAWARE	7,568	100.0	
DIST. OF COL.	21,263	97.1	81.9
FLORIDA	111,143	100.0	76.2
GEORGIA	78,196	99.9	71.5
GUAM	2,075	100.0	67.3
HAWAII	17,031	100.0	85.8
IDAHO	1,860	98.6	61.2
ILLINOIS	170,917	97.6	86.6
INDIANA	39,679	97.6	99.4
IOWA	25,167	91.9	71.0
KANSAS	13,914	100.0	79.3
KENTUCKY	52,645	100.0	79.9
LOUISIANA	47,916	100.0	83.4
MAINE	15,331	100.0	88.6
MARYLAND	47,564	99.2	83.3
MASSACHUSETTS	66,409	100.0	83.2
MICHIGAN	123,693	100.0	88.6
MINNESOTA	48,464	100.0	
MISSISSIPPI	23,631	99.8	84.2
MISSOURI	60,074	99.8	70.9
MONTANA	7,275	100.0	89.7
NEBRASKA	13,374	100.0	82.8
NEVADA	10,383	99.2	69.3
NEW HAMPSHIRE	6,295	100.0	85.8
NEW JERSEY	78,143	100.0	79.0
NEW MEXICO	21,363	99.7	90.7
NEW YORK	336,857	99.8	93.0
NORTH CAROLINA	76,337	100.0	57.2
NORTH DAKOTA	3,275	100.0	83.1
OHIO	140,286	99.9	
OKLAHOMA	24,135	100.0	71.0
OREGON	18,898	100.0	79.2
PENNSYLVANIA	134,995	100.0	78.7
PUERTO RICO	42,201	17.7	95.6
RHODE ISLAND	19,229	99.4	92.2
SOUTH CAROLINA	25,293	99.6	82.9
SOUTH DAKOTA	3,851	100.0	76.0
TENNESSEE	57,185	100.0	83.2
TEXAS	145,232	91.8	
UTAH	10,769	100.0	92.6
VERMONT	7,366	100.0	91.8
VIRGIN ISLANDS	1,184	92.2	91.9
VIRGINIA	42,718	100.0	68.9
WASHINGTON	77,762	100.0	75.2
WEST VIRGINIA	17,351	98.2	97.0
WISCONSIN	14,649	98.7	82.8
WYOMING	1,247	99.6	73.0

NOTE: 'a/'=Data not reported. 'b/'=Data reported but not reliable.

Table 9:9

TANF FAMILIES RECEIVING CASH ASSISTANCE OCTOBER 1997 - SEPTEMBER 1998				
STATE	TOTAL FAMILIES	CASH ASSISTANCE		AVERAGE AMOUNT
U.S. TOTAL	3,175,646	98.3	% 'a/'	$358.08
ALABAMA	23,792	99.7		139.58
ALASKA	10,210	99.8		669.00
ARIZONA	40,163	94.3		278.76
ARKANSAS	13,844	100.0		166.68
CALIFORNIA	707,062	25.0	'b/'	497.02
COLORADO	21,194	96.1		300.48
CONNECTICUT	47,188	99.8		462.35
DELAWARE	7,568	100.0		270.52
DIST. OF COL.	21,263	99.9		344.48
FLORIDA	111,143	100.0		228.45
GEORGIA	78,196	99.6		236.82
GUAM	2,075	100.0		502.30
HAWAII	17,031	98.9		519.78
IDAHO	1,860	99.9		256.78
ILLINOIS	170,917	97.1		278.84
INDIANA	39,679	85.7		229.34
IOWA	25,167	100.0		329.62
KANSAS	13,914	100.0		296.90
KENTUCKY	52,645	100.0		219.64
LOUISIANA	47,916	98.2		159.13
MAINE	15,331	93.6		367.12
MARYLAND	47,564	99.8		310.60
MASSACHUSETTS	66,409	99.7		504.94
MICHIGAN	123,693	96.8		357.37
MINNESOTA	48,464		'c/'	
MISSISSIPPI	23,631	99.7		101.15
MISSOURI	60,074	100.0		243.68
MONTANA	7,275	99.6		367.84
NEBRASKA	13,374	100.0		323.14
NEVADA	10,383	96.1		288.09
NEW HAMPSHIRE	6,295	99.2		417.12
NEW JERSEY	78,143	99.6		337.61
NEW MEXICO	21,363	100.0		382.99
NEW YORK	336,857	99.6		477.78
NORTH CAROLINA	76,337	99.7		219.56
NORTH DAKOTA	3,275	99.2		338.29
OHIO	140,286	99.6		306.25
OKLAHOMA	24,135	100.0		217.22
OREGON	18,898	96.4		380.99
PENNSYLVANIA	134,995	99.9		363.14
PUERTO RICO	42,201	100.0		98.33
RHODE ISLAND	19,229	98.4		477.20
SOUTH CAROLINA	25,293	99.3		157.60
SOUTH DAKOTA	3,851	100.0		294.23
TENNESSEE	57,185	73.5		169.91
TEXAS	145,232	100.0		164.49
UTAH	10,769	100.0		354.40
VERMONT	7,366	100.0		459.64
VIRGIN ISLANDS	1,184	91.6		323.04
VIRGINIA	42,718	98.4		245.74
WASHINGTON	77,762	99.2		464.08
WEST VIRGINIA	17,351	98.1		237.59
WISCONSIN	14,649	99.2		565.70
WYOMING	1,247	97.7		218.50

NOTE: 'a/'= Excluding California. 'b/'=Data not completed. 'c/'=Data not reported.

Table 9:10

PERCENT DISTRIBUTION OF TANF FAMILIES BY REASON FOR GRANT REDUCTION OCTOBER 1997 - SEPTEMBER 1998				
STATE	TOTAL FAMILIES	SANCTION	ECOUPMENT*	OTHER**
U.S. TOTAL	3,175,646	3.8	8.2	6.4
ALABAMA	23,792	8.4	5.3	0.0
ALASKA	10,210	3.6	1.9	0.0
ARIZONA	40,163	4.0	0.9	5.0
ARKANSAS	13,844	0.1	0.3	0.0
CALIFORNIA	707,062	6.4	7.9	22.9
COLORADO	21,194	3.9	13.8	0.0
CONNECTICUT	47,188	0.0	5.3	0.0
DELAWARE	7,568	10.3	3.5	6.4
DIST. OF COL.	21,263	2.8	4.3	3.1
FLORIDA	111,143	0.0	6.6	0.5
GEORGIA	78,196	0.4	8.5	3.9
GUAM	2,075	0.0	2.8	0.0
HAWAII	17,031	6.1	6.3	0.0
IDAHO	1,860	0.0	0.0	0.7
ILLINOIS	170,917	1.4	9.0	0.1
INDIANA	39,679	0.2	2.7	2.7
IOWA	25,167	3.2	2.2	0.0
KANSAS	13,914	0.0	5.7	0.0
KENTUCKY	52,645	8.7	2.4	0.4
LOUISIANA	47,916	0.2	4.6	3.6
MAINE	15,331	2.2	4.7	0.1
MARYLAND	47,564	0.3	8.6	6.5
MASSACHUSETTS	66,409	0.0	3.5	6.4
MICHIGAN	123,693	4.1	6.7	0.0
MINNESOTA	48,464	0.0	0.0	0.0
MISSISSIPPI	23,631	0.0	2.4	0.0
MISSOURI	60,074	9.9	5.2	0.0
MONTANA	7,275	3.2	0.1	6.4
NEBRASKA	13,374	0.4	3.0	0.0
NEVADA	10,383	3.7	5.8	1.2
NEW HAMPSHIRE	6,295	4.4	0.4	0.0
NEW JERSEY	78,143	4.7	9.9	1.3
NEW MEXICO	21,363	1.2	10.5	0.0
NEW YORK	336,857	8.9	30.4	0.3
NORTH CAROLINA	76,337	1.9	3.1	2.7
NORTH DAKOTA	3,275	12.5	6.8	23.8
OHIO	140,286	0.0	0.0	0.0
OKLAHOMA	24,135	0.0	5.6	0.0
OREGON	18,898	3.5	4.6	0.0
PENNSYLVANIA	134,995	3.1	4.3	0.0
PUERTO RICO	42,201	4.7	3.3	0.0
RHODE ISLAND	19,229	0.6	6.0	30.1
SOUTH CAROLINA	25,293	3.4	8.9	0.0
SOUTH DAKOTA	3,851	0.0	1.9	4.8
TENNESSEE	57,185	0.0	3.8	0.0
TEXAS	145,232	0.0	0.0	0.0
UTAH	10,769	2.2	4.5	0.0
VERMONT	7,366	0.1	3.2	0.0
VIRGIN ISLANDS	1,184	1.4	0.0	0.0
VIRGINIA	42,718	1.7	2.9	5.5
WASHINGTON	77,762	3.8	6.7	13.5
WEST VIRGINIA	17,351	3.1	2.4	0.0
WISCONSIN	14,649	7.4	3.9	0.1
WYOMING	1,247	5.9	5.5	0.0

NOTE: "*"=Recoupment of a prior overpayment.
"**"=Includes reasons such as a reduced benefit because family moved into the State from another States, or because of State's family cap policy.

Table 9:11

PERCENT DISTRIBUTION OF TANF ADULT RECIPIENTS BY AGE GROUP OCTOBER 1997 - SEPTEMBER 1998							
	TOTAL	AGE OF ADULT RECIPIENTS					
STATE	ADULTS	UNDER 20	20-29	30-39	40-49	OVER 49	UNKNOWN
U.S. TOTAL	2,631,142	6.1	41.4	33.8	15.2	3.4	0.0
ALABAMA	12,987	8.3	50.7	28.7	10.5	1.8	0.0
ALASKA	10,873	4.0	37.1	35.6	18.3	5.1	0.0
ARIZONA	29,344	7.6	42.3	33.1	13.7	3.3	0.0
ARKANSAS	8,636	10.1	44.2	29.5	12.3	3.8	0.2
CALIFORNIA	611,799	4.0	33.8	35.8	21.2	5.3	0.1
COLORADO	16,215	6.2	43.7	33.7	13.2	3.2	0.0
CONNECTICUT	41,634	6.9	44.6	34.7	11.6	2.2	0.0
DELAWARE	5,341	7.9	46.4	34.5	9.6	1.6	0.0
DIST. OF COL.	18,931	5.8	42.8	33.1	13.8	4.3	0.2
FLORIDA	70,901	8.0	40.2	33.3	15.2	3.4	0.0
GEORGIA	49,089	5.9	46.5	32.5	12.1	2.9	0.0
GUAM	2,246	7.6	44.9	33.6	12.0	1.9	0.0
HAWAII	15,511	5.2	38.9	36.3	16.0	3.7	0.0
IDAHO	1,153	9.7	43.6	31.9	12.8	2.0	0.0
ILLINOIS	153,321	5.5	46.2	33.7	12.9	1.6	0.1
INDIANA	31,683	6.1	50.4	30.4	11.2	2.0	0.0
IOWA	22,789	5.7	47.2	35.4	10.5	1.2	0.0
KANSAS	10,479	9.4	48.4	28.6	10.9	2.7	0.0
KENTUCKY	38,732	6.0	47.0	33.4	10.9	2.6	0.0
LOUISIANA	36,448	7.0	49.2	30.7	11.0	2.1	0.0
MAINE	13,832	5.8	43.5	36.0	12.6	2.2	0.0
MARYLAND	36,532	6.4	44.6	35.8	10.8	2.5	0.0
MASSACHUSETTS	53,317	7.0	44.3	34.5	11.5	2.6	0.1
MICHIGAN	110,175	6.5	45.5	33.0	12.6	2.4	0.0
MINNESOTA	46,410	8.2	40.6	36.3	11.5	3.4	0.0
MISSISSIPPI	14,054	6.9	49.3	29.3	11.6	2.9	0.0
MISSOURI	46,885	8.1	48.1	30.7	10.7	2.4	0.0
MONTANA	7,544	7.2	41.0	36.5	13.2	2.2	0.0
NEBRASKA	11,131	9.1	46.6	32.1	9.8	2.1	0.3
NEVADA	7,795	6.8	44.0	35.1	12.4	1.7	0.0
NEW HAMPSHIRE	4,919	5.3	45.9	36.5	11.0	1.3	0.0
NEW JERSEY	61,361	5.9	42.4	34.3	13.5	3.8	0.0
NEW MEXICO	21,127	5.9	42.5	33.5	14.8	3.3	0.0
NEW YORK	321,961	4.9	39.5	34.9	17.0	3.7	0.0
NORTH CAROLINA	51,299	8.2	49.0	29.4	10.9	2.5	0.0
NORTH DAKOTA	2,647	7.5	44.4	33.2	12.7	2.1	0.0
OHIO	112,551	11.4	46.6	29.0	11.0	2.0	0.0
OKLAHOMA	17,345	6.8	46.5	33.7	10.9	2.1	0.0
OREGON	16,514	10.5	32.9	34.3	17.7	4.7	0.0
PENNSYLVANIA	120,856	8.7	40.6	35.0	13.2	2.4	0.2
PUERTO RICO	2,822	3.8	26.4	36.8	21.6	11.4	0.0
RHODE ISLAND	18,091	5.4	43.3	34.9	13.6	2.9	0.0
SOUTH CAROLINA	17,193	5.6	46.0	33.5	13.0	1.9	0.0
SOUTH DAKOTA	2,426	6.0	44.8	34.4	13.6	1.3	0.0
TENNESSEE	39,751	7.5	48.3	30.9	11.1	2.1	0.0
TEXAS	116,503	7.8	45.4	28.9	13.9	4.0	0.0
UTAH	11,339	5.8	44.0	33.3	13.8	3.1	0.0
VERMONT	7,646	6.3	42.8	34.9	13.5	2.5	0.0
VIRGIN ISLANDS	257	1.8	44.6	36.6	14.6	2.3	0.0
VIRGINIA	38,634	6.0	40.9	34.1	13.8	4.9	0.2
WASHINGTON	74,002	5.5	40.2	35.9	14.9	3.5	0.0
WEST VIRGINIA	21,670	5.0	42.7	36.7	12.7	2.7	0.2
WISCONSIN	13,703	9.1	49.1	29.9	10.2	1.7	0.0
WYOMING	739	8.9	45.0	31.4	12.4	2.0	0.4

Table 9:12

PERCENT DISTRIBUTION OF TANF ADULT RECIPIENTS BY RACE
OCTOBER 1997 - SEPTEMBER 1998

STATE	TOTAL ADULTS	WHITE	BLACK	HISPANIC	AMERICAN NATIVE	ASIAN	OTHER	UNKNOWN
U.S. TOTAL	2,631,142	35.6	37.1	20.0	1.6	4.6	0.6	0.5
ALABAMA	12,987	24.9	74.3	0.2	0.2	0.4	0.0	0.0
ALASKA	10,873	44.3	6.8	3.8	40.7	3.8	0.2	0.5
ARIZONA	29,344	35.6	9.2	32.5	21.6	0.5	0.5	0.0
ARKANSAS	8,636	30.7	68.2	0.3	0.1	0.3	0.4	0.0
CALIFORNIA	611,799	32.3	20.4	33.6	0.5	13.2	0.0	0.0
COLORADO	16,215	43.3	16.2	35.8	1.0	1.2	1.1	1.3
CONNECTICUT	41,634	31.7	29.7	37.6	0.1	1.0	0.0	0.0
DELAWARE	5,341	29.7	62.4	7.2	0.2	0.0	0.2	0.3
DIST. OF COL.	18,931	0.4	98.7	0.7	0.0	0.2	0.1	0.0
FLORIDA	70,901	25.4	51.6	22.3	0.1	0.4	0.2	0.0
GEORGIA	49,089	18.7	80.3	0.7	0.1	0.3	0.0	0.0
GUAM	2,246	2.7	0.2	0.5	0.0	95.8	0.7	0.0
HAWAII	15,511	17.6	1.3	0.8	0.0	49.6	28.9	1.7
IDAHO	1,153	87.7	0.6	7.7	3.2	0.8	0.0	0.0
ILLINOIS	153,321	27.0	63.1	8.5	0.2	1.2	0.0	0.0
INDIANA	31,683	58.3	37.4	3.7	0.1	0.1	0.4	0.0
IOWA	22,789	83.2	11.5	2.8	0.9	0.3	0.7	0.7
KANSAS	10,479	61.1	28.2	5.5	2.2	0.4	0.6	2.0
KENTUCKY	38,732	79.0	20.0	0.3	0.1	0.5	0.0	0.1
LOUISIANA	36,448	15.6	82.9	0.6	0.1	0.7	0.1	0.0
MAINE	13,832	95.4	1.1	0.6	1.5	1.3	0.0	0.0
MARYLAND	36,532	18.9	76.2	0.4	0.4	0.7	0.0	3.4
MASSACHUSETTS	53,317	46.3	16.0	31.5	0.3	6.0	0.0	0.0
MICHIGAN	110,175	46.2	48.7	0.4	1.3	0.9	2.6	0.0
MINNESOTA	46,410	51.8	25.6	4.8	9.7	8.0	0.0	0.2
MISSISSIPPI	14,054	13.7	86.0	0.1	0.1	0.0	0.1	0.0
MISSOURI	46,885	47.4	50.8	1.0	0.0	0.2	0.6	0.1
MONTANA	7,544	51.1	2.2	0.3	46.1	0.3	0.0	0.0
NEBRASKA	11,131	58.8	27.5	7.2	4.3	1.0	1.2	0.0
NEVADA	7,795	52.7	30.5	13.0	2.6	1.1	0.1	0.0
NEW HAMPSHIRE	4,919	90.3	1.7	1.5	0.0	2.8	0.0	3.7
NEW JERSEY	61,361	14.8	56.3	27.8	0.1	0.7	0.4	0.0
NEW MEXICO	21,127	24.4	3.5	51.5	18.2	0.4	2.2	0.0
NEW YORK	321,961	22.0	38.5	35.4	0.2	1.5	0.1	2.1
NORTH CAROLINA	51,299	30.2	64.4	1.4	1.7	0.6	1.7	0.0
NORTH DAKOTA	2,647	42.3	1.5	1.4	54.5	0.3	0.0	0.0
OHIO	112,551	50.4	45.6	2.7	0.2	0.2	0.9	0.1
OKLAHOMA	17,345	50.3	32.5	3.2	13.6	0.3	0.0	0.0
OREGON	16,514	81.3	7.4	5.5	1.9	3.8	0.2	0.0
PENNSYLVANIA	120,856	39.1	46.2	10.8	0.0	3.0	0.8	0.0
PUERTO RICO	2,822	0.0	0.0	100.0	0.0	0.0	0.0	0.0
RHODE ISLAND	18,091	51.2	12.5	23.4	0.4	5.5	0.0	7.0
SOUTH CAROLINA	17,193	25.4	73.8	0.4	0.2	0.3	0.0	0.0
SOUTH DAKOTA	2,426	25.4	0.0	0.0	72.6	0.0	2.0	0.0
TENNESSEE	39,751	33.5	65.7	0.4	0.2	0.1	0.1	0.0
TEXAS	116,503	19.4	30.0	49.5	0.2	0.9	0.0	0.0
UTAH	11,339	72.1	3.3	13.0	9.0	1.9	0.0	0.8
VERMONT	7,646	95.4	1.4	0.4	0.2	0.3	0.0	2.4
VIRGIN ISLANDS	257	1.8	98.2	0.0	0.0	0.0	0.0	0.0
VIRGINIA	38,634	37.4	58.3	2.4	0.3	1.5	0.0	0.0
WASHINGTON	74,002	67.0	9.3	9.0	4.5	6.0	3.6	0.5
WEST VIRGINIA	21,670	93.3	6.1	0.1	0.0	0.1	0.4	0.0
WISCONSIN	13,703	15.6	66.7	7.6	1.4	0.9	0.0	7.8
WYOMING	739	52.6	2.3	7.1	37.8	0.2	0.0	0.0

Table 9:13

PERCENT DISTRIBUTION OF TANF ADULT RECIPIENTS BY MARITAL STATUS OCTOBER 1997 - SEPTEMBER 1998							
	TOTAL	MARITAL STATUS					
STATE	ADULTS	SINGLE	MARRIED	SEPARATED	WIDOWED	DIVORCED	UNKNOWN
U.S. TOTAL	2,631,142	52.5	16.4	11.7	0.7	8.8	9.9
ALABAMA	12,987	67.0	5.2	16.8	0.5	10.5	0.0
ALASKA	10,873	41.1	27.5	13.7	0.8	15.8	1.2
ARIZONA	29,344	52.4	16.4	14.8	0.7	15.3	0.5
ARKANSAS	8,636	64.7	9.5	11.6	0.9	13.3	0.0
CALIFORNIA	611,799	45.3	31.7	12.1	1.2	9.4	0.3
COLORADO	16,215	47.7	11.6	9.9	0.4	5.7	24.8
CONNECTICUT	41,634	68.0	11.2	14.0	0.5	6.3	0.0
DELAWARE	5,341	72.3	9.6	12.2	0.2	5.6	0.0
DIST. OF COL.	18,931	96.9	2.3	0.6	0.1	0.2	0.0
FLORIDA	70,901	60.9	8.5	16.8	0.7	13.0	0.0
GEORGIA	49,089	10.8	0.2	1.3	0.1	0.9	86.6
GUAM	2,246	37.6	23.7	0.0	0.0	12.4	26.3
HAWAII	15,511	52.8	9.3	21.6	1.1	14.9	0.4
IDAHO	1,153	38.3	21.2	15.6	0.5	24.3	0.0
ILLINOIS	153,321	69.1	11.7	10.5	0.6	8.2	0.0
INDIANA	31,683	53.4	16.6	12.9	0.3	16.8	0.0
IOWA	22,789	51.3	29.5	8.7	0.3	9.9	0.3
KANSAS	10,479	47.4	21.1	14.3	0.4	16.7	0.0
KENTUCKY	38,732	53.9	20.7	14.6	0.8	9.5	0.6
LOUISIANA	36,448	74.5	3.6	8.5	0.5	5.8	7.1
MAINE	13,832	64.6	16.3	6.5	0.2	12.3	0.0
MARYLAND	36,532	77.7	3.2	10.6	0.3	4.4	3.8
MASSACHUSETTS	53,317	69.5	10.9	12.2	1.0	6.5	0.0
MICHIGAN	110,175	63.1	12.9	9.0	0.8	14.2	0.0
MINNESOTA	46,410	55.5	16.6	15.1	0.8	12.0	0.0
MISSISSIPPI	14,054	68.0	5.5	14.7	1.3	10.6	0.0
MISSOURI	46,885	66.0	7.1	13.3	0.4	13.2	0.0
MONTANA	7,544	46.9	26.9	9.9	0.4	15.9	0.0
NEBRASKA	11,131	50.0	25.5	7.1	0.4	11.6	5.5
NEVADA	7,795	61.0	10.6	15.3	0.2	11.7	1.1
NEW HAMPSHIRE	4,919	55.8	12.1	19.7	0.4	11.0	1.0
NEW JERSEY	61,361	75.1	2.7	15.2	0.6	6.4	0.0
NEW MEXICO	21,127	60.5	19.5	10.1	0.8	9.1	0.0
NEW YORK	321,961	61.7	12.5	15.4	1.2	7.0	2.3
NORTH CAROLINA	51,299	0.0	0.0	0.0	0.0	0.0	100.0
NORTH DAKOTA	2,647	52.1	12.6	13.5	0.7	21.2	0.0
OHIO	112,551	61.9	15.9	10.8	0.5	11.0	0.0
OKLAHOMA	17,345	50.9	10.4	24.7	0.6	12.6	0.9
OREGON	16,514	0.0	0.0	0.0	0.0	0.0	100.0
PENNSYLVANIA	120,856	68.4	13.5	9.1	0.2	8.7	0.0
PUERTO RICO	2,822	55.7	29.1	3.3	1.6	4.8	5.4
RHODE ISLAND	18,091	32.4	12.2	9.0	0.1	4.6	41.6
SOUTH CAROLINA	17,193	58.6	8.6	22.8	0.4	9.4	0.1
SOUTH DAKOTA	2,426	56.7	11.3	8.7	0.5	9.2	13.6
TENNESSEE	39,751	60.2	10.1	16.2	0.7	12.8	0.1
TEXAS	116,503	0.0	0.0	0.0	0.0	0.0	100.0
UTAH	11,339	36.1	15.0	23.2	0.8	24.9	0.0
VERMONT	7,646	64.3	10.0	19.2	0.1	6.4	0.0
VIRGIN ISLANDS	257	84.9	3.2	5.1	0.0	6.8	0.0
VIRGINIA	38,634	55.7	22.6	15.5	0.6	5.5	0.0
WASHINGTON	74,002	35.6	24.9	17.4	0.8	14.2	7.1
WEST VIRGINIA	21,670	37.5	31.7	13.0	0.4	17.0	0.5
WISCONSIN	13,703	81.1	4.5	8.2	0.3	5.9	0.0
WYOMING	739	38.9	18.0	12.7	1.0	28.6	0.7

Table 9:14

PERCENT DISTRIBUTION OF TANF ADULT RECIPIENTS RECEIVING FEDERAL DISABILITY BENEFITS OCTOBER 1997 - SEPTEMBER 1998				
STATE	**TOTAL ADULTS**	**YES**	**NO**	**UNKNOWN**
U.S. TOTAL	2,631,142	1.1	93.3	5.5
ALABAMA	12,987	0.4	99.6	0.0
ALASKA	10,873	0.0	0.0	100.0
ARIZONA	29,344	0.5	99.5	0.0
ARKANSAS	8,636	7.2	92.6	0.1
CALIFORNIA	611,799	0.5	99.5	0.0
COLORADO	16,215	1.2	98.8	0.0
CONNECTICUT	41,634	2.3	97.7	0.0
DELAWARE	5,341	1.6	98.4	0.0
DIST. OF COL.	18,931	2.2	96.9	0.9
FLORIDA	70,901	0.4	99.6	0.0
GEORGIA	49,089	0.3	99.7	0.0
GUAM	2,246	0.5	99.5	0.0
HAWAII	15,511	0.3	99.7	0.0
IDAHO	1,153	0.0	100.0	0.0
ILLINOIS	153,321	0.4	98.5	1.1
INDIANA	31,683	13.2	86.8	0.0
IOWA	22,789	0.0	100.0	0.0
KANSAS	10,479	2.8	97.2	0.0
KENTUCKY	38,732	0.6	99.4	0.0
LOUISIANA	36,448	0.0	100.0	0.0
MAINE	13,832	0.5	0.0	99.5
MARYLAND	36,532	1.4	97.2	1.4
MASSACHUSETTS	53,317	1.4	98.6	0.0
MICHIGAN	110,175	0.8	99.1	0.1
MINNESOTA	46,410	0.0	100.0	0.0
MISSISSIPPI	14,054	0.0	100.0	0.0
MISSOURI	46,885	1.9	98.1	0.0
MONTANA	7,544	0.7	99.3	0.0
NEBRASKA	11,131	0.4	99.6	0.0
NEVADA	7,795	1.5	98.4	0.1
NEW HAMPSHIRE	4,919	1.8	98.2	0.0
NEW JERSEY	61,361	0.1	99.9	0.0
NEW MEXICO	21,127	0.5	99.3	0.2
NEW YORK	321,961	1.3	98.7	0.0
NORTH CAROLINA	51,299	0.8	98.9	0.3
NORTH DAKOTA	2,647	0.5	99.5	0.0
OHIO	112,551	3.2	95.5	1.3
OKLAHOMA	17,345	0.2	99.8	0.0
OREGON	16,514	14.0	86.0	0.0
PENNSYLVANIA	120,856	0.0	100.0	0.0
PUERTO RICO	2,822	0.0	100.0	0.0
RHODE ISLAND	18,091	0.5	99.5	0.0
SOUTH CAROLINA	17,193	1.3	98.6	0.1
SOUTH DAKOTA	2,426	0.0	98.9	1.1
TENNESSEE	39,751	0.4	99.6	0.0
TEXAS	116,503	0.0	0.0	100.0
UTAH	11,339	1.4	98.6	0.0
VERMONT	7,646	1.4	98.6	0.0
VIRGIN ISLANDS	257	0.5	96.8	2.8
VIRGINIA	38,634	0.2	99.8	0.0
WASHINGTON	74,002	3.6	95.9	0.5
WEST VIRGINIA	21,670	1.7	96.8	1.5
WISCONSIN	13,703	0.9	99.1	0.0
WYOMING	739	0.2	99.8	0.0

Table 9:15

PERCENT DISTRIBUTION OF TANF ADULT RECIPIENTS BY RELATIONSHIP TO THE HEAD OF HOUSEHOLD OCTOBER 1997 - SEPTEMBER 1998									
		RELATIONSHIP TO HEAD OF HOUSEHOLD							
STATE	TOTAL ADULTS	HEAD OF HOUSEHOLD	SPOUSE	PARENT	CHILD	GRAND-CHILD	OTHER RELATED	UNRELATED	UNKNOWN
U.S. TOTAL	2,631,142	89.2	7.2	0.2	1.7	0.0	0.2	1.2	0.1
ALABAMA	12,987	97.9	1.8	0.0	0.0	0.0	0.0	0.3	0.0
ALASKA	10,873	83.0	10.8	0.0	0.0	0.0	0.2	6.1	0.0
ARIZONA	29,344	93.1	4.5	0.0	0.7	0.1	0.2	1.3	0.0
ARKANSAS	8,636	95.4	3.1	0.3	0.6	0.0	0.2	0.4	0.0
CALIFORNIA	611,799	83.0	14.2	0.6	0.3	0.0	0.2	1.7	0.0
COLORADO	16,215	93.5	5.0	0.0	0.2	0.0	0.0	0.9	0.4
CONNECTICUT	41,634	93.6	5.6	0.0	0.0	0.0	0.2	0.6	0.0
DELAWARE	5,341	92.0	2.4	0.0	0.0	0.0	3.4	2.2	0.0
DIST. OF COL.	18,931	98.6	1.2	0.0	0.1	0.0	0.0	0.0	0.0
FLORIDA	70,901	95.8	2.1	0.1	0.6	0.1	0.1	1.2	0.0
GEORGIA	49,089	63.5	1.0	0.0	33.2	1.1	1.2	0.0	0.0
GUAM	2,246	90.1	9.8	0.0	0.0	0.0	0.0	0.0	0.2
HAWAII	15,511	97.4	2.5	0.0	0.0	0.0	0.0	0.0	0.0
IDAHO	1,153	92.1	6.5	0.0	0.0	0.0	0.0	1.4	0.0
ILLINOIS	153,321	95.5	3.3	0.0	0.0	0.0	0.1	1.1	0.0
INDIANA	31,683	93.4	5.6	0.1	0.2	0.0	0.1	0.6	0.0
IOWA	22,789	85.8	9.9	0.2	0.8	0.0	3.3	0.0	0.0
KANSAS	10,479	90.8	7.2	0.0	0.1	0.0	1.8	0.0	0.0
KENTUCKY	38,732	92.7	6.3	0.0	0.1	0.0	0.2	0.8	0.0
LOUISIANA	36,448	97.9	2.1	0.0	0.0	0.0	0.0	0.0	0.0
MAINE	13,832	89.6	9.2	0.0	0.9	0.0	0.0	0.3	0.0
MARYLAND	36,532	99.5	0.4	0.1	0.0	0.0	0.0	0.0	0.0
MASSACHUSETTS	53,317	94.5	4.0	0.1	0.0	0.0	0.0	1.4	0.0
MICHIGAN	110,175	92.1	5.7	0.0	0.2	0.0	0.0	2.0	0.0
MINNESOTA	46,410	87.8	7.7	0.0	0.1	0.0	0.0	4.2	0.3
MISSISSIPPI	14,054	98.8	1.1	0.1	0.0	0.0	0.0	0.0	0.0
MISSOURI	46,885	96.8	2.6	0.0	0.1	0.0	0.0	0.4	0.0
MONTANA	7,544	80.6	13.7	0.1	1.5	0.0	0.3	3.8	0.0
NEBRASKA	11,131	79.2	10.3	0.6	1.7	0.0	0.3	1.9	6.0
NEVADA	7,795	90.3	5.1	0.2	0.1	0.0	0.3	3.1	0.9
NEW HAMPSHIRE	4,919	96.3	2.7	1.0	0.0	0.0	0.0	0.0	0.0
NEW JERSEY	61,361	98.5	0.4	0.0	0.0	0.0	0.0	1.0	0.0
NEW MEXICO	21,127	82.9	14.5	0.2	0.8	0.0	0.3	1.3	0.0
NEW YORK	321,961	87.6	5.7	0.0	5.4	0.1	0.1	1.0	0.0
NORTH CAROLINA	51,299	92.0	5.0	0.7	1.1	0.1	0.1	1.0	0.2
NORTH DAKOTA	2,647	96.0	4.0	0.0	0.0	0.0	0.0	0.0	0.0
OHIO	112,551	91.5	5.1	0.2	1.6	0.0	0.3	1.4	0.0
OKLAHOMA	17,345	96.8	3.1	0.0	0.0	0.0	0.0	0.1	0.1
OREGON	16,514	89.4	0.0	0.0	0.0	0.0	0.0	0.0	10.6
PENNSYLVANIA	120,856	89.6	4.5	0.0	4.2	0.0	0.0	1.0	0.6
PUERTO RICO	2,822	84.3	12.4	0.0	1.7	0.0	0.6	0.0	1.1
RHODE ISLAND	18,091	91.2	6.0	0.0	0.0	0.0	0.0	2.7	0.0
SOUTH CAROLINA	17,193	95.3	3.9	0.1	0.3	0.0	0.0	0.4	0.0
SOUTH DAKOTA	2,426	97.6	1.8	0.4	0.2	0.0	0.1	0.0	0.0
TENNESSEE	39,751	98.0	1.7	0.0	0.1	0.0	0.0	0.0	0.2
TEXAS	116,503	93.6	6.4	0.0	0.0	0.0	0.0	0.0	0.0
UTAH	11,339	95.0	5.0	0.0	0.0	0.0	0.0	0.0	0.0
VERMONT	7,646	83.7	11.1	0.0	1.1	0.0	0.0	4.1	0.0
VIRGIN ISLANDS	257	96.8	0.5	0.0	2.8	0.0	0.0	0.0	0.0
VIRGINIA	38,634	84.1	10.2	2.1	1.3	0.2	1.8	0.3	0.0
WASHINGTON	74,002	85.7	11.2	0.0	0.0	0.0	0.0	3.0	0.0
WEST VIRGINIA	21,670	79.0	16.5	0.6	1.2	0.0	0.1	2.6	0.0
WISCONSIN	13,703	97.1	0.9	0.0	1.0	0.0	0.0	1.0	0.0
WYOMING	739	88.1	7.0	0.0	0.0	0.0	3.9	1.0	0.0

Table 9:16

PERCENT DISTRIBUTION OF TANF ADULT RECIPIENTS WITH TEEN PARENT STATUS IN THE FAMILY OCTOBER 1997 - SEPTEMBER 1998				
	TOTAL	TEEN PARENT STATUS		
STATE	ADULTS	YES	NO	UNKNOWN
U.S. TOTAL	2,631,142	4.2	95.4	0.4
ALABAMA	12,987	0.1	99.9	0.0
ALASKA	10,873	3.7	96.3	0.0
ARIZONA	29,344	1.0	99.0	0.0
ARKANSAS	8,636	7.9	92.1	0.0
CALIFORNIA	611,799	3.4	96.5	0.0
COLORADO	16,215	0.1	99.9	0.0
CONNECTICUT	41,634	0.3	99.7	0.0
DELAWARE	5,341	8.5	91.5	0.0
DIST. OF COL.	18,931	0.5	98.2	1.4
FLORIDA	70,901	8.1	91.9	0.0
GEORGIA	49,089	5.8	94.2	0.0
GUAM	2,246	0.0	0.0	100.0
HAWAII	15,511	3.7	96.3	0.0
IDAHO	1,153	0.2	99.8	0.0
ILLINOIS	153,321	5.3	93.7	1.0
INDIANA	31,683	5.9	94.1	0.0
IOWA	22,789	2.7	97.3	0.0
KANSAS	10,479	9.0	91.0	0.0
KENTUCKY	38,732	3.0	97.0	0.0
LOUISIANA	36,448	0.0	100.0	0.0
MAINE	13,832	4.7	95.3	0.0
MARYLAND	36,532	6.1	93.7	0.1
MASSACHUSETTS	53,317	7.0	93.0	0.0
MICHIGAN	110,175	7.0	93.0	0.0
MINNESOTA	46,410	5.2	94.8	0.0
MISSISSIPPI	14,054	6.8	93.2	0.0
MISSOURI	46,885	8.1	91.9	0.0
MONTANA	7,544	0.0	100.0	0.0
NEBRASKA	11,131	6.4	93.6	0.0
NEVADA	7,795	2.9	95.4	1.7
NEW HAMPSHIRE	4,919	5.3	94.7	0.0
NEW JERSEY	61,361	5.6	94.4	0.0
NEW MEXICO	21,127	2.6	97.2	0.2
NEW YORK	321,961	1.0	98.8	0.2
NORTH CAROLINA	51,299	0.1	99.9	0.0
NORTH DAKOTA	2,647	7.1	92.9	0.0
OHIO	112,551	6.5	93.5	0.0
OKLAHOMA	17,345	0.2	99.8	0.0
OREGON	16,514	9.2	90.8	0.0
PENNSYLVANIA	120,856	4.0	96.0	0.0
PUERTO RICO	2,822	1.6	86.5	11.9
RHODE ISLAND	18,091	5.6	94.4	0.0
SOUTH CAROLINA	17,193	5.1	94.7	0.2
SOUTH DAKOTA	2,426	6.1	93.9	0.0
TENNESSEE	39,751	3.6	96.4	0.0
TEXAS	116,503	8.6	91.4	0.0
UTAH	11,339	0.0	100.0	0.0
VERMONT	7,646	4.5	95.5	0.0
VIRGIN ISLANDS	257	1.4	95.4	3.2
VIRGINIA	38,634	4.8	95.2	0.0
WASHINGTON	74,002	5.9	89.5	4.6
WEST VIRGINIA	21,670	2.9	93.6	3.5
WISCONSIN	13,703	8.2	91.8	0.0
WYOMING	739	0.2	99.8	0.0

Table 9:17

PERCENT DISTRIBUTION OF TANF ADULT RECIPIENTS BY EDUCATIONAL LEVEL OCTOBER 1997 - SEPTEMBER 1998						
	TOTAL	YEARS OF EDUCATION				
STATE	ADULTS	1-6	7-9	10-11	12 AND OVER	UNKNOWN*
U.S. TOTAL	2,631,142	4.4	11.7	26.5	46.0	11.4
ALABAMA	12,987	0.9	21.4	27.0	50.5	0.2
ALASKA	10,873	0.5	3.3	7.6	24.4	64.2
ARIZONA	29,344	3.8	15.9	24.5	49.8	6.0
ARKANSAS	8,636	0.7	11.2	30.2	56.4	1.5
CALIFORNIA	611,799	10.8	10.1	24.0	50.6	4.5
COLORADO	16,215	1.6	9.3	23.1	46.4	19.7
CONNECTICUT	41,634	2.6	17.2	26.0	52.6	1.6
DELAWARE	5,341	0.0	0.0	0.0	0.0	100.0
DIST. OF COL.	18,931	0.9	12.4	26.2	35.1	25.3
FLORIDA	70,901	2.7	8.2	22.0	26.5	40.6
GEORGIA	49,089	0.9	9.2	15.8	24.5	49.6
GUAM	2,246	32.9	0.4	1.5	5.3	59.9
HAWAII	15,511	4.1	5.0	18.6	72.1	0.2
IDAHO	1,153	0.4	7.4	7.8	17.0	67.5
ILLINOIS	153,321	1.7	3.1	43.4	0.2	51.6
INDIANA	31,683	1.0	15.0	28.2	54.9	1.0
IOWA	22,789	3.2	16.6	3.3	48.1	28.8
KANSAS	10,479	1.0	7.7	16.1	72.6	2.6
KENTUCKY	38,732	1.4	19.5	22.8	33.2	23.1
LOUISIANA	36,448	0.4	12.6	24.2	35.5	27.2
MAINE	13,832	1.1	11.0	17.2	63.1	7.6
MARYLAND	36,532	0.7	4.7	12.7	17.0	64.9
MASSACHUSETTS	53,317	2.5	13.9	26.8	56.1	0.8
MICHIGAN	110,175	1.1	9.0	32.1	56.8	1.1
MINNESOTA	46,410	2.4	8.3	25.2	59.3	4.7
MISSISSIPPI	14,054	1.4	16.2	27.1	54.8	0.5
MISSOURI	46,885	0.8	14.0	33.1	52.0	0.1
MONTANA	7,544	0.3	10.6	21.8	67.0	0.3
NEBRASKA	11,131	0.3	3.7	11.8	58.7	25.6
NEVADA	7,795	1.6	6.4	35.6	37.9	18.5
NEW HAMPSHIRE	4,919	0.3	8.7	12.0	74.9	4.2
NEW JERSEY	61,361	2.7	15.0	29.8	52.1	0.4
NEW MEXICO	21,127	1.9	7.9	31.1	59.0	0.1
NEW YORK	321,961	4.0	14.0	31.0	47.5	3.5
NORTH CAROLINA	51,299	0.8	13.3	24.6	48.7	12.6
NORTH DAKOTA	2,647	1.0	11.1	18.9	68.0	1.0
OHIO	112,551	1.5	11.9	28.6	49.2	8.8
OKLAHOMA	17,345	0.5	11.2	22.2	65.0	1.0
OREGON	16,514	2.4	11.1	23.8	51.4	11.3
PENNSYLVANIA	120,856	2.7	8.1	29.5	58.7	1.0
PUERTO RICO	2,822	10.8	27.2	10.2	29.2	22.7
RHODE ISLAND	18,091	3.7	16.0	21.4	53.9	4.9
SOUTH CAROLINA	17,193	1.1	15.4	29.2	54.0	0.3
SOUTH DAKOTA	2,426	0.0	12.5	22.2	65.0	0.4
TENNESSEE	39,751	1.1	13.9	25.8	38.7	20.5
TEXAS	116,503	6.0	23.0	22.8	45.4	2.8
UTAH	11,339	1.4	8.1	26.6	45.6	18.4
VERMONT	7,646	1.3	12.7	19.8	65.3	0.9
VIRGIN ISLANDS	257	1.8	19.8	27.5	50.8	0.0
VIRGINIA	38,634	3.9	18.9	25.6	48.9	2.7
WASHINGTON	74,002	3.5	10.8	22.4	54.7	8.6
WEST VIRGINIA	21,670	1.7	20.8	22.2	54.7	0.6
WISCONSIN	13,703	1.0	9.5	39.2	27.2	23.0
WYOMING	739	1.9	8.9	17.4	70.4	1.4

NOTE: "*"=Including no formal education.

Table 9:18

PERCENT DISTRIBUTION OF ADULT RECIPIENTS BY CITIZENSHIP STATUS OCTOBER 1997 - SEPTEMBER 1998				
STATE	TOTAL ADULTS	U.S.CITIZEN	NONCITIZEN	UNKNOWN
U.S. TOTAL	2,631,142	88.1	11.0	0.9
ALABAMA	12,987	93.0	0.1	6.9
ALASKA	10,873	96.0	4.0	0.0
ARIZONA	29,344	92.5	7.5	0.0
ARKANSAS	8,636	97.9	0.8	1.3
CALIFORNIA	611,799	72.9	27.0	0.1
COLORADO	16,215	99.4	0.6	0.0
CONNECTICUT	41,634	95.3	4.7	0.0
DELAWARE	5,341	98.8	1.2	0.0
DIST. OF COL.	18,931	99.3	0.7	0.1
FLORIDA	70,901	86.7	13.3	0.0
GEORGIA	49,089	99.2	0.8	0.0
GUAM	2,246	82.9	17.1	0.0
HAWAII	15,511	97.4	2.4	0.1
IDAHO	1,153	92.3	7.7	0.0
ILLINOIS	153,321	97.7	2.3	0.0
INDIANA	31,683	99.1	0.9	0.0
IOWA	22,789	99.5	0.5	0.0
KANSAS	10,479	96.7	3.3	0.0
KENTUCKY	38,732	99.3	0.7	0.1
LOUISIANA	36,448	99.4	0.6	0.0
MAINE	13,832	98.6	1.4	0.0
MARYLAND	36,532	98.7	0.8	0.4
MASSACHUSETTS	53,317	87.2	12.7	0.0
MICHIGAN	110,175	96.1	3.9	0.0
MINNESOTA	46,410	88.3	11.7	0.0
MISSISSIPPI	14,054	100.0	0.0	0.0
MISSOURI	46,885	98.9	0.9	0.1
MONTANA	7,544	98.9	1.1	0.0
NEBRASKA	11,131	63.2	4.3	32.6
NEVADA	7,795	93.2	6.8	0.0
NEW HAMPSHIRE	4,919	97.4	2.6	0.0
NEW JERSEY	61,361	95.4	0.0	4.6
NEW MEXICO	21,127	95.8	3.8	0.4
NEW YORK	321,961	82.4	15.8	1.9
NORTH CAROLINA	51,299	83.2	0.9	15.9
NORTH DAKOTA	2,647	97.3	2.7	0.0
OHIO	112,551	98.6	1.4	0.0
OKLAHOMA	17,345	98.6	0.6	0.8
OREGON a/	16,514			
PENNSYLVANIA	120,856	95.9	4.1	0.0
PUERTO RICO	2,822	96.3	3.2	0.5
RHODE ISLAND	18,091	85.5	14.5	0.0
SOUTH CAROLINA	17,193	99.3	0.5	0.2
SOUTH DAKOTA	2,426	100.0	0.0	0.0
TENNESSEE	39,751	99.3	0.7	0.0
TEXAS	116,503	91.0	9.0	0.0
UTAH	11,339	95.6	4.4	0.0
VERMONT	7,646	98.6	1.4	0.0
VIRGIN ISLANDS	257	93.5	6.5	0.0
VIRGINIA	38,634	96.2	3.8	0.0
WASHINGTON	74,002	87.3	12.7	0.0
WEST VIRGINIA	21,670	99.1	0.2	0.6
WISCONSIN	13,703	99.9	0.0	0.1
WYOMING	739	99.6	0.4	0.0

NOTE: 'a/'=Data not reported.

Table 9:19

PERCENT DISTRIBUTION OF TANF ADULT RECIPIENTS BY WORK EXEMPTION STATUS
OCTOBER 1997 - SEPTEMBER 1998

STATE	TOTAL ADULTS	WORK EXEMPTION STATUS: REQUIRED	CHILD UNDER 12 MONTHS	SANCTIONED/ TRIBAL	DISABLED/ OTHER	TEEN PARENT IN EDUCATION	NOT APPLICABLE	UNKNOWN
U.S. TOTAL	2,631,142	58.3	8.4	3.3	16.8	12.2	0.7	0.2
ALABAMA	12,987	21.3	16.8	11.4	4.6	33.7	12.1	0.0
ALASKA	10,873	71.6	7.2	1.0	4.5	15.2	0.6	0.0
ARIZONA	29,344	24.3	2.1	9.0	0.0	64.6	0.0	0.0
ARKANSAS	8,636	67.7	4.5	0.0	25.9	2.0	0.0	0.0
CALIFORNIA	611,799	42.4	6.9	0.6	31.7	18.5	0.0	0.0
COLORADO	16,215	66.9	10.9	4.2	1.3	14.4	2.3	0.0
CONNECTICUT	41,634	83.6	0.0	3.6	12.8	0.1	0.0	0.0
DELAWARE	5,341	7.2	2.1	35.4	24.3	31.0	0.0	0.0
DIST. OF COL.	18,931	56.6	10.5	0.5	30.1	1.3	0.9	0.1
FLORIDA	70,901	55.5	13.1	8.1	2.0	21.2	0.0	0.0
GEORGIA	49,089	75.6	8.1	0.2	1.1	15.0	0.0	0.0
GUAM	2,246	54.4	24.4	0.0	6.4	14.5	0.0	0.3
HAWAII	15,511	76.0	6.2	2.0	3.8	3.3	8.3	0.3
IDAHO	1,153	76.3	9.1	0.0	0.1	14.6	0.0	0.0
ILLINOIS	153,321	77.8	13.2	1.3	0.0	7.3	0.0	0.3
INDIANA	31,683	36.8	13.3	5.4	34.9	9.4	0.0	0.2
IOWA	22,789	59.2	9.2	2.1	7.7	21.7	0.0	0.0
KANSAS	10,479	51.7	20.6	0.0	22.5	5.2	0.0	0.0
KENTUCKY	38,732	63.3	11.2	4.1	0.7	20.8	0.0	0.0
LOUISIANA	36,448	70.2	13.6	3.7	5.5	7.1	0.0	0.0
MAINE	13,832	48.1	8.4	1.2	5.1	37.3	0.0	0.0
MARYLAND	36,532	63.7	12.6	0.0	17.8	5.9	0.0	0.0
MASSACHUSETTS	53,317	52.6	13.0	0.0	25.4	8.9	0.0	0.1
MICHIGAN	110,175	52.6	8.8	1.5	13.9	23.2	0.0	0.0
MINNESOTA	46,410	70.9	2.6	7.4	13.4	5.7	0.0	0.0
MISSISSIPPI	14,054	63.8	16.7	0.1	19.4	0.0	0.0	0.0
MISSOURI	46,885	67.0	14.9	5.2	10.2	2.7	0.0	0.0
MONTANA	7,544	72.5	0.0	21.4	0.0	1.8	2.0	2.3
NEBRASKA	11,131	80.1	7.9	1.7	10.3	0.0	0.0	0.0
NEVADA	7,795	46.2	13.4	5.1	0.3	5.7	5.4	23.8
NEW HAMPSHIRE	4,919	29.0	10.6	3.1	47.0	10.3	0.0	0.0
NEW JERSEY	61,361	63.8	9.4	3.7	8.7	14.4	0.0	0.0
NEW MEXICO	21,127	73.6	9.7	7.7	7.1	1.4	0.6	0.0
NEW YORK	321,961	62.8	6.0	8.8	15.2	7.3	0.0	0.0
NORTH CAROLINA	51,299	76.6	11.9	6.7	0.0	4.8	0.0	0.0
NORTH DAKOTA	2,647	45.1	13.3	17.5	6.4	14.9	2.9	0.0
OHIO	112,551	79.0	10.8	1.3	0.9	6.4	1.5	0.0
OKLAHOMA	17,345	34.8	15.3	0.0	0.0	41.8	0.0	8.1
OREGON	16,514	82.2	0.0	2.3	13.9	1.5	0.1	0.0
PENNSYLVANIA	120,856	67.0	7.2	2.7	18.1	0.0	4.4	0.6
PUERTO RICO	2,822	52.9	3.3	5.4	14.6	3.8	3.2	16.8
RHODE ISLAND	18,091	82.5	12.8	1.2	1.8	0.0	1.7	0.0
SOUTH CAROLINA	17,193	63.6	9.3	0.3	24.0	2.6	0.0	0.2
SOUTH DAKOTA	2,426	91.1	4.2	1.7	1.5	1.6	0.0	0.0
TENNESSEE	39,751	76.7	0.0	0.5	12.7	10.2	0.0	0.0
TEXAS	116,503	30.4	9.0	5.3	50.6	4.7	0.0	0.0
UTAH	11,339	61.5	17.8	2.8	0.0	16.0	0.0	1.9
VERMONT	7,646	11.7	3.1	0.0	0.0	0.8	84.4	0.0
VIRGIN ISLANDS	257	63.2	0.0	3.7	9.7	4.1	19.3	0.0
VIRGINIA	38,634	80.9	6.0	3.1	8.1	1.9	0.0	0.0
WASHINGTON	74,002	73.1	5.1	2.3	3.4	14.8	1.3	0.0
WEST VIRGINIA	21,670	69.9	5.9	1.1	12.1	7.3	1.7	1.9
WISCONSIN	13,703	28.8	11.8	8.2	3.7	45.9	1.6	0.0
WYOMING	739	51.6	2.0	37.1	9.1	0.2	0.0	0.0

Table 9:20

PERCENT DISTRIBUTION OF TANF ADULT RECIPIENTS BY EMPLOYMENT STATUS OCTOBER 1997 - SEPTEMBER 1998					
		EMPLOYMENT STATUS			
STATE	ADULTS	EMPLOYED	UNEMPLOYED*	NOT IN LABOR FORCE**	UNKNOWN
U.S. TOTAL	2,631,142	22.8	45.0	28.3	4.0
ALABAMA	12,987	23.9	49.4	26.2	0.5
ALASKA	10,873	31.7	68.1	0.2	0.0
ARIZONA	29,344	38.8	5.2	56.1	0.0
ARKANSAS	8,636	13.6	41.4	45.0	0.0
CALIFORNIA	611,799	30.8	29.0	37.5	2.7
COLORADO	16,215	17.3	50.6	29.8	2.3
CONNECTICUT	41,634	49.3	39.7	11.0	0.0
DELAWARE	5,341	22.3	29.7	48.0	0.0
DIST. OF COL.	18,931	2.2	57.7	39.9	0.2
FLORIDA	70,901	28.3	8.0	63.6	0.0
GEORGIA	49,089	12.9	67.5	19.6	0.0
GUAM	2,246	2.3	97.7	0.0	0.0
HAWAII	15,511	24.3	24.6	51.1	0.0
IDAHO	1,153	18.3	45.8	35.9	0.0
ILLINOIS	153,321	25.5	74.5	0.0	0.0
INDIANA	31,683	17.5	49.3	33.1	0.0
IOWA	22,789	29.7	67.7	2.6	0.0
KANSAS	10,479	17.8	48.4	33.9	0.0
KENTUCKY	38,732	15.2	74.1	10.7	0.0
LOUISIANA	36,448	16.5	66.7	16.7	0.0
MAINE	13,832	25.1	61.0	14.0	0.0
MARYLAND	36,532	14.4	9.6	76.0	0.0
MASSACHUSETTS	53,317	20.4	43.2	36.4	0.0
MICHIGAN	110,175	43.8	39.0	17.2	0.0
MINNESOTA	46,410	31.8	68.2	0.0	0.0
MISSISSIPPI	14,054	6.9	58.8	34.3	0.0
MISSOURI	46,885	9.3	40.5	50.2	0.0
MONTANA	7,544	16.8	83.2	0.0	0.0
NEBRASKA	11,131	15.5	84.4	0.0	0.1
NEVADA	7,795	21.5	52.6	24.0	1.9
NEW HAMPSHIRE	4,919	24.3	16.9	58.8	0.0
NEW JERSEY	61,361	11.3	78.5	10.2	0.0
NEW MEXICO	21,127	12.6	1.8	85.6	0.0
NEW YORK	321,961	14.2	64.6	21.1	0.0
NORTH CAROLINA	51,299	13.4	2.1	0.0	84.5
NORTH DAKOTA	2,647	15.6	61.0	6.5	16.9
OHIO	112,551	26.0	67.1	6.9	0.0
OKLAHOMA	17,345	25.2	64.9	9.9	0.0
OREGON	16,514	6.3	93.7	0.0	0.0
PENNSYLVANIA	120,856	22.2	76.8	1.0	0.0
PUERTO RICO	2,822	1.1	15.0	24.4	59.5
RHODE ISLAND	18,091	24.5	56.0	19.5	0.0
SOUTH CAROLINA	17,193	22.7	45.9	31.1	0.2
SOUTH DAKOTA	2,426	14.7	82.2	3.1	0.0
TENNESSEE	39,751	21.5	27.9	50.7	0.0
TEXAS	116,503	3.9	6.7	89.4	0.0
UTAH	11,339	26.4	3.5	39.7	30.5
VERMONT	7,646	27.3	41.8	30.9	0.0
VIRGIN ISLANDS	257	40.5	48.0	11.5	0.0
VIRGINIA	38,634	6.9	9.6	0.3	83.2
WASHINGTON	74,002	26.2	24.6	43.2	5.9
WEST VIRGINIA	21,670	9.0	58.4	26.4	6.2
WISCONSIN	13,703	15.4	84.6	0.0	0.0
WYOMING	739	16.8	83.2	0.0	0.0

NOTE: "*"=unemployed, looking for work. "**"=unemployed, not looking for work (includes discouraged workers).

Table 9:21

STATE	TOTAL ADULTS	ALL INCOME	MONTHLY AVERAGE	EARNED INCOME	MONTHLY AVERAGE	UNEARNED INCOME	MONTHLY AVERAGE
TANF ADULT RECIPIENTS BY TYPE OF NON-TANF INCOME							
OCTOBER 1997 - SEPTEMBER 1998							
U.S. TOTAL	2,631,142	27.0 %	$485.06	20.6 %	$553.11	6.7 %	$228.88
ALABAMA	12,987	10.2	63.86	1.5	91.56	8.9	57.56
ALASKA	10,873	41.7	516.02	30.8	575.71	15.0	254.12
ARIZONA	29,344	[c]		10.1	408.28	[b]	
ARKANSAS	8,636	13.7	424.26	9.7	402.51	4.0	476.37
CALIFORNIA	611,799	32.3	561.01	28.8	584.22	5.0	252.66
COLORADO [a]	16,215						
CONNECTICUT	41,634	55.9	684.93	48.0	655.33	14.4	475.55
DELAWARE	5,341	37.8	519.60	21.7	711.74	20.8	200.90
DIST. OF COL.	18,931	7.8	362.08	2.8	396.85	5.2	335.57
FLORIDA	70,901	22.1	428.71	18.7	472.40	3.7	171.13
GEORGIA	49,089	25.5	283.77	12.9	398.75	14.1	148.53
GUAM	2,246	12.7	262.13	2.8	550.35	10.1	176.15
HAWAII	15,511	28.3	511.43	24.0	555.58	5.4	211.75
IDAHO	1,153	15.1	255.62	12.4	281.48	3.0	119.14
ILLINOIS	153,321	28.4	612.05	26.4	631.74	2.3	306.40
INDIANA	31,683	43.9	568.37	27.5	632.69	18.5	407.41
IOWA	22,789	33.1	527.03	31.0	546.73	2.5	185.87
KANSAS	10,479	[c]		17.7	426.62	[b]	
KENTUCKY	38,732	18.3	355.14	15.2	396.87	3.4	141.52
LOUISIANA	36,448	28.9	366.97	16.4	541.76	13.6	128.19
MAINE	13,832	27.8	537.12	24.6	564.42	3.6	291.33
MARYLAND	36,532	8.0	304.88	7.0	312.54	1.0	228.07
MASSACHUSETTS	53,317	24.9	472.23	21.3	505.28	3.9	254.11
MICHIGAN	110,175	43.9	537.22	40.8	560.79	5.3	144.04
MINNESOTA	46,410	26.7	520.05	25.6	527.02	1.4	275.59
MISSISSIPPI [a]	14,054						
MISSOURI	46,885	12.7	418.37	8.2	459.07	4.8	320.15
MONTANA	7,544	25.0	340.33	16.5	411.59	9.8	175.36
NEBRASKA	11,131	23.6	382.12	15.1	478.83	10.1	179.45
NEVADA	7,795	39.8	409.78	19.3	730.29	24.0	92.22
NEW HAMPSHIRE	4,919	25.8	536.06	18.5	645.62	8.3	232.67
NEW JERSEY	61,361	12.2	536.41	11.2	562.92	0.9	218.83
NEW MEXICO	21,127	29.1	407.51	19.5	502.86	13.2	157.05
NEW YORK	321,961	23.2	369.50	11.0	582.46	14.2	152.92
NORTH CAROLINA	51,299	20.0	369.39	13.2	452.02	7.4	189.93
NORTH DAKOTA	2,647	26.7	395.07	19.3	452.72	8.7	207.41
OHIO	112,551	[c]		23.2	619.54	[a]	
OKLAHOMA	17,345	26.4	553.85	24.9	572.73	1.7	223.58
OREGON	16,514	11.9	362.35	10.3	414.54	1.7	21.03
PENNSYLVANIA	120,856	23.7	509.78	21.2	531.86	3.3	256.69
PUERTO RICO	2,822	3.8	241.99	1.1	528.00	2.7	126.90
RHODE ISLAND	18,091	24.9	558.18	23.2	579.38	2.6	194.44
SOUTH CAROLINA	17,193	44.0	387.83	23.9	554.43	24.5	156.66
SOUTH DAKOTA	2,426	9.1	214.94	8.0	229.16	1.1	102.08
TENNESSEE	39,751	21.7	670.43	21.3	675.79	0.4	349.84
TEXAS	116,503	[c]		3.4	643.09	[a]	
UTAH	11,339	25.7	485.52	21.4	525.13	4.5	264.73
VERMONT	7,646	29.9	476.90	26.6	495.98	4.2	257.33
VIRGIN ISLANDS	257	8.8	255.32	2.8	620.17	6.0	86.92
VIRGINIA	38,634	16.0	565.95	14.9	600.27	1.6	103.49
WASHINGTON	74,002	16.7	396.94	9.2	449.86	7.9	316.52
WEST VIRGINIA	21,670	15.9	309.17	7.1	475.71	9.4	164.07
WISCONSIN	13,703	20.4	479.56	14.6	543.70	6.6	274.94
WYOMING	739	42.0	232.49	14.4	473.20	30.3	97.65

NOTE: 'a/'=data not reported. 'b/'=Data reported but not reliable. 'c/'=Unknown because unearned income data were not available.

Table 9:22

PERCENT DISTRIBUTION OF TANF RECIPIENT CHILDREN BY AGE GROUP OCTOBER 1997 - SEPTEMBER 1998							
	TOTAL	AGE OF RECIPIENT CHILDREN					
STATE	CHILDREN	0 - 1	2 - 5	6 - 11	12 - 15	16 - 19	UNKNOWN*
U.S. TOTAL	6,272,676	6.7	27.8	35.7	16.4	7.4	6.0
ALABAMA	46,230	6.0	26.5	34.1	16.6	7.5	9.3
ALASKA	20,260	7.4	26.9	35.8	16.6	6.9	6.4
ARIZONA	49,532	6.5	27.5	35.5	17.4	8.3	4.8
ARKANSAS	26,758	7.0	27.2	34.9	17.9	7.8	5.2
CALIFORNIA	1,498,796	6.2	28.0	36.6	17.0	8.0	4.2
COLORADO	44,070	6.4	24.1	38.1	16.1	6.5	8.7
CONNECTICUT	85,997	6.9	27.0	36.5	17.4	6.7	5.5
DELAWARE	14,706	6.2	25.6	35.1	16.3	9.4	7.4
DIST. OF COL.	41,570	7.2	30.1	36.2	13.6	6.3	6.5
FLORIDA	212,267	5.8	26.7	35.4	17.3	7.8	7.0
GEORGIA	150,177	6.1	26.7	36.0	17.4	8.6	5.2
GUAM	5,364	9.5	34.2	32.1	12.7	3.7	7.9
HAWAII	32,404	6.4	26.8	34.2	18.1	8.8	5.7
IDAHO	3,035	6.9	27.3	33.3	16.1	6.9	9.5
ILLINOIS	382,922	7.5	28.5	34.7	14.5	7.9	6.9
INDIANA	79,187	8.5	30.0	33.7	14.5	5.8	7.5
IOWA	45,742	7.7	29.0	34.9	15.4	6.4	6.6
KANSAS	26,338	8.6	27.0	31.5	15.7	6.4	10.8
KENTUCKY	90,483	7.1	26.4	35.0	17.9	7.2	6.4
LOUISIANA	126,585	6.5	26.6	30.5	13.9	9.7	12.7
MAINE	27,317	5.9	25.2	36.9	18.0	8.1	6.0
MARYLAND	89,663	6.7	27.2	37.0	17.0	6.4	5.7
MASSACHUSETTS	120,081	5.4	29.1	36.5	18.2	7.1	3.7
MICHIGAN	250,011	7.5	28.7	35.8	14.7	6.5	6.9
MINNESOTA	98,175	6.3	27.6	36.0	16.3	6.6	7.2
MISSISSIPPI	47,242	6.7	26.6	33.6	17.7	8.1	7.2
MISSOURI	119,773	7.4	28.2	33.9	15.9	7.4	7.3
MONTANA	13,972	6.9	27.3	34.3	17.3	6.5	7.7
NEBRASKA	27,325	8.3	28.5	32.1	14.4	6.3	10.4
NEVADA	19,615	7.8	28.7	34.9	14.3	5.1	9.2
NEW HAMPSHIRE	10,360	6.7	29.3	36.2	15.0	6.9	5.9
NEW JERSEY	152,892	6.1	26.5	37.1	16.9	7.8	5.5
NEW MEXICO	43,873	7.0	26.4	35.6	16.7	7.2	7.0
NEW YORK	645,788	6.4	27.8	37.1	16.2	8.4	4.1
NORTH CAROLINA	135,300	7.8	28.9	34.1	15.4	5.3	8.5
NORTH DAKOTA	6,370	7.3	26.8	34.6	15.9	6.8	8.6
OHIO	254,111	7.8	29.1	33.6	14.7	6.7	8.1
OKLAHOMA	44,693	6.7	27.0	35.3	18.1	7.6	5.2
OREGON	34,047	7.4	23.7	33.9	17.9	7.6	9.5
PENNSYLVANIA	271,679	6.5	26.0	37.1	16.9	6.4	7.1
PUERTO RICO	82,834	3.2	22.4	40.3	23.2	9.6	1.4
RHODE ISLAND	29,872	4.9	17.0	23.8	12.3	7.7	34.3
SOUTH CAROLINA	49,659	5.7	24.1	36.9	19.2	8.0	6.1
SOUTH DAKOTA	7,756	5.7	25.5	36.7	18.4	8.3	5.4
TENNESSEE	104,400	6.9	28.3	35.3	16.5	6.7	6.3
TEXAS	284,338	8.1	31.4	33.1	15.3	5.5	6.6
UTAH	21,742	7.5	28.2	33.0	15.5	6.2	9.5
VERMONT	12,490	6.7	27.6	35.9	16.3	6.7	6.8
VIRGIN ISLANDS	717	5.1	25.6	41.7	15.6	9.7	2.3
VIRGINIA	74,013	6.0	28.8	37.2	16.0	7.4	4.7
WASHINGTON	140,891	7.6	26.6	37.0	17.2	6.6	4.9
WEST VIRGINIA	34,059	7.0	26.9	34.9	16.3	6.8	8.1
WISCONSIN	33,058	8.0	29.1	34.3	14.8	5.4	8.4
WYOMING	2,139	5.7	24.5	36.8	19.7	6.4	7.0

NOTE: "*"=Including unborn child.

Table 9:23

PERCENT DISTRIBUTION OF TANF YOUNGEST RECIPIENT CHILD BY AGE GROUP OCTOBER 1997 - SEPTEMBER 1998									
	TOTAL	AGE OF THE YOUNGEST CHILD							
STATE	FAMILIES	0 - 1	2	3 - 5	6 - 8	9 - 11	12 - 15	16 - 19	UNKNOWN*
U.S. TOTAL	3,175,646	7.3	7.0	18.9	16.9	14.3	17.0	10.4	8.2
ALABAMA	23,792	5.1	6.1	18.7	19.0	16.1	19.5	11.0	4.5
ALASKA	10,210	5.6	5.2	18.7	15.7	16.2	21.1	11.9	5.6
ARIZONA	40,163	7.0	7.2	21.3	20.1	14.0	16.0	7.4	7.0
ARKANSAS	13,844	8.5	8.2	18.9	16.4	14.1	18.1	8.9	6.9
CALIFORNIA	707,062	4.3	6.2	18.1	17.8	16.5	19.5	14.4	3.3
COLORADO	21,194	4.8	4.6	15.6	18.9	18.4	20.2	10.9	6.5
CONNECTICUT	47,188	5.6	5.0	16.8	18.3	17.3	19.9	8.9	8.2
DELAWARE	7,568	3.2	4.3	17.7	18.5	15.6	20.0	16.3	4.4
DIST. OF COL.	21,263	5.0	5.2	20.4	20.5	15.3	18.4	9.7	5.5
FLORIDA	111,143	5.7	6.5	18.9	16.8	15.5	17.3	9.7	9.6
GEORGIA	78,196	10.2	8.5	20.8	16.1	12.8	14.6	7.4	9.6
GUAM	2,075	6.8	7.3	22.1	18.4	14.5	16.1	8.1	6.7
HAWAII	17,031	5.4	5.5	18.2	15.7	16.3	21.1	12.4	5.4
IDAHO	1,860	8.9	9.5	17.9	15.7	10.8	14.7	6.8	15.7
ILLINOIS	170,917	5.8	4.8	17.3	19.3	15.2	18.3	14.5	5.0
INDIANA	39,679	14.3	11.1	20.1	12.0	11.8	14.8	8.8	7.0
IOWA	25,167	8.3	8.6	20.7	17.1	13.8	15.4	7.6	8.4
KANSAS	13,914	12.2	7.9	17.2	12.4	10.8	11.1	4.8	23.6
KENTUCKY	52,645	10.5	8.6	19.4	17.2	10.6	15.5	6.1	12.1
LOUISIANA	47,916	3.8	5.0	17.9	16.9	14.6	15.5	14.4	11.9
MAINE	15,331	5.1	5.4	17.7	17.3	15.4	20.2	11.0	7.8
MARYLAND	47,564	9.4	7.9	18.1	15.3	14.5	17.5	7.0	10.3
MASSACHUSETTS	66,409	5.8	5.9	18.3	17.3	15.0	20.7	11.0	6.0
MICHIGAN	123,693	13.5	11.3	24.6	17.0	9.4	9.8	4.6	9.8
MINNESOTA	48,464	11.3	10.5	22.0	15.5	10.2	9.7	4.1	16.8
MISSISSIPPI	23,631	5.0	5.4	18.1	16.6	15.2	20.7	13.4	5.6
MISSOURI	60,074	6.3	6.9	19.6	16.9	14.2	19.2	12.0	4.9
MONTANA	7,275	5.9	6.3	16.9	14.5	15.0	20.3	11.4	9.7
NEBRASKA	13,374	13.8	10.1	20.9	12.9	9.1	9.8	4.3	19.1
NEVADA	10,383	6.4	6.1	19.3	17.0	15.4	18.5	7.8	9.4
NEW HAMPSHIRE	6,295	9.0	10.1	20.6	17.3	12.4	13.4	7.3	9.9
NEW JERSEY	78,143	4.8	5.9	16.0	18.1	16.7	21.1	13.0	4.4
NEW MEXICO	21,363	12.9	9.3	22.3	15.7	10.9	9.4	4.2	15.2
NEW YORK	336,857	5.2	5.5	17.4	17.5	15.6	17.9	12.7	8.1
NORTH CAROLINA	76,337	11.1	9.1	19.5	14.9	13.8	13.8	4.8	13.1
NORTH DAKOTA	3,275	12.5	10.0	20.7	15.4	10.5	9.1	3.9	18.0
OHIO	140,286	12.4	9.1	20.9	14.1	9.2	10.4	4.9	19.0
OKLAHOMA	24,135	5.1	4.5	16.9	16.4	15.2	21.1	12.8	8.0
OREGON	18,898	6.8	6.1	15.7	14.6	15.1	20.4	11.6	9.8
PENNSYLVANIA	134,995	7.6	6.6	14.6	14.5	15.1	19.5	10.9	11.2
PUERTO RICO	42,201	5.8	7.9	20.2	19.4	15.2	16.8	6.1	8.6
RHODE ISLAND	19,229	6.8	5.9	17.4	17.0	15.9	18.4	11.6	6.9
SOUTH CAROLINA	25,293	5.2	4.3	15.6	17.1	15.9	23.5	13.4	5.0
SOUTH DAKOTA	3,851	6.4	6.9	19.1	17.6	15.9	18.5	8.7	6.9
TENNESSEE	57,185	4.8	5.1	17.9	18.3	14.5	21.5	11.1	6.7
TEXAS	145,232	14.2	10.7	23.2	13.3	10.3	11.1	3.9	13.4
UTAH	10,769	8.0	7.9	20.9	15.9	12.4	15.1	6.9	12.8
VERMONT	7,366	6.0	5.9	18.8	17.6	13.9	19.1	9.9	8.8
VIRGIN ISLANDS	1,184	1.4	2.0	4.5	3.5	3.6	3.4	2.3	79.3
VIRGINIA	42,718	6.0	5.5	20.6	18.0	16.6	18.5	10.5	4.3
WASHINGTON	77,762	13.5	9.3	22.5	17.0	9.6	13.9	4.3	9.9
WEST VIRGINIA	17,351	7.2	7.4	20.4	17.5	15.5	16.1	8.5	7.5
WISCONSIN	14,649	15.2	10.5	20.8	12.8	10.1	8.3	3.1	19.2
WYOMING	1,247	4.8	5.4	17.0	17.5	15.9	23.2	9.2	7.2

NOTE: "*"=Including unborn child.

Table 9:24

STATE	TOTAL CHILDREN	WHITE	BLACK	HISPANIC	AMERICAN NATIVE	ASIAN	OTHER	UNKNOWN
PERCENT DISTRIBUTION OF TANF RECIPIENT CHILDREN BY RACE OCTOBER 1997 - SEPTEMBER 1998								
U.S. TOTAL	6,272,676	28.5	40.6	23.6	1.5	4.2	0.7	0.9
ALABAMA	46,230	21.6	77.7	0.4	0.1	0.2	0.1	0.0
ALASKA	20,260	37.0	9.1	3.7	43.5	6.0	0.1	0.7
ARIZONA	49,532	27.3	10.2	40.0	21.6	0.4	0.5	0.0
ARKANSAS	26,758	27.7	70.9	0.4	0.1	0.2	0.5	0.0
CALIFORNIA	1,498,796	23.8	20.5	43.3	0.4	12.0	0.0	0.0
COLORADO	44,070	39.1	17.3	38.1	1.4	1.8	1.0	1.4
CONNECTICUT	85,997	27.1	32.3	39.6	0.2	0.8	0.0	0.0
DELAWARE	14,706	23.4	67.7	7.4	0.3	0.0	0.9	0.3
DIST. OF COL.	41,570	0.1	98.8	1.1	0.0	0.0	0.0	0.0
FLORIDA	212,267	21.9	57.4	19.5	0.1	0.4	0.6	0.2
GEORGIA	150,177	17.8	80.4	1.1	0.0	0.3	0.0	0.3
GUAM	5,364	1.8	0.4	0.5	0.0	96.6	0.8	0.0
HAWAII	32,404	9.6	1.4	0.8	0.1	44.8	40.5	2.9
IDAHO	3,035	80.6	0.7	12.1	6.2	0.4	0.0	0.0
ILLINOIS	382,922	20.8	66.8	11.1	0.3	1.0	0.0	0.0
INDIANA	79,187	49.0	45.9	4.6	0.0	0.1	0.5	0.0
IOWA	45,742	75.5	17.9	4.1	0.6	0.4	0.7	0.7
KANSAS	26,338	50.2	35.5	8.3	2.0	0.8	0.9	2.4
KENTUCKY	90,483	76.9	22.0	0.6	0.0	0.4	0.0	0.1
LOUISIANA	126,585	13.0	85.6	0.5	0.1	0.6	0.2	0.0
MAINE	27,317	94.3	1.7	0.6	1.9	1.6	0.0	0.0
MARYLAND	89,663	15.7	80.7	0.8	0.3	0.3	0.0	2.1
MASSACHUSETTS	120,081	42.8	16.7	32.9	0.2	7.5	0.0	0.0
MICHIGAN	250,011	39.0	55.4	0.5	1.5	0.7	2.9	0.0
MINNESOTA	98,175	40.4	31.0	6.2	9.3	13.0	0.0	0.2
MISSISSIPPI	47,242	10.2	89.1	0.2	0.2	0.0	0.3	0.0
MISSOURI	119,773	40.1	57.5	0.9	0.1	0.5	0.9	0.1
MONTANA	13,972	48.1	1.7	0.4	49.3	0.5	0.0	0.0
NEBRASKA	27,325	50.3	33.0	9.3	4.8	1.5	1.2	0.0
NEVADA	19,615	43.5	37.7	15.1	3.0	0.7	0.1	0.0
NEW HAMPSHIRE	10,360	0.2	0.0	0.0	0.0	0.0	0.0	99.8
NEW JERSEY	152,892	12.2	58.4	28.6	0.0	0.5	0.3	0.0
NEW MEXICO	43,873	18.8	3.6	56.5	19.0	0.3	1.8	0.0
NEW YORK	645,788	20.2	39.4	36.0	0.3	1.2	0.2	2.7
NORTH CAROLINA	135,300	25.4	66.2	3.0	2.3	0.6	2.5	0.0
NORTH DAKOTA	6,370	34.4	2.6	1.7	61.1	0.2	0.0	0.0
OHIO	254,111	44.2	51.6	2.8	0.1	0.2	1.1	0.1
OKLAHOMA	44,693	43.1	37.4	4.5	14.7	0.3	0.0	0.0
OREGON	34,047	71.8	9.3	12.3	2.7	3.5	0.2	0.1
PENNSYLVANIA	271,679	33.3	52.1	11.5	0.0	2.4	0.7	0.0
PUERTO RICO	82,834	0.0	0.0	100.0	0.0	0.0	0.0	0.0
RHODE ISLAND	29,872	54.2	17.4	0.2	0.0	0.0	0.0	28.2
SOUTH CAROLINA	49,659	18.5	80.4	0.6	0.1	0.4	0.0	0.0
SOUTH DAKOTA	7,756	18.4	0.0	0.0	79.2	0.0	2.5	0.0
TENNESSEE	104,400	31.3	67.7	0.7	0.1	0.0	0.2	0.0
TEXAS	284,338	15.7	31.0	52.2	0.2	0.9	0.0	0.0
UTAH	21,742	67.4	4.6	15.8	9.7	1.8	0.0	0.8
VERMONT	12,490	82.5	1.4	0.2	0.0	0.3	0.0	15.5
VIRGIN ISLANDS	717	0.5	99.5	0.0	0.0	0.0	0.0	0.0
VIRGINIA	74,013	27.7	69.0	1.9	0.3	1.1	0.0	0.0
WASHINGTON	140,891	59.4	11.3	13.8	5.2	5.6	4.1	0.6
WEST VIRGINIA	34,059	90.3	8.2	0.1	0.1	0.1	1.2	0.1
WISCONSIN	33,058	8.3	50.9	5.9	1.2	1.4	0.1	32.2
WYOMING	2,139	52.3	4.1	10.0	33.5	0.1	0.0	0.0

Table 9:25

PERCENT DISTRIBUTION OF TANF RECIPIENT CHILDREN RECEIVING FEDERAL DISABILITY BENEFITS OCTOBER 1997 - SEPTEMBER 1998				
STATE	**TOTAL CHILDREN**	**YES**	**NO**	**UNKNOWN**
U.S. TOTAL	6,272,676	0.9	93.2	5.9
ALABAMA	46,230	0.0	100.0	0.0
ALASKA	20,260	0.5	99.5	0.0
ARIZONA	49,532	0.1	99.9	0.0
ARKANSAS	26,758	2.8	97.1	0.0
CALIFORNIA	1,498,796	1.1	98.9	0.0
COLORADO	44,070	0.2	99.8	0.0
CONNECTICUT	85,997	4.5	95.5	0.0
DELAWARE	14,706	2.8	97.2	0.0
DIST. OF COL.	41,570	1.4	97.5	1.1
FLORIDA	212,267	0.8	99.2	0.0
GEORGIA	150,177	1.1	98.9	0.0
GUAM	5,364	0.0	100.0	0.0
HAWAII	32,404	0.3	99.7	0.0
IDAHO	3,035	0.1	99.9	0.0
ILLINOIS	382,922	0.0	99.9	0.1
INDIANA	79,187	4.2	95.8	0.0
IOWA	45,742	0.2	99.8	0.0
KANSAS	26,338	0.4	99.6	0.0
KENTUCKY	90,483	0.2	99.8	0.0
LOUISIANA	126,585	0.0	100.0	0.0
MAINE	27,317	0.5	0.0	99.5
MARYLAND	89,663	0.5	98.0	1.5
MASSACHUSETTS	120,081	1.2	98.8	0.0
MICHIGAN	250,011	0.8	98.7	0.4
MINNESOTA	98,175	0.0	100.0	0.0
MISSISSIPPI	47,242	0.0	100.0	0.0
MISSOURI	119,773	5.1	94.9	0.0
MONTANA	13,972	2.4	97.6	0.0
NEBRASKA	27,325	3.0	97.0	0.0
NEVADA	19,615	2.4	97.1	0.4
NEW HAMPSHIRE	10,360	0.0	100.0	0.0
NEW JERSEY	152,892	0.0	100.0	0.0
NEW MEXICO	43,873	0.1	99.9	0.0
NEW YORK	645,788	0.9	99.0	0.1
NORTH CAROLINA	135,300	1.5	82.4	16.1
NORTH DAKOTA	6,370	1.3	98.7	0.0
OHIO	254,111	0.2	99.8	0.0
OKLAHOMA	44,693	0.0	100.0	0.0
OREGON	34,047	1.3	98.7	0.0
PENNSYLVANIA	271,679	0.6	99.4	0.0
PUERTO RICO	82,834	0.0	100.0	0.0
RHODE ISLAND	29,872	0.0	0.4	99.5
SOUTH CAROLINA	49,659	1.5	98.4	0.0
SOUTH DAKOTA	7,756	0.0	97.8	2.2
TENNESSEE	104,400	0.0	100.0	0.0
TEXAS	284,338	0.0	0.0	100.0
UTAH	21,742	0.3	99.7	0.0
VERMONT	12,490	4.9	95.1	0.0
VIRGIN ISLANDS	717	0.0	99.8	0.2
VIRGINIA	74,013	0.0	100.0	0.0
WASHINGTON	140,891	1.1	97.6	1.3
WEST VIRGINIA	34,059	1.9	95.7	2.4
WISCONSIN	33,058	5.1	94.9	0.0
WYOMING	2,139	0.4	99.6	0.0

Table 9:26

PERCENT DISTRIBUTION OF TANF RECIPIENT CHILDREN BY RELATIONSHIP TO THE HEAD OF HOUSEHOLD OCTOBER 1997 - SEPTEMBER 1998									
		RELATIONSHIP TO HEAD OF HOUSEHOLD							
STATE	TOTAL CHILDREN	HEAD OF HOUSEHOLD	SPOUSE	PARENT	CHILD	GRAND-CHILD	OTHER RELATED	UNRELATED	UNKNOWN
U.S. TOTAL	6,272,676	0.3	0.0	0.0	85.7	5.7	2.3	0.5	5.5
ALABAMA	46,230	0.0	0.0	0.1	74.9	18.9	5.8	0.1	0.1
ALASKA	20,260	0.0	0.0	0.0	94.4	3.6	1.9	0.2	0.0
ARIZONA	49,532	0.0	0.0	0.0	85.6	10.2	4.2	0.0	0.0
ARKANSAS	26,758	0.8	0.1	0.0	77.0	18.1	3.9	0.0	0.0
CALIFORNIA	1,498,796	0.0	0.0	0.0	95.2	3.7	1.0	0.1	0.0
COLORADO	44,070	0.0	0.0	0.0	87.2	9.7	2.0	0.2	0.9
CONNECTICUT	85,997	0.0	0.0	0.0	90.3	6.9	2.7	0.0	0.0
DELAWARE	14,706	0.0	0.0	0.0	76.7	11.2	12.1	0.0	0.0
DIST. OF COL.	41,570	0.3	0.0	0.0	92.1	5.2	2.2	0.0	0.2
FLORIDA	212,267	3.1	0.0	0.0	78.8	10.0	6.8	1.3	0.0
GEORGIA	150,177	0.0	0.0	0.0	82.6	11.6	5.3	0.5	0.0
GUAM	5,364	0.1	0.0	0.0	96.8	1.5	1.6	0.0	0.0
HAWAII	32,404	0.0	0.0	0.0	90.1	7.3	2.6	0.0	0.0
IDAHO	3,035	0.0	0.0	0.0	64.8	25.9	9.3	0.0	0.0
ILLINOIS	382,922	0.0	0.0	0.0	95.6	3.3	1.1	0.0	0.0
INDIANA	79,187	0.5	0.0	0.0	89.0	8.0	2.4	0.1	0.0
IOWA	45,742	0.0	0.0	0.0	91.0	6.1	2.9	0.0	0.0
KANSAS	26,338	0.0	0.0	0.0	83.6	12.2	3.8	0.4	0.0
KENTUCKY	90,483	0.0	0.0	0.1	89.3	7.0	3.4	0.0	0.2
LOUISIANA	126,585	2.8	0.6	0.0	82.9	8.8	4.2	0.4	0.2
MAINE	27,317	0.1	0.0	0.0	96.2	2.4	1.2	0.1	0.0
MARYLAND	89,663	0.1	0.0	0.0	81.3	11.7	6.8	0.0	0.0
MASSACHUSETTS	120,081	0.1	0.0	0.1	93.6	5.0	1.2	0.0	0.0
MICHIGAN	250,011	0.1	0.0	0.1	94.5	3.8	1.0	0.2	0.4
MINNESOTA	98,175	0.0	0.0	0.0	94.7	3.3	1.9	0.2	0.0
MISSISSIPPI	47,242	0.0	0.0	0.0	83.3	13.6	3.1	0.0	0.0
MISSOURI	119,773	0.0	0.0	0.0	90.1	8.0	1.8	0.1	0.0
MONTANA	13,972	0.0	0.0	0.0	90.9	6.4	2.7	0.1	0.0
NEBRASKA	27,325	1.5	0.0	0.3	81.9	0.6	1.0	0.4	14.2
NEVADA	19,615	0.2	0.0	0.0	82.9	12.3	4.2	0.0	0.3
NEW HAMPSHIRE	10,360	0.0	0.0	0.0	78.6	0.1	21.3	0.0	0.0
NEW JERSEY	152,892	0.0	0.0	0.0	84.8	9.6	3.9	1.7	0.0
NEW MEXICO	43,873	0.1	0.0	0.1	93.9	4.6	1.2	0.1	0.0
NEW YORK	645,788	0.0	0.0	0.0	94.2	4.3	1.2	0.2	0.0
NORTH CAROLINA	135,300	0.2	0.0	0.0	65.4	14.7	4.1	0.1	15.5
NORTH DAKOTA	6,370	0.0	0.0	0.0	90.0	6.5	3.2	0.3	0.0
OHIO	254,111	0.8	0.0	0.1	86.7	1.5	4.2	6.7	0.0
OKLAHOMA	44,693	0.1	0.0	0.0	83.0	12.1	4.7	0.1	0.0
OREGON	34,047	0.0	0.0	0.0	84.2	0.0	0.0	0.0	15.8
PENNSYLVANIA	271,679	0.2	0.0	0.0	88.8	8.6	2.0	0.1	0.2
PUERTO RICO	82,834	0.8	0.3	0.0	94.7	0.0	3.7	0.2	0.4
RHODE ISLAND	29,872	0.0	0.0	0.0	0.4	0.0	0.0	0.0	99.5
SOUTH CAROLINA	49,659	0.2	0.0	0.0	80.8	14.4	4.5	0.1	0.1
SOUTH DAKOTA	7,756	0.0	0.0	0.0	74.6	17.1	8.3	0.0	0.0
TENNESSEE	104,400	0.0	0.0	0.0	84.7	11.3	3.8	0.0	0.1
TEXAS	284,338	0.0	0.0	0.0	0.0	0.0	0.0	0.0	100.0
UTAH	21,742	0.0	0.7	0.0	97.6	1.3	0.4	0.0	0.0
VERMONT	12,490	0.0	0.0	0.0	98.7	0.0	1.2	0.1	0.0
VIRGIN ISLANDS	717	0.5	0.0	1.7	97.7	0.0	0.0	0.2	0.0
VIRGINIA	74,013	0.5	0.2	0.0	79.8	13.9	5.4	0.1	0.0
WASHINGTON	140,891	0.0	0.0	0.0	91.6	5.3	3.1	0.0	0.0
WEST VIRGINIA	34,059	0.2	0.1	0.4	98.2	0.8	0.1	0.2	0.0
WISCONSIN	33,058	0.0	0.0	0.0	97.3	1.9	0.6	0.1	0.0
WYOMING	2,139	0.0	0.0	0.0	70.6	21.0	8.4	0.0	0.0

Table 9:27

PERCENT DISTRIBUTION OF TANF RECIPIENT CHILDREN WITH TEEN PARENT STATUS IN THE FAMILY OCTOBER 1997 - SEPTEMBER 1998				
	TOTAL	TEEN PARENT STATUS		
STATE	CHILDREN	YES	NO	UNKNOWN
U.S. TOTAL	6,272,676	0.5	94.6	4.9
ALABAMA	46,230	0.3	99.6	0.1
ALASKA	20,260	0.1	99.9	0.0
ARIZONA	49,532	0.3	99.7	0.0
ARKANSAS	26,758	1.4	98.5	0.2
CALIFORNIA	1,498,796	0.6	99.4	0.0
COLORADO	44,070	0.3	99.7	0.0
CONNECTICUT	85,997	0.1	99.9	0.0
DELAWARE	14,706	2.9	97.1	0.0
DIST. OF COL.	41,570	0.2	99.5	0.3
FLORIDA	212,267	1.3	98.7	0.0
GEORGIA	150,177	1.4	98.6	0.0
GUAM	5,364	0.0	0.0	100.0
HAWAII	32,404	0.0	3.6	96.4
IDAHO	3,035	0.1	99.9	0.0
ILLINOIS	382,922	0.4	99.5	0.1
INDIANA	79,187	0.6	99.4	0.0
IOWA	45,742	0.1	99.9	0.0
KANSAS	26,338	0.0	100.0	0.0
KENTUCKY	90,483	0.1	99.9	0.0
LOUISIANA	126,585	0.6	99.4	0.0
MAINE	27,317	2.9	97.1	0.0
MARYLAND	89,663	0.2	82.9	16.9
MASSACHUSETTS	120,081	0.7	99.3	0.0
MICHIGAN	250,011	0.0	100.0	0.0
MINNESOTA	98,175	0.0	100.0	0.0
MISSISSIPPI	47,242	0.0	100.0	0.0
MISSOURI	119,773	1.2	98.8	0.0
MONTANA	13,972	0.0	0.0	100.0
NEBRASKA	27,325	0.4	55.5	44.1
NEVADA	19,615	0.5	99.0	0.5
NEW HAMPSHIRE	10,360	0.0	100.0	0.0
NEW JERSEY	152,892	0.5	99.5	0.0
NEW MEXICO	43,873	0.2	99.8	0.0
NEW YORK	645,788	0.1	99.5	0.4
NORTH CAROLINA	135,300	0.0	0.0	100.0
NORTH DAKOTA	6,370	0.3	99.7	0.0
OHIO	254,111	0.3	99.7	0.0
OKLAHOMA	44,693	0.0	100.0	0.0
OREGON	34,047	0.5	99.5	0.0
PENNSYLVANIA	271,679	0.5	99.5	0.0
PUERTO RICO	82,834	1.1	73.4	25.5
RHODE ISLAND	29,872	8.7	0.5	90.9
SOUTH CAROLINA	49,659	0.4	99.6	0.0
SOUTH DAKOTA	7,756	0.0	0.0	100.0
TENNESSEE	104,400	0.7	99.3	0.0
TEXAS	284,338	0.2	99.8	0.0
UTAH	21,742	0.0	100.0	0.0
VERMONT	12,490	0.0	100.0	0.0
VIRGIN ISLANDS	717	0.2	99.7	0.2
VIRGINIA	74,013	0.2	99.8	0.0
WASHINGTON	140,891	0.8	76.5	22.8
WEST VIRGINIA	34,059	0.6	94.2	5.2
WISCONSIN	33,058	0.0	100.0	0.0
WYOMING	2,139	0.7	99.3	0.0

Table 9:28

PERCENT DISTRIBUTION OF TANF RECIPIENT CHILDREN BY EDUCATIONAL LEVEL OCTOBER 1997 - SEPTEMBER 1998					
	TOTAL	YEAR OF EDUCATION			
STATE	CHILDREN	1 - 6	7 - 9	OVER 9	UNKNOWN*
U.S. TOTAL	6,272,676	25.0	9.2	5.2	60.6
ALABAMA	46,230	32.4	12.0	11.7	43.9
ALASKA	20,260	0.0	0.0	0.1	99.9
ARIZONA	49,532	31.6	12.3	5.0	51.1
ARKANSAS	26,758	36.1	13.0	7.7	43.2
CALIFORNIA	1,498,796	35.5	13.3	6.6	44.6
COLORADO	44,070	35.1	12.1	5.2	47.5
CONNECTICUT	85,997	35.4	12.6	8.4	43.7
DELAWARE	14,706	0.0	0.0	0.0	100.0
DIST. OF COL.	41,570	36.6	10.1	4.9	48.3
FLORIDA	212,267	0.0	0.1	0.1	99.8
GEORGIA	150,177	0.0	0.1	0.1	99.8
GUAM	5,364	0.0	0.0	0.0	100.0
HAWAII	32,404	0.0	0.0	0.0	100.0
IDAHO	3,035	0.1	0.1	0.4	99.4
ILLINOIS	382,922	0.0	0.0	0.0	100.0
INDIANA	79,187	28.1	9.6	2.4	59.9
IOWA	45,742	32.9	13.0	10.3	43.9
KANSAS	26,338	17.6	5.3	60.7	16.3
KENTUCKY	90,483	8.9	4.7	1.5	85.0
LOUISIANA	126,585	18.9	7.9	5.6	67.6
MAINE	27,317	10.5	3.6	2.4	83.5
MARYLAND	89,663	17.8	6.9	1.9	73.4
MASSACHUSETTS	120,081	36.5	14.6	6.8	42.1
MICHIGAN	250,011	34.1	10.8	5.3	49.8
MINNESOTA	98,175	28.9	8.2	2.0	61.0
MISSISSIPPI	47,242	36.9	13.0	5.3	44.8
MISSOURI	119,773	33.4	11.9	6.0	48.7
MONTANA	13,972	32.9	11.9	4.9	50.3
NEBRASKA	27,325	12.3	5.5	2.2	80.1
NEVADA	19,615	33.3	10.2	4.9	51.6
NEW HAMPSHIRE	10,360	0.1	0.0	0.0	99.9
NEW JERSEY	152,892	36.0	12.1	7.4	44.4
NEW MEXICO	43,873	35.9	14.2	13.2	36.6
NEW YORK	645,788	35.7	12.4	7.3	44.6
NORTH CAROLINA	135,300	29.2	10.4	3.7	56.7
NORTH DAKOTA	6,370	29.9	10.2	3.1	56.8
OHIO	254,111	30.6	12.4	5.3	51.8
OKLAHOMA	44,693	33.0	11.0	5.3	50.7
OREGON	34,047	0.4	0.9	1.0	97.7
PENNSYLVANIA	271,679	0.5	0.5	2.0	97.0
PUERTO RICO	82,834	33.9	13.1	6.3	46.6
RHODE ISLAND	29,872	18.8	0.2	34.5	46.4
SOUTH CAROLINA	49,659	36.4	13.6	4.3	45.7
SOUTH DAKOTA	7,756	34.7	12.8	6.8	45.7
TENNESSEE	104,400	34.1	12.6	8.4	45.0
TEXAS	284,338	0.4	3.0	2.2	94.4
UTAH	21,742	0.0	0.0	0.0	100.0
VERMONT	12,490	25.2	8.7	2.4	63.7
VIRGIN ISLANDS	717	43.2	14.3	8.9	33.5
VIRGINIA	74,013	29.7	7.6	2.6	60.1
WASHINGTON	140,891	31.3	13.0	5.2	50.5
WEST VIRGINIA	34,059	33.1	11.6	3.8	51.6
WISCONSIN	33,058	17.1	6.0	1.3	75.5
WYOMING	2,139	33.6	12.2	5.3	48.9

NOTE: "*"=Including no formal education.

Table 9:29

PERCENT DISTRIBUTION OF TANF RECIPIENT CHILDREN BY CITIZENSHIP STATUS OCTOBER 1997 - SEPTEMBER 1998				
STATE	TOTAL CHILDREN	U.S. CITIZEN	NONCITIZEN	UNKNOWN
U.S. TOTAL	6,272,676	86.4	2.5	11.1
ALABAMA	46,230	92.4	0.0	7.6
ALASKA	20,260	9.8	0.4	89.8
ARIZONA	49,532	99.1	0.9	0.0
ARKANSAS a/	26,758			
CALIFORNIA	1,498,796	94.2	5.8	0.0
COLORADO	44,070	99.5	0.4	0.0
CONNECTICUT	85,997	98.3	1.7	0.0
DELAWARE	14,706	99.6	0.4	0.0
DIST. OF COL.	41,570	95.1	0.1	4.8
FLORIDA	212,267	97.9	2.1	0.0
GEORGIA	150,177	99.6	0.4	0.0
GUAM	5,364	97.0	3.0	0.0
HAWAII	32,404	99.5	0.5	0.0
IDAHO	3,035	5.1	0.2	94.6
ILLINOIS	382,922	99.6	0.4	0.0
INDIANA	79,187	99.7	0.3	0.0
IOWA	45,742	5.2	0.0	94.8
KANSAS	26,338	99.0	1.0	0.0
KENTUCKY	90,483	98.8	0.3	0.9
LOUISIANA	126,585	22.3	0.1	77.6
MAINE	27,317	99.1	0.9	0.0
MARYLAND	89,663	99.1	0.2	0.7
MASSACHUSETTS	120,081	94.8	5.1	0.1
MICHIGAN	250,011	97.9	2.1	0.0
MINNESOTA	98,175	92.2	7.8	0.0
MISSISSIPPI	47,242	100.0	0.0	0.0
MISSOURI	119,773	98.9	0.9	0.3
MONTANA	13,972	10.6	0.2	89.3
NEBRASKA	27,325	65.9	3.8	30.3
NEVADA	19,615	99.3	0.3	0.5
NEW HAMPSHIRE	10,360	98.9	1.1	0.0
NEW JERSEY	152,892	96.1	0.0	3.9
NEW MEXICO	43,873	99.9	0.0	0.1
NEW YORK	645,788	94.2	3.6	2.2
NORTH CAROLINA	135,300	84.1	0.2	15.7
NORTH DAKOTA	6,370	96.9	3.1	0.0
OHIO	254,111	99.4	0.6	0.0
OKLAHOMA	44,693	99.9	0.1	0.0
OREGON	34,047	0.0	0.0	100.0
PENNSYLVANIA	271,679	11.2	0.1	88.6
PUERTO RICO	82,834	9.0	0.0	91.0
RHODE ISLAND a/	29,872			
SOUTH CAROLINA	49,659	99.4	0.4	0.2
SOUTH DAKOTA	7,756	100.0	0.0	0.0
TENNESSEE	104,400	99.9	0.1	0.0
TEXAS	284,338	99.5	0.5	0.0
UTAH	21,742	97.9	2.1	0.0
VERMONT	12,490	4.0	0.0	96.0
VIRGIN ISLANDS	717	98.2	1.0	0.8
VIRGINIA	74,013	16.2	0.2	83.6
WASHINGTON	140,891	93.2	6.8	0.0
WEST VIRGINIA	34,059	97.2	0.1	2.7
WISCONSIN	33,058	12.4	0.0	87.6
WYOMING	2,139	100.0	0.0	0.0

NOTE: 'a/'=Data reported but not reliable.

Table 9:30

TANF RECIPIENT CHILDREN WITH UNEARNED INCOME OCTOBER 1997 - SEPTEMBER 1998			
STATE	**TOTAL CHILDREN**	**UNEARNED INCOME**	**MONTHLY AVERAGE**
U.S. TOTAL	6,272,676	2.7 %	$160.13
ALABAMA a/	46,230		
ALASKA	20,260	10.3	128.98
ARIZONA	49,532	2.9	79.71
ARKANSAS	26,758	4.8	292.62
CALIFORNIA	1,498,796	1.2	163.59
COLORADO	44,070	0.4	118.72
CONNECTICUT	85,997	3.2	149.76
DELAWARE	14,706	4.4	188.58
DIST. OF COL.	41,570	2.7	348.28
FLORIDA	212,267	3.2	101.50
GEORGIA	150,177	5.3	134.28
GUAM	5,364	0.2	154.86
HAWAII	32,404	2.7	148.13
IDAHO	3,035	1.7	81.77
ILLINOIS	382,922	1.3	119.74
INDIANA	79,187	10.7	294.38
IOWA	45,742	4.8	123.98
KANSAS	26,338	2.5	139.94
KENTUCKY	90,483	5.3	113.14
LOUISIANA	126,585	8.1	383.51
MAINE	27,317	5.7	99.53
MARYLAND	89,663	1.4	128.06
MASSACHUSETTS	120,081	5.9	133.40
MICHIGAN	250,011	0.3	122.38
MINNESOTA	98,175	1.9	126.95
MISSISSIPPI a/	47,242		
MISSOURI	119,773	6.1	339.43
MONTANA	13,972	3.0	80.90
NEBRASKA	27,325	10.8	189.64
NEVADA	19,615	1.8	185.32
NEW HAMPSHIRE a/	10,360		
NEW JERSEY	152,892	2.7	114.21
NEW MEXICO	43,873	0.8	128.98
NEW YORK	645,788	2.0	178.58
NORTH CAROLINA a/	135,300		
NORTH DAKOTA	6,370	3.5	238.65
OHIO a/	254,111		
OKLAHOMA	44,693	3.9	141.09
OREGON a/	34,047		
PENNSYLVANIA	271,679	2.5	119.27
PUERTO RICO a/	82,834		
RHODE ISLAND a/	29,872		
SOUTH CAROLINA	49,659	6.4	105.91
SOUTH DAKOTA	7,756	2.2	73.42
TENNESSEE a/	104,400		
TEXAS a/	284,338		
UTAH	21,742	2.6	108.53
VERMONT	12,490	4.9	124.05
VIRGIN ISLANDS a/	717		
VIRGINIA	74,013	1.0	88.45
WASHINGTON	140,891	3.6	187.77
WEST VIRGINIA	34,059	6.7	127.65
WISCONSIN	33,058	13.0	300.52
WYOMING	2,139	24.5	90.19

NOTE: 'a/'=Data not reported.

Table 9:31

PERCENT DISTRIBUTION OF TANF CLOSED CASES BY REASON FOR CLOSURE OCTOBER 1997 - SEPTEMBER 1998								
STATE	TOTAL CASES	EMPLOYMENT	MARRIAGE	5-YEAR LIMIT	SANCTION	POLICY	OTHER*	UNKNOWN
U.S. TOTAL	2,897,141	21.7	0.4	0.0	6.2	15.5	56.1	0.0
ALABAMA	25,530	6.0	0.0	0.0	1.3	0.1	92.6	0.0
ALASKA	7,692	22.5	0.0	0.0	3.0	0.0	74.5	0.0
ARIZONA	60,721	21.7	0.0	0.0	13.5	0.0	64.8	0.0
ARKANSAS	9,929	25.6	0.0	0.0	30.2	5.6	38.5	0.0
CALIFORNIA	582,899	4.2	0.4	0.0	0.6	0.0	94.6	0.0
COLORADO	11,225	4.1	0.0	0.0	0.0	0.0	95.8	0.0
CONNECTICUT	32,021	31.3	0.0	0.0	0.5	0.0	68.3	0.0
DELAWARE	6,168	21.4	0.0	0.0	4.5	7.7	66.4	0.0
DIST. OF COL.	979	45.7	0.2	0.0	0.2	9.5	44.5	0.0
FLORIDA	243,022	24.5	0.0	0.0	30.1	0.0	45.3	0.0
GEORGIA	38,741	0.1	0.0	0.1	0.0	0.0	99.8	0.0
GUAM	951	7.9	0.0	0.0	23.6	0.0	68.5	0.0
HAWAII	6,651	21.5	0.4	0.0	0.0	0.0	78.1	0.0
IDAHO	3,551	32.4	0.0	0.0	26.4	6.4	34.9	0.0
ILLINOIS	174,100	35.3	0.0	0.0	0.3	52.4	11.6	0.5
INDIANA	49,287	19.9	0.0	0.0	0.0	2.1	78.0	0.0
IOWA	38,284	28.5	0.0	0.0	26.3	0.0	45.2	0.0
KANSAS	11,245	61.6	0.0	0.0	8.0	0.0	30.4	0.0
KENTUCKY	53,432	24.1	0.0	0.0	0.7	0.0	75.1	0.0
LOUISIANA	72,667	23.9	0.0	0.0	8.4	0.1	67.5	0.0
MAINE	10,558	42.3	5.8	0.0	0.7	0.0	51.3	0.0
MARYLAND	32,255	5.5	0.0	0.0	12.9	0.0	81.6	0.0
MASSACHUSETTS	35,979	52.2	0.7	0.0	0.0	8.3	38.9	0.0
MICHIGAN	106,878	49.6	0.1	0.0	5.6	35.7	9.1	0.0
MINNESOTA	28,528	76.9	0.0	0.0	0.0	0.0	23.1	0.0
MISSISSIPPI	19,618	1.9	0.0	0.0	30.0	0.0	68.1	0.0
MISSOURI	54,520	10.4	0.5	0.0	22.8	0.0	66.3	0.0
MONTANA	9,632	1.0	0.1	0.0	1.4	0.0	97.5	0.0
NEBRASKA	14,037	41.4	0.0	0.0	2.5	0.0	56.1	0.0
NEVADA	15,682	8.7	0.1	0.0	0.9	0.3	90.0	0.0
NEW HAMPSHIRE	7,016	28.0	4.0	0.0	2.0	0.0	66.1	0.0
NEW JERSEY	60,515	30.3	0.0	0.0	7.7	61.9	0.0	0.0
NEW MEXICO	17,027	23.3	0.0	0.0	0.8	0.0	75.9	0.0
NEW YORK	144,151	11.0	0.0	0.0	0.8	37.8	50.4	0.0
NORTH CAROLINA	73,227	2.7	0.0	0.0	0.0	0.0	97.3	0.0
NORTH DAKOTA	5,821	21.9	1.9	0.0	0.9	54.0	21.3	0.0
OHIO	161,441	25.9	0.0	0.0	5.8	0.0	68.3	0.0
OKLAHOMA	50,522	18.8	0.6	0.0	15.0	1.9	63.6	0.0
OREGON	24,726	55.1	1.5	0.0	6.0	0.0	37.4	0.0
PENNSYLVANIA	88,911	33.5	0.1	0.0	0.0	66.4	0.0	0.0
PUERTO RICO	6,570	12.2	0.0	0.0	3.4	0.0	84.4	0.0
RHODE ISLAND	8,014	30.4	0.0	0.0	0.0	0.0	69.6	0.0
SOUTH CAROLINA	25,217	31.9	0.0	0.0	29.6	0.0	38.5	0.0
SOUTH DAKOTA	4,974	38.1	0.0	0.0	8.3	42.4	11.2	0.0
TENNESSEE	56,571	0.6	0.0	0.0	5.8	7.1	86.5	0.0
TEXAS	212,969	45.4	1.8	0.0	0.0	40.1	12.7	0.0
UTAH	9,981	35.4	1.3	0.0	5.0	23.8	34.5	0.0
VERMONT	10,762	35.5	0.0	0.0	0.0	0.0	64.5	0.0
VIRGIN ISLANDS	108	38.8	0.0	0.0	0.0	2.0	59.2	0.0
VIRGINIA	35,341	23.2	0.0	0.0	11.5	38.3	27.0	0.0
WASHINGTON	78,502	15.7	3.9	0.0	0.7	4.9	74.8	0.0
WEST VIRGINIA	7,740	33.7	1.6	0.0	5.2	11.0	48.6	0.0
WISCONSIN	47,901	0.5	0.0	0.0	0.0	98.4	1.1	0.0
WYOMING	2,351	0.0	0.0	0.0	0.0	0.0	100.0	0.0

NOTE: "*"=All other unknown reasons including that family voluntarily closes the case.

X. TRIBAL PROGRAMS

The TANF program provides States and Tribes with unprecedented flexibility to design welfare programs to meet the particular needs of families in moving to work and self-sufficiency. Tribal governments, at their option, may receive direct Federal funding to independently design, administer, and operate the TANF program or may choose to allow States to continue providing these services to tribal families.

In addition to the creation of TANF, welfare reform legislation replaced the former Tribal JOBS program with the Native Employment Works (NEW) program. The NEW program provides funding for Tribes and inter-tribal consortia to design and administer tribal work activities that meet the unique employment and training needs of their populations while allowing States to provide other TANF services.

Tribes that administer their own TANF or NEW programs have the flexibility to design their programs, define who will be eligible, establish what benefits and services will be available, and develop their own strategies for achieving program goals, including how to help recipients become self-sufficient. Further, welfare reform provided Tribes with expanded child care funding and broader authority to administer the child support program. Tribes can enter into new partnerships with States to ensure that tribal families receive the support services necessary to become self-sufficient. At the federal, State, tribal and community level, new relationships are being forged. Early findings of research conducted by Dr. Eddie Brown with the Washington University School of Social Work and funded by the ACF indicate that "communication, coordination, and collaboration among Tribes, between Tribes and States and Tribes and the federal government has increased."

There are 330 American Indian entities in the contiguous 48 States identified in the Federal Register on November 13, 1996[1] and 13 Alaska entities — the 12 Alaska Native Regional Nonprofit Associations and the Metlakatla Indian Community of the Annette Islands Reserve identified in the Statute as eligible to administer the TANF program.

Tribal TANF programs served approximately three thousand families in Fiscal Year 1998. Another 47,502 American Indian families were served by State governments. Some Tribes also operate Native Employment Works (NEW) programs. A complete list of TANF programs and NEW programs with grant amounts is shown in table 10:1.

In several States, American Indians still constitute a large percentage of the TANF caseload. In Fiscal Year 1998, the percentage of TANF adults who are American Indians was almost 73 percent in South Dakota, over 54 percent in North Dakota, almost 41 percent in Alaska, and over 46 percent in Montana.

[1] Volume 61, Number 220, Notices, Page 58211-58216. Some of these consist of more then one recognized band or tribe.

Tribal TANF and NEW

As of June 1, 1999, there were 19 approved Tribal TANF plans in operation. Seventeen of these involved individual Tribes. The other two were inter-tribal consortia. One consortium in southern California involves 19 Tribes and the other in Alaska involves 37 Alaska Native villages or Tribes. Further, several Tribes are known to be exploring the option of operating a TANF program.

The amount of Tribal TANF funding is based on federal expenditures attributable to American Indians in the State in fiscal year 1994 and these funds are to be subtracted from the State TANF grant. The impact of this is significant for some States.

Tribal TANF Work Participation

Under the PWRORA statute, Tribes negotiate work participation rates under the Tribal TANF plan with the Secretary. Thus, the rates vary from Tribe to Tribe. In addition, the effective dates for the Tribal TANF plans also vary. Because of the multi-faceted issues associated with the data, it is too early to come to any firm conclusions about the success of Tribal TANF programs in meeting their negotiated work participation rates.

There are several data issues. To begin, program plans for American Indian Tribes were approved for various effective dates (see chart 10:1). Under TANF legislation, data reporting is not required until the seventh month of the plan (a six-month grace period). Thus, the number of months for which data were reported is not the same for all Tribes. It is, therefore, difficult to compare across Tribes. Secondly, no Tribe was required to report data for any month prior to January 1998. Third, technical system difficulties in transmission of data have led to incomplete data for some Tribes. Fourth, some Tribes have an agreement with States to transmit the data and this has yet to be accomplished. Finally, it is important to note that TANF families, adults, and children are counted once for each month in which they were reported as receiving assistance.

While all data should be considered preliminary, it appears that the overall work participation rate for all families in Tribal TANF plans is 64 percent. Please note that tribes are authorized to count work activities that differ from the State TANF definition of work. For example, hunting, fishing, gathering, and traditional culturally related activities can be counted as work activities. Hence, the data reflects a higher work activity rate than would otherwise be reported using the much narrower State definitions.

Table 10.5 shows that there were 674 adults with a work activity. Because each adult was counted once for each month they had a work activity, it is a duplicated count in terms of individuals working. Within this limitation, table 10.5 shows that only about 11 percent were working in unsubsidized employment while almost 46 percent had unpaid work experience and over a third were doing job search and job readiness activities.

Tables 10:6 through 10:10 provide Tribal TANF characteristics data. This includes information on adult TANF recipients by relationship to head of household, family type for families in Tribal TANF Programs, and the number of TANF recipient children in the family.

The Native Employment Works Program

Background

The Tribal JOBS Program ended June 30, 1997 and on July 1, 1997 the NEW Program began, as authorized by PRWORA. Funds were appropriated for operation of the NEW Program for FY 1997 through FY 2002.

The NEW Program provides grantees with more flexibility to design programs to make work activities and services available to the populations and service area the Tribe designates. In designing programs, eligible Tribes are able to give consideration to unique economic, social, and political conditions that may exist in the community. Summary 10.1 provides a summary of program reports pertaining to grantees operating NEW Programs under Public Law Demonstration Program as reported by the U.S. Department of the Interior, Bureau of Indian Affairs (BIA). Summary 10:2 provides a summary of P.L. 102-477 Grantee Reports which have Incorporated the NEW Program.

Statistical Overview of the NEW Program for Program Year 1997

Seventy-eight Tribes and Alaska Native organizations were eligible to operate NEW programs during the 1997 NEW program year (July 1, 1997 – June 30, 1998). Each of the eligible Tribes operated a program. Fifteen tribal grantees included NEW Programs as part of their Public Law 102-477 Demonstration Projects. Grants for each eligible Tribe are restricted by statute to the amount the Tribe received in FY 1994 to operate its tribal JOBS Program, and ranged from $5,187 to $1.7 million. Approximately 36% of the grants were $10,000 - $50,000. Over 70% were less than $100,000.

Clients Served and General Program Outcomes

Eligible Tribes served a total of 6,809 NEW program clients during the 1997 NEW program year. Fifty-eight percent of clients completed the program after reaching an objective of their enrollment. Of this population: 38% of program participants completed the program after entering unsubsidized employment and 19% of participants completed the program after finishing an education or training activity that was an objective of their program enrollment.

Client Characteristics

Of clients served, 84% of program participants were female and 16 % were male. There were 375 teen parents, representing 6% of the total client population. 35 % of the 6,809 NEW Program clients also participated in the TANF Program. Twenty-nine Tribal grantees (37%)

provided NEW activities and services exclusively to individuals who received TANF benefits. 48% of program participants were recipients of the Bureau of Indian Affairs (BIA) General Assistance Program. 45% of grantees established target groups for determining eligibility for services. Most frequently identified target groups were: TANF recipients; unemployed parents; unskilled applicants; single parents; teen parents; and non-custodial parents. 30% of program participants faced barriers to employment (e.g. ex-offender or substance abuser, having an intermittent work history, etc.)

NEW Program Activities and Services

The most frequent NEW program activities included job search, classroom training, work experience, and on-the-job-training. Clients spent their time on a variety of tasks including the following: job search (17%); work experience and/or on-the-job-training (12%); and classroom training (12%).

Approximately one-fifth of the grantees implemented job creation and economic development projects including: entrepreneurial training; self-employment in forestry; home child care; after school tutoring; and telemarketing services.

Services to NEW clients included child care, transportation, job retention and/or work related expenses (e.g. equipment, tools, and uniforms), counseling, and medical services. Approximately 27% of program participants received child care services, 37% received transportation assistance; 16% received assistance to cover job retention and/or work related expenses; 14% received counseling services; and 3% were provided medical services.

State Administered TANF Programs

In addition to being served by Tribal Administered TANF Programs, Tribal families are also served by State TANF programs. In these areas, Tribal communities and Tribal members are subject to the same responsibilities and eligible for the same opportunities that a State elects for its population at large. As we learn more about the effect these service design choices are having on Tribal families, we certainly will share this information with the Congress. This type of outcome data is particularly important in light of the unique challenges to self-sufficiency faced by Tribal families related to high unemployment and lack of transportation and child care assistance.

As a start in gathering this critical data, in FY 1997, ACF approved a five-year research and evaluation project entitled "Welfare to Work: Monitoring the Impact of Welfare Reform on American Indian Families with Children." The overall purposes of this longitudinal study are to monitor and document the implementation, and assess the impact, of welfare reform on American Indian families and reservations in Arizona resulting from the State and Tribal responses to TANF. Extensive demographic, contextual, socio-economic and case-level data will be compiled from a variety of sources, including administrative records, tribal documents, interviews and site visits.

One of the preliminary findings of the study is that many Tribes, while interested in self-administration of the program, are unsure about the best strategy to follow. They are interested in learning from the experiences of other Tribes in order to examine their options and make informed choices.

Additionally, a component of HHS's evaluation of the Department of Labor's Welfare-to-Work Grant program will examine what activities and services Tribes provide through this program, and how various tribal programs are coordinated at the local level.

Summaries, Charts and Tables:

Summary 10:1

Summary of Program Reports Pertaining to Grantees Operating NEW Programs Under Public Law 102-477 Demonstration Program as reported by the U.S. Department of the Interior, Bureau of Indian Affairs (BIA)

THE 102-477 PROGRAM

Background:

Public Law 102-477, Indian Employment, Training and Related Services Demonstration Act of 1992, was enacted October 23, 1992. It authorized the integration of employment, training and related programs to improve overall effectiveness, and reduce joblessness and paperwork. A Tribe must have two or more of the eligible programs to participate in the demonstration. Eligible programs administered by the Department of Health and Human Services (DHHS) are: Native Employment Works (NEW), Tribal Temporary for Needy Families (TANF) and Child Care and Development Block Grant (CCDBG). Under the P. L. 102-477 demonstration program, the grantee may combine funding from all eligible funding sources in different federal agencies and submit a single plan and report. The plan is reviewed by each federal agency that contributes funding. BIA is responsible for management and oversight of this program. However, each federal partner is involved in the plan process and operations.

When NEW was implemented, P. L. 102-477 grantees that had incorporated the predecessor Tribal JOBS Program were allowed to incorporate the NEW Program. At the beginning of the NEW program year, funds are transferred from the Administration for Children and Families (ACF) to BIA for operation of the involved P. L. 102-477 programs. As subsequent P. L. 102-477 plans are submitted, they are reviewed by NEW staff to insure that work activities are a part of the P. L. 102-477 programs as required by the Personal Responsibility Work Opportunity Reconciliation Act.

Overview:

P. L. 102-477 grantees report separately to BIA, Office of Economic Development. The report formats for both programs are similar but not identical. The P. L. 102-477 grantee report information is listed on the attached tables. Basically the NEW funding is combined with funding from other employment and training and related programs. The grantee does one plan and one report which is submitted to BIA and shared with the other federal partners. Consequently, the resources available are enhanced beyond what would be offered under a typical NEW program. The report numbers are higher because the amount of resources utilized is greater.

During the report period covered, fifteen P. L. 102-477 grantees operated NEW under their P. L. 102-477 demonstration. Some of the reporting periods for these grantees overlap the NEW program year. However, the data presented represents 12 months of program activities.

Summary 10:2

Summary of P. L.102-477 Grantee Reports which have Incorporated the Native Employment Works (NEW) Program

- 14,404 participants were served.

- There were 9,230 positive completions of program activities over a twelve-month period. 54% of the participants who completed the program were female and 46% male.

- The majority of participants were adults. Approximately 23% were youth.

- 883 of those that completed the program were BIA General Assistance (GA) recipients, 166 were veterans and 1,118 were TANF recipients.

- 1,533 of those that entered the program were not attending school at the time of entry and did not have a high school diploma or GED. Another 1,837 were attending school at the time of entry, but did not have a high school diploma or GED. 4,225 had high school diplomas or a GED, but no post high school education and 1,791 had had some formal post-secondary education.

- Of those program participants that completed the program, 4,323 (including 865 TANF recipients) entered unsubsidized employment; 2,403 completed education/training; and 2,006 completed other program objectives.

- At the end of the report period, there were 4,774 participants still enrolled in the program.

- About 38% of the participants were reported as having experienced barriers to employment.

- 4,840 participants that completed the program had been in classroom training. 361 had been in on-the-job training (OJT) programs. 1,136 participated in supported work activities such as work experience/training and 4,191 received other support services, such as, childcare, transportation, counseling and medical services.

- 3,856 terminees participated in other tribal services, as defined by the Tribe.

- Many of the P. L. 102-477 grantees have included the CCDBG in their programs or provide child care services under their programs. 1,765 families received child care services funded through the Tribes' P. L. 102-477 program.

- The total number of children served by the program was 3,254. Of those, 40% were three years of age or younger, 27% were between four and five years old and 33% were over six years of age.

Chart 10:1

Effective Dates of Tribal TANF Programs

	Effective Date		Reporting Begins	
Tribe	**MONTH**	**YEAR**	**MONTH**	**YEAR**
ARAPAHOE, WIND RIVER	JULY	1998	JANUARY	1999
SALISH & KOOTENAI, FLATHEAD	JANUARY	1999	JULY	1999
SILETZ	OCTOBER	1997	APRIL	1998
FOREST CO. POTAWATOMI	JULY	1997	JANUARY	1998
KLAMATH	JULY	1997	JANUARY	1998
LOWER ELWHA	OCTOBER	1998	APRIL	1999
NEZ PERCE	JANUARY	1999	JULY	1999
OSAGE NATION	MAY	1998	NOVEMBER	1998
PASCUA YAQUI	NOVEMBER	1997	MAY	1998
PORT GAMBLE	OCTOBER	1998	APRIL	1999
RED CLIFF	OCTOBER	1997	APRIL	1998
SALT-RIVER PIMA-MARICOPA	JUNE	1999	OCTOBER	1999
SISSETON-WAHPETON	OCTOBER	1997	APRIL	1998
SOKAOGON CHIPPEWA	OCTOBER	1997	APRIL	1998
STOCKBRIDGE-MUNSEE	OCTOBER	1997	APRIL	1998
WHITE MOUNTAIN	NOVEMBER	1997	MAY	1998
OJIBWE, MILLE LACS	JANUARY	1999	JULY	1999
S. CL. TRIBAL CHR. ASSN.	MARCH	1998	SEPTEMBER	1998
TANANA CHIEFS CONFERENCE	OCTOBER	1998	APRIL	1999

NOTE: In some instances the effective date is other then the first of the month.

Chart 10:2

Hours which are used to Calculate Participation Rates and Groups for which it is Calculated

TRIBE	HOURS WORKED FOR	PARTI-CIPATION RATE FOR
ARAPAHOE, WIND RIVER	SINGLE PARENT	SINGLE PARENT
SALISH & KOOTENAI, FLATHEAD	ALL FAMILIES	ALL FAMILIES
SILETZ	ALL FAMILIES	ALL FAMILIES AND 2 PAREN
FOREST CO. POTAWATOMI	LIKE SEC. 407	LIKE SEC. 407
KLAMATH	ALL FAMILIES AND 2 PARENT	ALL FAMILIES AND 2 PAREN
LOWER ELWHA	ALL FAMILIES	ALL FAMILIES
NEZ PERCE	ALL FAMILIES	ALL FAMILIES
OSAGE NATION, OK	ALL FAMILIES AND 2 PARENT	ALL FAMILIES AND 2 PAREN
PASCUA YAQUI	ONE AND TWO PARENT	ONE AND TWO PARENT
PORT GAMBLE	ALL ADULTS	ALL ADULTS
RED CLIFF	LIKE SEC. 407	LIKE SEC. 407
SALT-RIVER PIMA-MARICOPA	SINGLE PARENT & 2 PARENT	SINGLE PARENT & 2 PAREN
SISSETON-WAHPETON	SINGLE PARENT	SINGLE PARENT
SOKAOGON CHIPPEWA	LIKE SEC. 407	LIKE SEC. 407
STOCKBRIDGE-MUNSEE	LIKE SEC. 407	LIKE SEC. 407
WHITE MOUNTAIN	ONE AND TWO PARENT	ONE AND TWO PARENT
OJIBWE, MILLE LACS	OTHER	OTHER
S. CL. TRIBAL CHR. ASSN.	ONE AND TWO PARENT	ONE AND TWO PARENT
TANANA CHIEFS CONFERENCE	ONE AND TWO PARENT	ONE AND TWO PARENT

NOTE: "LIKE SEC. 407" MEANS LIKE SECTION 407 OF THE SOCIAL SECURITY ACT.

Note also that in a single parent family the hours reflects the number of hours in which the parent, custodian, or caretaker relative is engaged in a work activity to meet the minimum work participation requirements of the program. The Balance Budget Act of 1997 amended section 407(c)(1)(B)(i) of the Act allows both parents in a two parent family to share the number of hours engaged in work activities to meet the State TANF requirements, we allow the same in Tribal TANF programs. Thus, the numbers reported for a two-parent family could reflect the hours engaged in by either one or both of the parents, on a shared basis.

Table 10:1

Federal TANF and NEW Grants
To American Indian Entities

ENTITY	TANF	NEW
ALL ENTITIES	$15,598,404	$7,633,286
Arapahoe Tribe of the Wind River Reservation, Wyoming	965,472	----
Assiniboine and Sioux Tribes of the Fort Peck Indian Reservation, Montana	----	64,671
Blackfeet Tribe of the Blackfeet Indian Reservation of Montana	----	116,825
Cheyenne-Arapaho Tribes of Oklahoma	----	53,288
Cheyenne River Sioux Tribe of the Cheyenne River Reservation, South Dakota	----	69,415
Chickasaw Nation of Oklahoma	----	29,960
Chippewa-Cree Indians of the Rocky Boy's Reservation, Montana	----	24,512
Cocopah Tribe of Arizona	----	5,187
Coeur D'Alene Tribe of the Coeur D'Alene Reservation, Idaho	----	6,568
Comanche Indian Tribe, Oklahoma	----	34,991
Confederated Salish & Kootenai Tribes of the Flathead Reservation, Montana	1,599,224	60,238
Confederated Tribes of the Colville Reservation, Washington	----	111,945
Confederated Tribes of the Grand Ronde Community of Oregon	----	54,426
Confederated Tribes of the Siletz Reservation, Oregon	661,625	----
Confederated Tribes and Bands of the Yakama Indian Nation of the Yakama Reservation, Washington	----	131,731
Crow Tribe of Montana	----	69,365
Devils Lake Sioux Tribe of the Devils Lake Sioux Reservation, North Dakota	----	55,904
Eastern Band of Cherokee Indians of North Carolina	----	90,972
Forest County Potawatomi Community of Wisconsin Potawatomi Indians, Wisconsin	115,793	13,184
Gila River Pima-Maricopa Indian Community of the Gila River Indian Reservation of Arizona	----	126,512
Ho-Chunk Nation of Wisconsin	----	52,217
Hualapai Indian Tribe of the Hualapai Indian Reservation, Arizona	----	6,089
Kickapoo Tribe of Indians of the Kickapoo Reservation in Kansas	----	27,269
Klamath Indian Tribe of Oregon	464,259	----

Table 10:1

Federal TANF and NEW Grants To American Indian Entities (continued)

ENTITY	TANF	NEW
La Courte Oreilles Band of Lake Superior Chippewa Indians of the Lac Courte Oreilles Reservation of Wisconsin	----	58,483
Lower Brule Sioux Tribe of the Lower Brule Reservation, South Dakota	----	8,184
Lower Elwha Tribe of the Lower Elwha Reservation, Washington	501,343	----
Lummi Tribe of the Lummi Reservation, Washington	----	57,274
Makah Indian Tribe of the Makah Indian Reservation, Washington	----	12,496
Menominee Indian Tribe of Wisconsin	----	114,615
Mescalero Apache Tribe of the Mescalero Reservation, New Mexico	----	22,244
Mississippi Band of Choctaw Indians, Mississippi	----	42,598
Navajo Nation of Arizona, New Mexico & Utah	----	1,752,666
Nez Perce Tribe of Idaho	504,990	34,752
Nooksack Indian Tribe of Washington	----	45,819
Northern Cheyenne Tribe of the Northern Cheyenne Indian Reservation, Montana	----	59,456
Oglala Sioux Tribe of the Pine Ridge Reservation, South Dakota	----	219,158
Omaha Tribe of Nebraska	----	39,606
Oneida Tribe of Wisconsin	----	19,320
Osage Nation of Oklahoma	417,449	----
Pascua Yaqui Tribe of Arizona	966,828	55,025
Penobscot Tribe of Maine	----	23,915
Port Gamble Indian Community of the Port Gamble Reservation, Washington	516,580	----
Puyallup Tribe of the Puyallup Reservation, Washington	----	22,910
Red Cliff Band of Lake Superior Chippewa Indians of Wisconsin	347,110	----
Red Lake Band of Chippewa Indians of the Red Lake Reservation, Minnesota	----	134,691
Rosebud Sioux Tribe of the Rosebud Indian Reservation, South Dakota	----	164,596
Sac & Fox Nation, Oklahoma	----	10,063
Salt River Pima-Maricopa Indian Community of the Salt River Reservation, Arizona	710,340	51,868
Santee Sioux Tribe of the Santee Reservation of Nebraska	----	12,576
Sauk-Suiattle Indian Tribe of Washington	----	11,455
Sault Ste. Marie Tribe of Chippewa Indians of Michigan	----	113,011
Seneca Nation of New York	----	74,616
Shoshone-Paiute Tribes of the Duck Valley Reservation, Nevada	----	5,257
Sisseton-Wahpeton Sioux Tribe of the Lake Traverse Reservation, South Dakota	580,106	41,831

Table 10:1

Federal TANF and NEW Grants
To American Indian Entities
(continued)

ENTITY	TANF	NEW
Sokaogon Chippewa Community of the Mole Lake Band of Chippewa Indians, Wisconsin	77,195	13,184
Standing Rock Sioux Tribe of North & South Dakota	----	75,312
Stockbridge-Munsee Community of Mohican Indians of Wisconsin	143,122	----
Stillaguamish Tribe of Washington	----	14,319
Swinomish Indians of the Swinomish Reservation, Washington	----	17,182
Three Affiliated Tribes of the Fort Berthold Reservation, North Dakota	----	38,279
Tohono O'odham Nation of Arizona	----	150,868
Tulalip Tribes of the Tulalip Reservation, Washington	----	28,637
Turtle Mountain Band of Chippewa Indians of North Dakota	----	207,368
Upper Skagit Indian Tribe of Washington	----	45,819
White Mountain Apache Tribe of the Fort Apache Reservation, Arizona	1,794,188	----
Winnebago Tribe of Nebraska	----	19,389
Zuni Tribe of the Zuni Reservation, New Mexico	----	54,474
Leech Lake Band Minnesota Chippewa Tribe, Minnesota	----	168,176
Mille Lacs Band Minnesota Chippewa Tribe, Minnesota	823,539	61,723
White Earth Band Minnesota Chippewa Tribe, Minnesota	----	192,415
Minnesota Chippewa Tribe - Cass lake	----	396,575
Inter-Tribal Council, Inc., Oklahoma	----	7,776
Shoshone and Arapahoe Joint Business Council	----	56,118
South Puget Inter-Tribal Planning Agency (SPIPA)	----	57,274
California Indian Manpower Consortium	----	447,885
Southern California Tribal Chairman’s Association	1,965,268	----
Metlakatla Indian Community, Annette Island Reserve, Alaska	----	16,917
Kawerak, Inc.	----	80,415
Maniilag Association	----	75,267
Association of Village Council Presidents	----	326,075
Tanana Chiefs Conference	2,443,973	159,115
Cook Inlet Tribal Council	----	285,377
Bristol Bay Native Association	----	54,427
Aleutian and Pribolof Island Association	----	7,600
Chugachmuit	----	17,652
Tlinget Haida Central Council	----	124,791
Kodiak Area Native Association	----	19,123

TABLE 10:2

Estimated Number of AFDC Cases with an American Indian in the Assistance Unit in States with a Federally Recognized Tribe, FY 1992 – FY 1998

	1992	1993	1994	1995	1996	1998
TOTAL	65,922	66,393	67,817	67,520	69,720	44,713
ALABAMA	104	0	0	42	42	24
ALASKA	4,663	4,860	4,726	4,996	3,736	3,880
ARIZONA	9,762	10,382	10,643	10,374	10,643	7,671
CALIFORNIA	7,784	8,183	6,401	6,352	10,116	2,121
COLORADO	515	421	505	416	562	297
CONNECTICUT	0	49	97	96	0	94
FLORIDA	319	0	301	358	196	111
IDAHO	436	449	458	518	389	115
IOWA	92	96	192	235	381	176
KANSAS	160	367	438	501	371	292
LOUISIANA	116	0	145	0	151	48
MAINE	409	127	288	213	264	261
MASSACHUSETTS	564	242	556	268	0	190
MICHIGAN	1,545	2,027	2,025	2,565	1,980	1,113
MINNESOTA	4,602	4,671	3,728	4,338	5,263	4,507
MISSISSIPPI	97	233	140	49	148	24
MONTANA	4,067	3,663	3,461	3,528	3,266	3,266
NEBRASKA	727	674	978	803	784	548
NEVADA	351	430	304	403	387	291
NEW MEXICO	4,748	5,677	4,739	4,011	4,460	3,333
NEW YORK	2,154	760	692	1,981	826	674
NORTH CAROLINA	2,937	2,187	2,977	2,177	3,373	1,756
NORTH DAKOTA	2,158	2,161	2,486	2,445	2,532	1,831
OKLAHOMA	5,086	5,700	6,410	6,363	5,248	3,162
OREGON	845	898	1,185	985	933	435
RHODE ISLAND	82	83	126	41	54	58
SOUTH CAROLINA	0	39	44	0	0	51
SOUTH DAKOTA	3,620	3,739	4,025	4,041	3,738	2,823
TEXAS	973	230	343	840	572	145
UTAH	870	860	1,272	1,080	1,055	969
WASHINGTON	4,106	4,427	4,853	4,521	4,897	3,888
WISCONSIN	1,309	2,063	2,651	2,276	2,649	220
WYOMING	720	694	629	705	704	339

SOURCE:1992-1996 SAMPLE DATA FROM THE NATIONAL INTEGRATED QUALITY CONTROL SYSTEM.
1998 NATIONAL EMERGENCY TANF DATA FILE AS OF 5/28/1999.

TABLE 10:3

Estimated Number of AFDC Cases with An American Indian in the Assistance Unit and Maintenance Assistance Dollars for Such Cases in States with a Federally Recognized Tribe, FY 1994

STATE	% OF ALL CASES WITH AN A.I.	ALL CASES NUMBER	ALL CASES ESTIMATED DOLLARS	AMERICAN INDIANS CASES	AMERICAN INDIANS ESTIMATED DOLLARS
SOUTH DAKOTA	58.1	6,926	2,029,892	4,025	1,208,212
NORTH DAKOTA	42.3	5,877	2,088,851	2,486	912,864
ALASKA	37.0	12,759	10,274,255	4,726	3,837,833
MONTANA	29.1	11,908	4,093,827	3,461	1,246,241
ARIZONA	14.8	71,984	21,542,808	10,643	2,897,437
NEW MEXICO	14.1	33,633	10,937,644	4,739	1,503,582
OKLAHOMA	13.6	46,971	13,722,226	6,410	1,965,783
WYOMING	11.0	5,739	1,721,878	629	190,032
UTAH	7.1	17,801	6,080,803	1,272	408,124
NEBRASKA	6.1	15,934	5,089,335	978	322,520
MINNESOTA	5.9	62,979	30,084,193	3,728	1,839,030
IDAHO	5.3	8,676	2,447,938	458	139,172
WASHINGTON	4.7	102,952	50,719,237	4,853	2,457,987
WISCONSIN	3.4	77,188	35,738,858	2,651	1,189,307
OREGON	2.8	42,135	16,629,598	1,185	545,291
NORTH CAROLINA	2.3	131,220	30,097,236	2,977	680,798
NEVADA	2.2	14,047	3,987,016	304	82,386
KANSAS	1.5	30,102	10,405,615	438	152,312
MAINE	1.3	22,934	9,592,801	288	138,468
COLORADO	1.2	41,614	13,116,900	505	132,436
MICHIGAN	0.9	223,950	96,125,945	2,025	837,280
CALIFORNIA	0.7	908,999	501,515,502	6,401	3,902,720
RHODE ISLAND	0.6	22,654	11,216,133	126	75,836
MASSACHUSETTS	0.5	111,783	60,856,866	556	335,627
IOWA	0.5	39,555	14,208,355	192	67,286
MISSISSIPPI	0.2	56,785	6,798,459	140	12,846
LOUISIANA	0.2	86,915	14,191,069	145	34,419
CONNECTICUT	0.2	59,201	33,373,423	97	73,083
NEW YORK	0.2	454,951	225,394,525	692	256,906
FLORIDA	0.1	247,087	62,809,939	301	82,764
TEXAS	0.1	283,744	46,107,842	343	35,018
SOUTH CAROLINA	0.1	51,925	9,102,927	44	12,315
ALABAMA	0.0	50,340	7,474,228	0	0

BASED ON SAMPLE DATA FROM THE NATIONAL INTEGRATED QUALITY CONTROL SYSTEM (NIQCS).

TABLE 10:4

Change in Estimated AFDC/TANF Cases with an American Indian Compared to Changes in All Cases in States with a Federally Recognized Tribe from FY 1992 to FY 1998

	ALL CASES				AMERICAN INDIAN			
			DIFFERENCE				DIFFERENCE	
STATE	1992	1998	CASES	PERCENT	1992	1998	CASES	PERCENT
U.S. TOTAL	3,128,798	2,137,066	-991,732	-31.7	65,922	44,713	-21,209	-32.2
ALABAMA	50,631	23,792	-26,839	-53.0	104	24	-80	-76.9
ALASKA	10,807	10,210	-597	-5.5	4,663	3,880	-783	-16.8
ARIZONA	63,598	40,163	-23,435	-36.8	9,762	7,671	-2,091	-21.4
CALIFORNIA	806,086	707,062	-99,024	-12.3	7,784	2,121	-5,663	-72.8
COLORADO	42,081	21,194	-20,887	-49.6	515	297	-218	-42.3
CONNECTICUT	55,499	47,188	-8,311	-15.0	0	94	94	---
FLORIDA	221,205	111,143	-110,062	-49.8	319	111	-208	-65.2
IDAHO	7,335	1,860	-5,475	-74.6	436	115	-321	-73.6
IOWA	37,158	25,167	-11,991	-32.3	92	176	84	91.3
KANSAS	28,741	13,914	-14,827	-51.6	160	292	132	82.5
LOUISIANA	92,200	47,916	-44,284	-48.0	116	48	-68	-58.6
MAINE	23,919	15,331	-8,588	-35.9	409	261	-148	-36.2
MASSACHUSETTS	111,448	66,409	-45,039	-40.4	564	190	-374	-66.3
MICHIGAN	225,609	123,693	-101,916	-45.2	1,545	1,113	-432	-28.0
MINNESOTA	63,656	48,464	-15,192	-23.9	4,602	4,507	-95	-2.1
MISSISSIPPI	60,810	23,631	-37,179	-61.1	97	24	-73	-75.3
MONTANA	10,909	7,275	-3,634	-33.3	4,067	3,266	-801	-19.7
NEBRASKA	16,551	13,374	-3,177	-19.2	727	548	-179	-24.6
NEVADA	11,867	10,383	-1,484	-12.5	351	291	-60	-17.1
NEW MEXICO	28,764	21,363	-7,401	-25.7	4,748	3,333	-1,415	-29.8
NEW YORK	397,172	336,857	-60,315	-15.2	2,154	674	-1,480	-68.7
NORTH CAROLINA	121,427	76,337	-45,090	-37.1	2,937	1,756	-1,181	-40.2
NORTH DAKOTA	6,394	3,275	-3,119	-48.8	2,158	1,831	-327	-15.2
OKLAHOMA	46,837	24,135	-22,702	-48.5	5,086	3,162	-1,924	-37.8
OREGON	41,460	18,898	-22,562	-54.4	845	435	-410	-48.5
RHODE ISLAND	21,288	19,229	-2,059	-9.7	82	58	-24	-29.3
SOUTH CAROLINA	49,710	25,293	-24,417	-49.1	0	51	51	---
SOUTH DAKOTA	7,223	3,851	-3,372	-46.7	3,620	2,823	-797	-22.0
TEXAS	265,819	145,232	-120,587	-45.4	973	145	-828	-85.1
UTAH	17,882	10,769	-7,113	-39.8	870	969	99	11.4
WASHINGTON	96,407	77,762	-18,645	-19.3	4,106	3,888	-218	-5.3
WISCONSIN	81,680	14,649	-67,031	-82.1	1,309	220	-1,089	-83.2
WYOMING	6,625	1,247	-5,378	-81.2	720	339	-381	-52.9

TABLE 10:5

Number of Tribal TANF Recipient Adults in Tribal Programs with Work Activities and Percent Distribution by Work Activity, FY 1998

WORK ACTIVITY	ADULTS	PERCENT
TOTAL	674	100.0%
UNSUBSIDIZED EMPLOYMENT	74	11.0
SUBSIDIZED PRIVATE EMPLOYMENT	2	0.3
SUBSIDIZED PUBLIC EMPLOYMENT	1	0.1
UNPAID WORK EXPERIENCE	309	45.8
O.J.T.	2	0.3
JOB SEARCH / READINESS	226	33.5
COMMUNITY SERVICE	0	0.0
VOCATIONAL EDUCATION	37	5.5
JOB SKILLS	13	1.9
EMPLOYMENT EDUCATION	0	0.0
SCHOOL ATTENDANCE	40	5.9
OTHER	1	0.1

NOTE: ADULTS INCLUDE TEEN HEAD-OF-HOUSEHOLDS AND MARRIED TEENS.
ONLY ONE ADULT PER FAMILY COUNTED AND ONLY IF THEY WORKED TWENTY OR MORE HOURS, TOTAL
ADULTS ARE COUNTED ONCE FOR EACH MONTH IN WHICH THEY HAD A WORK ACTIVITY.
DATA ARE INCOMPLETE FOR SOME TRIBES.

TABLE 10:6
Adult Recipients in Tribal TANF Programs By Work Participation Status
FY 1998

STATUS	NUMBER	PERCENT
TOTAL	1,067	100.0
DISREGARDED CHILD UNDER 1	78	7.3
DISREGARDED SANCTIONS	15	1.4
DISREGARDED NEW PARTICIPANT	24	2.2
EXEMPT DISABLED	70	6.6
EXEMPT OTHER	160	15.0
DEEMED TEEN-HEAD IN SCHOOL	20	1.9
DEEMED CHILD UNDER 6	42	3.9
REQUIRED TO WORK	658	61.7

NOTE: ADULTS INCLUDE TEEN HEAD-OF-HOUSEHOLDS AND MARRIED TEENS.
ADULTS ARE COUNTED ONCE FOR EACH MONTH IN WHICH THEY WERE REPORTED.
DATA ARE INCOMPLETE FOR SOME TRIBES.

TABLE 10:7

Adult TANF Recipients in Tribal TANF Programs By Relationship to Head of Household, FY 1998

RELATIONSHIP	NUMBER	PERCENT
TOTAL	1,890	100.0
HEAD	1,516	80.2
SPOUSE	245	13.0
PARENT	59	3.1
CHILD	15	0.8
STEPCHILD	0	0.0
GRANDCHILD	0	0.0
OTHER	1	0.1
FOSTER CHILD	0	0.0
UNRELATED CHILD	0	0.0
UNRELATED ADULT	54	2.9

NOTE: ADULTS INCLUDE TEEN HEAD-OF-HOUSEHOLDS AND MARRIED TEENS.
ADULTS ARE COUNTED ONCE FOR EACH MONTH IN WHICH THEY WERE REPORTED.
DATA ARE INCOMPLETE FOR SOME TRIBES.

TABLE 10:8

Families in Tribal TANF Programs by Reported Family Type, FY 1998

FAMILY TYPE	NUMBER	PERCENT
ALL TYPES	1,421	100.0
ONE PARENT	832	58.6
TWO PARENT	196	13.8
NO PARENT:		
WITH ADULT	303	21.3
WITHOUT ADULT	0	0.0
NOT CODED	90	6.3

NOTE: ADULTS INCLUDE TEEN HEAD-OF-HOUSEHOLDS AND MARRIED TEENS.
FAMILIES ARE COUNTED ONCE FOR EACH MONTH THEY WERE REPORTED.
DATA ARE INCOMPLETE FOR SOME TRIBES.

TABLE 10:9
Percent Distribution of Tribal TANF Families by Number of TANF Recipient Children in the Family, FY 1998

NUMBER OF CHILDREN IN FAMILY	PERCENT
ALL FAMILIES	100.0
ONE CHILD	35.0
TWO CHILDREN	29.0
THREE CHILDREN	16.O
FOUR CHILDREN	12.0
FIVE CHILDREN	0.8
SIX OR MORE CHILDREN	3.5

NOTE: FAMILES ARE COUNTED ONCE FOR EACH MONTH THEY ARE REPORTED.
DATA ARE INCOMPLETE FOR SOME TRIBES.
THERE ARE AN AVERAGE OF 2.2 CHILDREN PER FAMILY.

TABLE 10:10

Percent Distribution of Tribal TANF Recipient Children by Age, FY 1998

AGE OF CHILD	PERCENT	AGE OF CHIID	PERCENT
ALL AGES	100.0	-----------	----------
LESS THAN ONE	6.2	10 YEARS OLD	5.8
1 YEAR OLD	7.5	11 YEARS OLD	6.1
2 YEARS OLD	5.5	12 YEARS OLD	5.5
3 YEARS OLD	5.0	13 YEARS OLD	4.8
4 YEARS OLD	8.1	14 YEARS OLD	5.1
5 YEARS OLD	7.6	15 YEARS OLD	3.0
6 YEARS OLD	5.2	16 YEARS OLD	3.2
7 YEARS OLD	6.8	17 YEARS OLD	1.6
8 YEARS OLD	5.3	18 YEARS OLD	0.5
9 YEARS OLD	5.5	AGE UNKNOWN	0.0

NOTE: CHILDREN ARE COUNTED ONCE FOR EACH MONTH THAT THEY ARE REPORTED.
DATA ARE INCOMPLETE FOR SOME TRIBES.
TANF RECIPIENT CHILDREN'S AVERAGE AGE IS 8.0 YEARS.

XI. CHILD CARE

Introduction

Child care is a critical support for working families and can be especially important to families seeking to become or remain self-sufficient. This is evident when the high, and growing, labor force participation of parents -- even before PRWORA -- is considered. For example, in 1995 almost 13 million infants, toddlers and pre-school children under the age of 6 were in child care. In 1996, 96% of fathers and 63% of mothers with children under age 6 worked. By 1998, the latest year for which Census figures are available, the percentage of single employed mothers with incomes under 200% of poverty, rose from 44% in 1992 to 57% in 1998.

The increased number of TANF families who are working and the increased number of hours they must work have resulted in a much greater demand for child care services. Near-poor working families must also have child care if they are to retain their jobs and avoid having to seek cash assistance. The continued strength of the economy, along with the continued effectiveness of welfare reform and the increasing work participation of TANF recipients will continue to place great pressure on the nation's child care resources. Ensuring quality child care is not only essential for working parents, but finding high quality child care is important for child health and well being.

Recent data show that States across the country report extensive waiting lists and unmet need. Iowa has subsidized child care slots for almost 75,000 children from birth to age 5 – less than half of the reported need. In California, between 100,000 and 200,000 families are waiting for slots. In Texas, approximately 30,000 – 35,000 names are on waiting lists. In Florida, 25,000 are on waiting lists, as are 13,500 families in Massachusetts. Michigan has identified the growth in the need for child care as the principal issue it expects to face in the near future.

Another indicator of the high demand for child care services is the rate of spending in the program. While States have two years to obligate and expend the CCDBG funds, States have obligated or expended 100% of the funds available in FY 98 in that same fiscal year. In addition, States spent over $1.6 billion of their own funds on child care (this includes child care MOE and State child care matching funds).

Background

PRWORA repealed the Federal child care programs formerly authorized in the Social Security Act -- AFDC child care, Transitional child care and At-Risk child care. It also provided new child care funds and consolidated most Federal child care funds under the rules of the Child Care and Development Block Grant (CCDBG) Act of 1990. PRWORA unified what was a fragmented child care subsidy system under a single set of rules, giving States the flexibility to serve all families through a single, integrated child care system.

PRWORA specifically requires States to ensure that not less than 70 percent of the new child care funds be used to provide child care assistance to families receiving TANF, families attempting through work activities to transition off of TANF, and families at risk of becoming dependent on TANF. In 1998, PRWORA provided over $2 billion in entitlement funding for child care in addition to the over $1 billion provided to States through the discretionary CCDBG. Table 11:1

shows the amounts of this entitlement child care funding and the amount of the CCDBG available to each State in 1998.

Although PRWORA provided additional mandatory funds for child care through the Social Security Act, almost one-quarter of the States also chose to expend TANF funds directly on child care services. Recognizing the critical importance of child care to their self-sufficiency efforts, more than one-half of the States elected to transfer additional amounts of TANF funds to the CCDBG in 1998 as shown in table 11:2. Similarly, Table 11:3 shows that one-third of the States reported expending over $391 million on child care through separate State programs for TANF maintenance of effort purposes.

Unmet Need

Nationally, there are approximately 10 million children under age 13 who are income eligible for CCDBG child care. For 1997, we estimated that about 1.25 million children received child care assistance through the CCDBG in an average month. Many children may also receive child care assistance through a State TANF child care program and are not included in this estimate. Confronted with great unmet need and scarce resources, States are adopting a variety of approaches in their utilization of child care dollars. Most States set income eligibility levels that are considerably lower than federal law allows. Additionally, States set high co-payments to parents and almost all States allow providers to charge additional out of pocket costs to parents in order to make up for very low reimbursement rates.

Current Research

A large and growing body of research shows that young children who grow up in families with limited incomes are at risk for poor social outcomes. The most effective early childhood programs can positively influence a child's social and emotional development, enhance the likelihood of successful school performance in the early grades, and in some instances, reduce the later risks of involvement with the special education and juvenile justice systems. Scientists have recently made many discoveries about how a child's earliest experiences affect the way the brain is organized. For example, brain research now confirms that interactions and experiences in a child's early years have a big impact on a child's emotional development, learning abilities and functioning in later life. Researchers are also finding that the kind of care-giving parents and others provide has an even greater effect on brain development than most people previously suspected.

A strong body of research indicates that high quality care improves children's well-being and development, promotes school readiness, and is a positive predictor of children's performance well into their school careers. For example, recently released findings from the NICHD Study of early child care shows that children attending centers that meet professional standards for quality, score higher on school readiness and language tests and have fewer behavioral problems than do their peers in centers not meeting such standards. The study found that children fared better when child-staff ratios were lower and also when teachers had more training and education.

Although it is clear that better quality care results in better outcomes for children, there are serious concerns, likewise supported by research, about the quality of care many children receive. Even the basic health and safety of children in care has become a national concern. In the NICHD study, most of the child care settings studied did not meet all the standards. Compliance ranged from 10 percent for infant classrooms to 34 percent for 3-year-olds. Of the 50 sets of State child care regulations only three were found to meet the recommended child/staff ratio for toddlers. In addition, only nine States met the teacher training standards for infants.

In another recently reported study, high quality child care positively affected children's cognitive and social skills through the second grade. In a four-year follow-up of children studied in the 1995 Cost, Quality and Child Outcomes Study, researchers at four universities found that children in high quality care programs when they were 3 and 4 years old scored better on math, language and social skills development through the early elementary years than did children who had been in poor-quality preschool care.

Parents need the assurance of knowing that their children are in safe, healthy and nurturing care that the family can afford if they are to focus their attention on the demands of the workplace. The complex interplay of child care supply, cost, quality and convenience create tremendous stresses for parents who are trying to make ends meet and balance the competing demands of work and family life. When parents are worried about their children’s well-being, the worry and stress are likely to affect their job performance.

A recent GAO study demonstrates the pervasiveness of these issues by analyzing the trade-offs low-income mothers confront when they want to work but face high child care costs. According to that study, child care subsidies are often a strong factor in a parent’s ability to work, and reducing child care costs increases the likelihood that poor and near-poor mothers will be able to work. The GAO observed that affordable child care is a decisive factor that encourages low-income mothers to seek and maintain employment. In another study, the GAO found that single parents who received child care assistance more often successfully completed their training, obtained jobs or experienced other positive outcomes.

Research being conducted by the Child Care Bureau’s Child Care Policy Research Consortium is showing that States attempting to make sufficient funds available to meet demand are experiencing tremendous growth in use of child care subsidies. This growth in demand is especially among the low-income working families who were formerly on TANF. For example, in Illinois between 1997 and 1999, the number of children in current and former TANF families receiving subsidies connected to cash assistance and using certificates grew by 80 percent. The largest proportion of that growth came from former TANF families whose usage grew by 200 percent. In Maryland, during the same two years, the number of children receiving subsidies grew by over 30 percent. Again, the largest growth rate was seen among former TANF families, whose use of subsidized care increased by over 100 percent.

Our research is further showing that increased funding for child care subsidies increases the likelihood that TANF recipients will work. For example, a longitudinal study of child care, employment and earnings during the early stages of Welfare Reform in Miami-Dade County, Florida shows that increases in child care subsidies are associated with an increase of approximately ten percent in the likelihood that work-ready welfare recipients will become employed. Increased funding for child care subsidies also significantly increases the earnings of current and former welfare recipients, with the impact on earnings among the hard-to-employ being almost double the impact on earnings of work- ready recipients. While this study reflects conditions in only one site and is not representative of other areas, it may be an important barometer for other States and locales.

Although evidence to confirm the importance of child care subsidies in helping families transition from welfare to work is mounting, States are unable to meet the enormous demand for child care, even given the lower-eligibility levels that they have adopted. As a result, States across the country report extensive waiting lists and unmet need. Supply studies by the Child Care Policy Research Consortium using new geo-coding (mapping) techniques are beginning to document the extent to which the existing supply of child care is unevenly distributed, with severe shortages in many local communities for families in a variety of circumstances.

Employers also say that child care is a major obstacle in their attempts to build a stable, productive workforce. In a study sponsored by the National Conference of State Legislatures (1997) employers cited child care as causing more problems in the workplace than any other family-related issue. Increases in absenteeism and tardiness due to difficulties with child care were reported in nine out of 10 companies. Eighty percent of the companies surveyed said that workdays were cut short because of child care problems. A body of previous research on child care and the workplace also suggests that child care is a critical factor in parents' ability to obtain and sustain employment and in their consistency and productivity on the job. Improvements in employee absenteeism, lateness, and turnover have also been related to the availability of employer-supported child care services.

Ongoing and Future Research

Many child care research activities are currently underway within ACF, the Department and other Federal Government agencies, as well as foundations. Many studies are examining the relationships between State and local welfare reform policies and practices and their child care programs and the implications for parents applying for, or receiving, TANF benefits. These studies will provide substantial information on the complex interrelationships between TANF and child care.

Child care research being carried out by DHHS includes the following representative projects:

- "A National Study of Child Care for Low Income Families," being conducted by Abt Associates in cooperation with the National Center for Children in Poverty at Columbia University, will provide information on (1) the effects of federal, State and local policies and programs on the child care market; (2) the employment and child care decisions of low-income families; (3) the characteristics and functioning of family child care; and (4) the experiences children and families have with family child care.
- A study by Mathematica Policy Research (MPR), entitled "The Role of Child Care in Low Income Families' Labor Force Participation," has produced a set of options for future research, as well as three review papers synthesizing the research on aspects of child care -- flexibility, quality and cost -- that may affect the ability of low-income families to obtain and maintain employment over time and to obtain higher earnings.
- Another ongoing project with MPR, entitled "Study of Infant Care under Welfare Reform," will establish a preliminary knowledge base of policies, programs and strategies that States have adopted in order to help parents of infants transition into work or school. This study will incorporate a paper on proposed future research designs to study infant care.
- The Child Care Policy Research Consortium, some of whose early findings are noted above, will continue studying critical child care issues affecting welfare recipients and low-income working parents. The consortium is composed of colleges, universities and private research organizations; State and local child care agencies; resource and referral agencies; parent and provider groups, national organizations, and businesses. The lead organizations and States in which the partnerships are working include: (1) California Child Care Resource and Referral Network in San Francisco (working in California, Connecticut, and Florida); (2) Columbia University, School of Public Health, National Center on Children in Poverty in New York City (working in Illinois, Maryland, New Jersey and New York); (3) Harvard University, School of Public Health in Cambridge, Massachusetts (working in Chicago, Illinois); (4) Linn Benton

Community College in Albany, Oregon (working in Oregon); and (5) Wellesley College, Department of Economics in Wellesley, Massachusetts (working in Massachusetts, Florida and Alabama).

- The Office of the Assistant Secretary for Planning and Evaluation has sponsored a report examining how early childhood programs and TANF agencies are working together to better meet the needs of families with young children and families affected by welfare reform. The report, entitled "Enhancing the Well-Being of Young Children and Families in the Context of Welfare Reform: Early Lessons from Early Childhood, TANF and Family Support Programs" was produced by the National Center for Children in Poverty in collaboration with MPR, Inc. The report provides in-depth profiles of 11 early childhood, family support, and TANF agencies which are finding innovative ways to promote the well-being of young children and to provide family support in the context of welfare reform. It also describes the range of strategies these programs are using, possibilities for replicating these strategies in other settings, and issues that require further work.

Continued research and evaluation of issues affecting child care are essential to improve State and local policies, promote effective practice, and increase our capacity to better serve low-income children and parents. With this in mind, Congress recently authorized $10 million for child care research and evaluation that will become available in fiscal year 2000. This new research funding authority provides us an important opportunity to enhance our knowledge in critical areas and in ways that will be helpful to parents, providers, employers, communities, States, and the country as a whole.

Appendices:

Table 11:1 Child Care Funding, State Allocations, 1998.

Table 11:2 TANF Transfers to CCDBG, 1998

Table 11:3 Expenditures of State Funds in Separate State Programs - Expenditures for Child Care, 1998

Table 11:1
Child Care Funding, State Allocations, 1998.

	PWORA Entitlement Funds		Discretionary
	Mandatory	Matching	CCDBG Funds
Alabama	16,441,707	12,874,104	19,256,191
Alaska	3,544,811	2,268,385	1,893,228
Arizona	19,827,025	14,245,246	18,272,512
Arkansas	5,300,283	7,829,649	11,178,453
California	85,593,217	112,531,122	114,795,143
Colorado	10,173,800	12,081,148	10,274,428
Connecticut	18,738,357	9,937,487	6,789,574
Delaware	5,179,330	2,165,596	1,823,479
District of Columbia	4,566,974	1,420,264	1,757,698
Florida	43,026,524	42,300,004	47,447,870
Georgia	36,548,223	23,834,502	30,431,106
Hawaii	4,971,633	3,814,215	3,625,415
Idaho	2,867,578	4,053,782	4,853,987
Illinois	56,873,824	38,751,616	35,321,126
Indiana	26,181,999	17,920,041	17,022,694
Iowa	8,507,792	8,382,887	8,458,202
Kansas	9,811,721	8,186,819	8,311,777
Kentucky	16,701,653	11,428,892	16,794,839
Louisiana	13,864,552	14,628,644	24,395,591
Maine	3,018,598	3,528,590	3,705,105
Maryland	23,301,407	15,987,733	12,548,669
Massachusetts	44,973,373	17,646,941	12,828,562
Michigan	32,081,922	30,617,016	26,077,476
Minnesota	23,367,543	14,848,683	12,246,225
Mississippi	6,293,116	8,930,384	15,956,504
Missouri	24,668,568	16,662,547	17,137,247
Montana	3,190,691	2,690,956	3,005,672
Nebraska	10,594,637	5,226,937	5,243,078
Nevada	2,580,422	5,215,726	4,282,563
New Hampshire	4,581,870	3,595,186	2,378,040
New Jersey	26,374,178	24,719,945	17,609,167
New Mexico	8,307,587	6,034,657	8,830,891
New York	101,983,998	56,549,256	53,731,772
North Carolina	69,639,228	22,477,013	26,331,926
North Dakota	2,506,022	1,959,294	2,189,188
Ohio	70,124,656	34,121,652	31,501,429
Oklahoma	24,909,979	10,413,742	14,160,963
Oregon	19,408,790	9,630,331	9,508,523
Pennsylvania	55,336,804	34,899,878	30,697,544
Puerto Rico			21,836,942
Rhode Island	6,633,774	2,885,357	2,446,480
South Carolina	9,867,439	11,304,976	16,689,146
South Dakota	1,710,801	2,388,716	2,930,680
Tennessee	37,702,188	15,918,881	19,283,048
Texas	59,844,129	66,742,320	88,568,693
Utah	12,591,564	8,013,529	8,865,770
Vermont	3,944,887	1,742,537	1,605,454
Virginia	21,328,766	19,992,241	18,254,205
Washington	41,883,444	17,358,420	15,502,220
West Virginia	8,727,005	4,833,793	7,114,653
Wisconsin	24,511,351	15,868,278	13,876,595
Wyoming	2,815,041	1,512,801	1,584,757
Totals	1,177,524,781	842,972,719	911,232,500

Table 11:2
TANF Transfers to CCDBG, 1998

STATE	TOTAL AWARDED	TRANSFERRED TO CCDF
Alabama	95,986,661	
Alaska	65,267,778	1,600,000
Arizona	226,398,173	
Arkansas	58,230,354	
California	3,732,671,378	100,000,000
Colorado	139,324,514	
Connecticut	266,788,107	
Delaware	32,290,981	
District of Columbia	92,609,815	
Florida	576,886,883	29,403,486
Georgia	339,720,207	19,152,485
Hawaii	98,904,788	7,400,000
Idaho	32,780,444	
Illinois	585,056,960	
Indiana	206,799,109	
Iowa	131,524,959	1,214,089
Kansas	101,931,061	7,376,929
Kentucky	181,287,669	18,000,000
Louisiana	168,072,394	
Maine	78,120,889	4,984,810
Maryland	229,098,032	
Massachusetts	459,371,116	79,253,383
Michigan	775,352,858	149,464,937
Minnesota	267,984,886	10,200,000
Mississippi	88,943,530	
Missouri	217,051,740	
Montana	46,666,707	
Nebraska	58,028,579	
Nevada	44,875,852	
New Hampshire	38,521,260	
New Jersey	404,034,823	16,349,984
New Mexico	129,339,257	13,304,750
New York	2,442,930,602	55,000,000
North Carolina	310,935,520	11,699,518
North Dakota	26,399,809	
Ohio	727,968,260	
Oklahoma	147,842,004	5,606,134
Oregon	166,798,629	
Pennsylvania	719,499,305	
Rhode Island	95,021,587	
South Carolina	99,967,824	
South Dakota	21,313,413	
Tennessee	196,717,069	14,704,274
Texas	498,949,726	12,183,631
Utah	78,925,393	
Vermont	47,353,181	6,480,552
Virginia	158,285,172	23,742,776
Washington	404,331,754	28,973,849
West Virginia	110,176,310	10,000,000
Wisconsin	317,505,180	26,021,418
Wyoming	21,538,089	
Total	**16,562,380,591**	**$652,117,005**

Table 11:3
Expenditures of State Funds in Separate State Programs - Expenditures for Child Care,

STATE	TOTAL SSP EXPENDITURES	CHILD CARE
Alabama	-	
Alaska	-	
Arizona	10,032,936	10,032,936
Arkansas	-	
California	121,185,078	117,192,038
Colorado	-	
Connecticut	-	
Delaware	-	
District of Columbia	-	
Florida	29,927,198	
Georgia	71,913,685	
Hawaii	46,194,948	
Idaho	-	
Illinois	38,498,191	
Indiana	11,730,962	
Iowa	8,202,110	7,945,436
Kansas	-	
Kentucky	-	
Louisiana	-	
Maine	16,084,649	
Maryland	4,488,324	
Massachusetts	-	
Michigan	-	
Minnesota	-	
Mississippi	-	
Missouri	-	
Montana	-	
Nebraska	-	
Nevada	-	
New Hampshire	-	
New Jersey	-	
New Mexico	-	
New York	-	
North Carolina	-	
North Dakota	-	
Ohio	-	
Oklahoma	-	
Oregon	-	
Pennsylvania	-	
Rhode Island	5,161,011	
South Carolina	-	
South Dakota	-	
Tennessee	187,810	
Texas	-	
Utah	-	
Vermont	-	
Virginia	-	
Washington	4,048,140	
West Virginia	-	
Wisconsin	21,387,956	
Wyoming	2,264,099	2,264,099
State Total	391,307,097	137,434,509

XII. CHARACTERISTICS OF EACH STATE PROGRAM FUNDED UNDER TANF

States have a wide array of choices when it comes to designing their programs. However, the primary focus of State policy choices continues to be encouraging, requiring, and supporting work. A major study of the implementation of welfare reform by the Nelson Rockefeller Institute of Government noted that the pervasive changes in social programs since enactment of PRWORA "have occurred in large part because strong signals have been sent by governors and State legislators that a work-based approach to welfare reform is no longer just one federal priority among many but is now a central objective within each State." Almost all States have moved to "Work First" models, requiring recipients to move quickly into available jobs.

Beyond the focus on work, four other themes stand out about State policy choices:

- First, as envisioned in the statute, there is considerable variety in the State's choices about policies such as time limits, sanctions, diversion, and policies for families who face specific barriers to work. Further, in some States, there is considerable program diversity within some States. Thus, there is no single, typical program.

- Second, States choices regarding eligibility requirements for their TANF programs appear to have the impact of increasing caseloads rather than decreasing the caseloads. For example, some States have expanded eligibility for two-parent families and increased asset and resource limits. It is too early to forecast the longer term implications of these eligibility changes.

- Third, State choices about TANF policy and implementation can affect families' ability to receive other benefits for which they are eligible (such as Medicaid and Food Stamps), sometimes in unintended ways. The "de-linking" of eligibility for Medicaid and TANF, for example, offers States both new challenges and new opportunities. When families learn they may receive Medicaid coverage without having to receive welfare, they may be less likely to turn to welfare in the first place. Because eligibility for the two programs is de-linked, families might not be obtaining Medicaid coverage.

- Fourth, many States have yet to significantly reinvest the TANF resources freed up by declining caseloads to help families with more intensive needs to move to self-sufficiency before the time limits take effect. (For example, families with a disabled parent or child with a disability, families with a member who needs substance abuse or mental health treatment, and families suffering from domestic violence.)

Requiring Work and Making Work Pay

States have shown diversity in implementing the statutory requirement that parents or caretakers receiving assistance are required to engage in work (as defined by the State) within 24 months, or less at State option. Most States have opted for a shorter period, with 20 States requiring immediate participation in work; 6 States requiring work within 45 days to 6 months; 23 States requiring work within 24 months; and 2 States with other time frames for work. In addition, some States use a narrow definition of "work," whereas others allow for a broader range of activities, including training or volunteering.

Another major feature of State policy regarding work is the increased use of sanctions if family members fail to participate in required activities. While reliable national data is not available at this point, the State waiver studies suggest that there is much more aggressive State use of sanctions under welfare reform. For example, waiver demonstrations indicate that a demonstration county in Florida increased its sanction rate from seven to 30 percent and Delaware's sanction rate increased from nearly zero to 50 percent. Under PRWORA, if the individual in a family receiving assistance refuses to engage in required work, the State has the option to either reduce or terminate the amount of assistance payable to the family, subject to good cause. Thirty-seven States have elected to terminate the amount of assistance payable to a family for not cooperating with work requirements (typically after several infractions), and fourteen States have chosen to reduce the amount of cash payable to a family (by a pro rata share).

States have also enacted policies to make work pay, generally by increasing the amount of earnings disregarded in calculating welfare benefits. Forty-three States made changes to simplify and expand the treatment of earnings compared to the AFDC treatment. In conjunction, all States have raised their limits on assets and/or vehicles thus allowing families to keep a vehicle that may be their only means of transportation to work, and to accumulate savings.

Time Limiting Assistance

The Federal law limits the percent of cases that may receive federally-funded assistance for more than 60 months in order for the State to avoid a time-limit penalty. Within that framework, States have broad flexibility to set policies on time-limits, including policies on the duration for which benefits may be received, exemptions, and criteria for hardship extensions.

State policies related to time limiting assistance to a family vary greatly. States have chosen the following time limit policies:

- 27 States use the five-year federal time limit (Alabama, Alaska, Colorado, District of Columbia, Hawaii, Iowa, Kansas, Kentucky, Maine, Maryland, Minnesota, Mississippi, Missouri, Montana, New Hampshire, New Jersey, New Mexico, New York, North Dakota, Oklahoma, Pennsylvania, South Dakota, Vermont, Washington, West Virginia, Wisconsin, and Wyoming);

- 8 States (Louisiana, Nebraska[2], Nevada, North Carolina, Oregon[3], South Carolina, Tennessee, and Virginia) have chosen "intermittent" time limits (for example, Louisiana limits TANF receipt to 24 months in any 60 month period, with a lifetime limit of 60 months);

- 8 States have chosen a lifetime time limit shorter than the federal limit (Arkansas, Connecticut, Delaware, Florida, Georgia, Idaho, Ohio, and Utah);

- 3 States have chosen options that do not involving supplements for families reaching the federal time limit (Illinois, Massachusetts, and Michigan); and

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[2] Families are limited to 24 out of 48 months of cash assistance. However, State law will not allow any family to be terminated if it will result in an economic hardship. [2]

[3] Cash assistance to families is limited to 24 cumulative months in any 84 consecutive months. The time limitation will not apply to any person who is participating in the JOBS.

- 5 States have chosen time limits for adults only (Arizona, California, Indiana, Rhode Island, and Texas).

Diversion

Many States are experimenting with a variety of strategies to divert families from receiving cash assistance. These diverse strategies include: lump-sum cash payments, where families receive a payment sufficient to resolve an immediate emergency (such as a car breakdown) and keep the family working and off cash assistance; applicant job search, where the applicant is required to look for a job for some period of time (with or without structured assistance from the welfare office) before receiving benefits; and other alternative support services (such as linkages to child care or community resources). These strategies are quite new, and there is little research yet on their effects.

However, a recent study by the Center for Health Policy Research at the George Washington University, funded by the Department, has examined the emergence of diversion programs as a welfare reform strategy and the potential for diversion to affect access to Medicaid. The study reported on the use of diversion in all 50 States and the District of Columbia, and also included an examination of the experiences of five local communities in establishing and operating diversion programs (See chapter Summary 14:3). In addition to noting the importance of processing Medicaid applications even in cases in which TANF assistance is deferred, it highlights promising approaches that other States may follow to ensure access to Medicaid and other supports, such as child care, for those who obtain employment through diversion or are otherwise diverted from the TANF rolls.

One of Montana's local programs was examined in the study. In that program, child care and Medicaid-only option are provided for families with work or child support income. The study found that this option has greatly increased demand for child care.

Families Facing Specific Barriers to Employment

Although there have been dramatic gains in work for many TANF families, too many families with multiple barriers to success are at risk of being left behind. While many parents on welfare have succeeded in moving to work, despite extraordinary obstacles, others will need additional treatment and support services to work and succeed at work. The States vary a great deal in the extent to which they have planned and invested in programs to provide these supports. There are no completely reliable estimates of specific family needs among welfare families, but recent studies suggest that as many as 27 percent of adults in the caseload have a substance abuse problem; up to 28 percent have mental health issues; up to 40 percent have learning disabilities or low basic skills; and up to 32 percent are current victims of domestic violence.

The Department (including both ACF and the Substance Abuse and Mental Health Administration) has co-sponsored with the Department of Labor a series of conferences on Promising Practices under welfare reform, featuring practitioners and researchers providing information on the approaches to treatment and support that enable parents facing these obstacles to prepare for work and succeed at work. One important accomplishment to note is that many States have made policy decisions and investments that focus for the first time on protecting and supporting women on welfare who have experienced domestic violence.

State Eligibility Changes

A recent analysis of States' caseload reduction credit submissions finds that many States have made changes to the eligibility requirements for their TANF programs that appear to have the impact of increasing rather than decreasing the caseloads. The following is a list of many changes found in this analysis. Note that this is not a comprehensive list, but it does demonstrate the types of changes States are making.

Eligibility changes States made that increase caseload

- Eliminating the rule that two-parent families work less than 100 hours a month
- Eliminating the quarters of work restriction on two-parent families[4]
- Increasing income disregards
- Increasing asset limits
- Increasing the vehicle exemption
- Increasing the standard of need

Eligibility changes States made that decrease caseload

- Eliminating the $50 child support pass-through (the practice of disregarding the first 50 dollars in child support a family receives when computing their grant)
- Prohibition on serving certain immigrants with federal TANF funds
- Federal restriction on serving teen parents not living in adult-supervised settings
- Federal requirement that teen parents attend high school or equivalent training
- Requirement to follow an individual responsibility plan
- Full-family sanctions (instead of grant reduction)
- Counting SSI income
- Child immunization
- Deeming of immigrant sponsor's income
- Fingerprinting or other verification requirements

Challenges and Lessons Learned

The Welfare Peer Technical Assistance Network Project, funded through the Department, was established to facilitate the sharing of information across State lines and build linkages between organizations serving the needs of TANF recipients. During its first year in operation, the Network conducted a national needs assessment on the challenges and successes of States' implementation of their welfare reform initiatives. Data gathering, transportation, clients with substance abuse problems, and post-employment services were the major challenges identified by the States. Based on these findings, the Network facilitated 11 technical assistance workshops with participation from 40 States, Puerto Rico, and the Virgin Islands. The workshops allowed

[4] The quarters of work applies to the principal earner who qualified the family to receive AFDC under the old Unemployed Parent Program (for two parent families). He or she had to have earned six or more quarters of work within any 13-calendar-quarter period ending within 1 year prior the application for AFDC. A quarter of work meant a period of 3 consecutive calendar months in which the individual received earned income of not less than $50 (or which is a quarter of coverage under the Act).

States to exchange information about their concerns and learn from each other about the implementations of different initiatives addressing those concerns. The following is a synopsis of the lessons learned through our technical assistance activities.

Transportation

Challenges

States noted that the lack of transportation is a challenge for TANF clients for several reasons including:

- Long-distance commutes, particularly in rural areas
- Lack of mass transit or connections with transit
- Conflicts in schedules and services
- Conflicts in transit and employment schedules (odd hour commutes)
- Reverse commute issues for clients in urban settings working in the suburbs.

Overall, States noted a need for affordable and available transportation for clients in both urban rural areas.

Lessons Learned

Most States are developing collaboration between TANF agencies and Departments of Transportation. There are a number of innovative approaches being used by States:

- Providing free bus passes
- Promoting and establishing van pools
- Utilizing school buses
- Utilizing Head Start buses
- Supporting transportation infrastructures.

The Anne Arundel County, Maryland, Department of Social Services has created the AdVANtage Transportation Program to help TANF recipients access employment. Operating as a micro-enterprise, the program trains and licenses welfare recipients to become van drivers and provides them with their own van upon completion of the training. In addition to providing transportation services to the community, recipients utilize their vans to transport welfare recipients to their interviews and jobs.

To help States meet the transportation needs of TANF clients and other low income workers, the Department of Transportation's (DOT) Federal Transit Administration (FTA) is making $750 million available over the next five years (through FY2003) for competitive grants under the Job Access and Reverse Commute grant program. These grants, available under the Transportation Equity Act for the 21st Century (TEA-21) will facilitate the provision of transportation services in urban, suburban, and rural areas to assist welfare recipients and low income individuals access employment opportunities and will increase collaboration among transportation providers and human service agencies. The first round of competitive applications were awarded on May 13, 1999.

Substance Abuse

Challenges

States noted the major challenges with working with clients with substance abuse problems included:

- Proper screening and assessment
- Appropriate treatment and referral mechanisms
- Systems capacity
- Confidentiality issues
- Linkages between substance abuse and domestic violence
- Linkages between substance abuse and mental health.

States noted that a successful TANF substance abuse program must have a holistic (i.e., family oriented) approach to service delivery, offer a continuum between prevention and treatment, creatively utilize available resources, offer wrap-around services, and have an outcome-based treatment approach.

Lessons Learned

North Carolina's Enhanced Employee Assistance Program (EEAP) within the North Carolina Division of Mental Health, Developmental Disabilities, and Substance Abuse Services utilizes a number of these approaches. The focus of the EEAP is to reduce the rate of alcohol and substance abuse, and increase the hiring rate of participants by businesses. A key component of the EEAP is the mentoring of welfare recipients. In conjunction with the EEAP, North Carolina has created a substance abuse screening and assessment tool that is gender-sensitive, easy to use, reliable, and that recognizes issues of confidentiality.

Similarly, New York is moving forward with a plan to develop its own EEAP. Additionally, due to the emphasis placed on the connection between substance abuse and domestic violence, New York has initiated a grant program, using TANF funds, to focus on increasing local level collaborations. New York has also made a total of $12 million of its Federal TANF block grant funds available to provide enhanced wraparound services for substance abuse treatment. The services include transportation, family and individual counseling and parenting classes.

In a joint effort between the Department of Human Services (DHS) and the Department of Health and Senior Services, New Jersey recently implemented the "Work First New Jersey Substance Abuse Initiative" to provide services to TANF recipients with substance abuse problems. The State integrated its TANF Maintenance of Effort (MOE) funds and other State funds to implement this project -- approximately $20 million in funding. There are currently 125 treatment providers offering services to TANF recipients under this initiative.

To better serve clients with substance abuse problems, Oregon has also invested its resources in developing screening and assessment tools and training front-line staff on the use of these tools. Among the instruments developed by Oregon are a safety assessment, a medical self-assessment, a drug and alcohol self-assessment, a JOBS assessment, and a coping survey.

Post-Employment Services

Challenges

The issues discussed were primarily the need for the implementation of flexible strategies that will allow States and counties to provide services that support participants' entrance into the labor market and employment retention.

Lessons Learned

An example of a program utilizing flexible strategies is the Pathways System, created through Project Match -- a welfare-to-work program in Chicago. Pathways provides a service delivery system focused on job retention, re-employment, and job advancement assistance for welfare recipients. The Pathways System acknowledges that most people move from welfare to work in an uneven process and provides program participants with supportive services throughout this process. The program also broadens the definition of work preparation to include non-traditional activities, such as volunteer and self-improvement activities. States participating in the workshops discussed different ways in which they could help recipients obtain and maintain employment. Among the ideas discussed was the provision of both pre-employment and post-employment services so that participants can access support services on an as-needed basis. Support services can include:

- Counseling
- Treatment services
- Child care
- Housing
- Transportation assistance.

Many employers hiring welfare recipients have highlighted the need to build collaborations with partners at the community level--specifically employers--who can assist in the provision of support services. The Welfare to Work Partnership is a nonpartisan, nationwide effort designed to encourage and assist private sector businesses with hiring people on public assistance. Companies working with the organization such as United Parcel Service, United Airlines, and CVS are aware of workers' needs and circumstances and offer supportive services that address these needs to keep clients employed. For example, United Airlines provides newly hired TANF employees with peer mentors and is currently working with the Regional Transportation Administration in Chicago extend and expand basic transportation services.

Maryland was one of the States participating in the "Making Job Retention and Post-Employment Services Work" workshop in Arlington, VA. The State's participation in the workshop was a motivating factor in its decision to apply for a Employment Retention and Advancement Planning Grant from ACF. The State received the grant and is currently working with three universities and advocacy organizations to develop its evaluation plan.

In the Post-Employment Services workshop in Arlington, VA, Hawaii noted that it has implemented the following policy changes in its TANF program:

- Guaranteed child care for all former TANF recipients as long as they meet their income requirements for child care

- Strengthened their information “giving” process both initially and when people are leaving to reinforce available services
- Initiated a domestic violence component and counseling program as part of their employment support program.

Hawaii also plans to incorporate a substance abuse component as part of its training program, is developing a Grant Diversion program to increase available employment resources, and is reviewing the feasibility of emergency assistance to help with relocation in and out of the State.

Summary of Lessons Learned

Perhaps the most important outcome of these events is the relationships built and the linkages established between different States, and between different agencies and partners within the same State. Over the course of the next year, the Network will continue facilitating peer-to-peer technical assistance between States and localities.

XIII. SPECIFIC PROVISIONS OF STATE PROGRAMS

States are required to submit a State plan to the Secretary that outlines how the State intends to conduct a program in all political subdivisions of the State (not necessarily in a uniform manner) that provides cash aid to needy families with (or expecting) children and provides parents with job preparation, work, and support services. States are allowed to determine what benefit levels to set and what categories of families are eligible. With few exceptions, States have the flexibility to design and operate a program to better match their residents' needs and to help families gain and maintain self-sufficiency.

The following information is based on TANF State plans and amendments, augmented by information contained in State policy manuals, and discussions between regional staff and State officials. Table 13:1 contains the dates and time periods covered for each State plan. Four States (Massachusetts, Michigan, Vermont and Wisconsin) needed to renew eligibility status for FY 1999 no later than the close of the first quarter of the FY 1999, 12/31/98. These States completed this process. All remaining States, which submitted completed plans after 9/30/96, need to renew eligibility status for FY 2000 no later than the close of first quarter 12/31/99.

We have organized the multitude of policy choices into some common themes: (1) requiring work; (2) making work pay; (3) time limiting assistance; (4) encouraging personal responsibility; and (5) other key provisions.

REQUIRING WORK AND MAKING WORK PAY

Time Frame For Work

TANF Provision: Under TANF, parents or caretakers receiving assistance are required to engage in work (as defined by the State) when determined ready or within 24 months. States may impose work requirements sooner.

- Twenty-three States impose work requirements when the recipient is determined able to engage in work or 24 months, whichever comes first. (In Delaware, two-parent households are required to participate in work immediately.)

- Twenty States impose immediate work requirements.

- Eight States impose other time frames for participating in work, e.g., 60 days or 6 months.

State	When Determined Ready or Within 24 Months	Immediate	Other
Alabama		X	
Alaska	X		

State	When Determined Ready or Within 24 Months	Immediate	Other
Arizona			X Individually determined based on Individual Responsibility Plan
Arkansas		X	
California	X		
Colorado	X		
Connecticut		X	
Delaware	X Workfare for single parent households.	X Able-bodied 2 parent households.	
Dist. of Col.	X		
Florida		X	
Georgia		X	
Hawaii	X		
Idaho		X	
Illinois	X		
Indiana	X		
Iowa		X Upon completion of a "Family Investment Agreement"	
Kansas		X	
Kentucky			X 6 months
Louisiana	X		
Maine	X		
Maryland		X	
Massachusetts			X 60 days for non-exempt with school age children.

State	When Determined Ready or Within 24 Months	Immediate	Other
Michigan			X 60 days
Minnesota			X 6 months
Mississippi	X		
Missouri	X		
Montana	X		
Nebraska		X	
Nevada	X		
New Hampshire		X 26 weeks of job search followed by 26 weeks of work activities.	
New Jersey	X		
New Mexico			X 60 days
New York	X		
North Carolina	X Must register with Employment Assistance before benefits approved.		
North Dakota	X		
Ohio	X		
Oklahoma		X	
Oregon		X	
Pennsylvania	X		
Rhode Island	X		
South Carolina	X		
South Dakota			X 60 days
Tennessee		X	

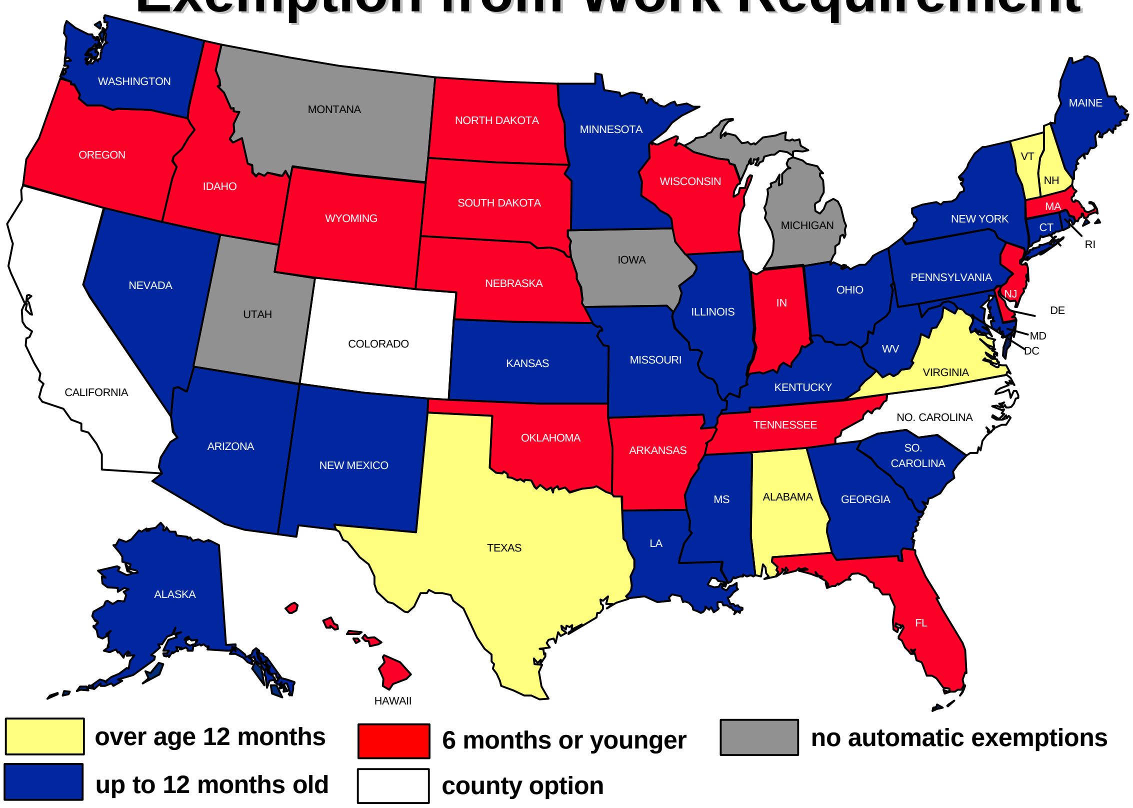
State	When Determined Ready or Within 24 Months	Immediate	Other
Texas		X	
Utah		X	
Vermont			X Within 15 months for 2-parent households. Within 30 months for single-parent households.
Virginia		X	
Washington		X	
West Virginia	X		
Wisconsin		X	
Wyoming		X Under Pay After Performance.	

Age of Youngest Child Exemption From Work Requirement

TANF Provision: States have the option to exempt single parents with children up to 1 year of age from work requirements, and to disregard them from the calculation of the work participation rates for a cumulative lifetime total of 12 months.

Age of Youngest Child Exemption From Work Requirement	Number of States
Over 1 Year of Age:	5
Up to 1 Year of Age:	23
6 Months or Younger:	16
County Option:	3
No Automatic Exemptions:	4

Age of Youngest Child Exemption from Work Requirement



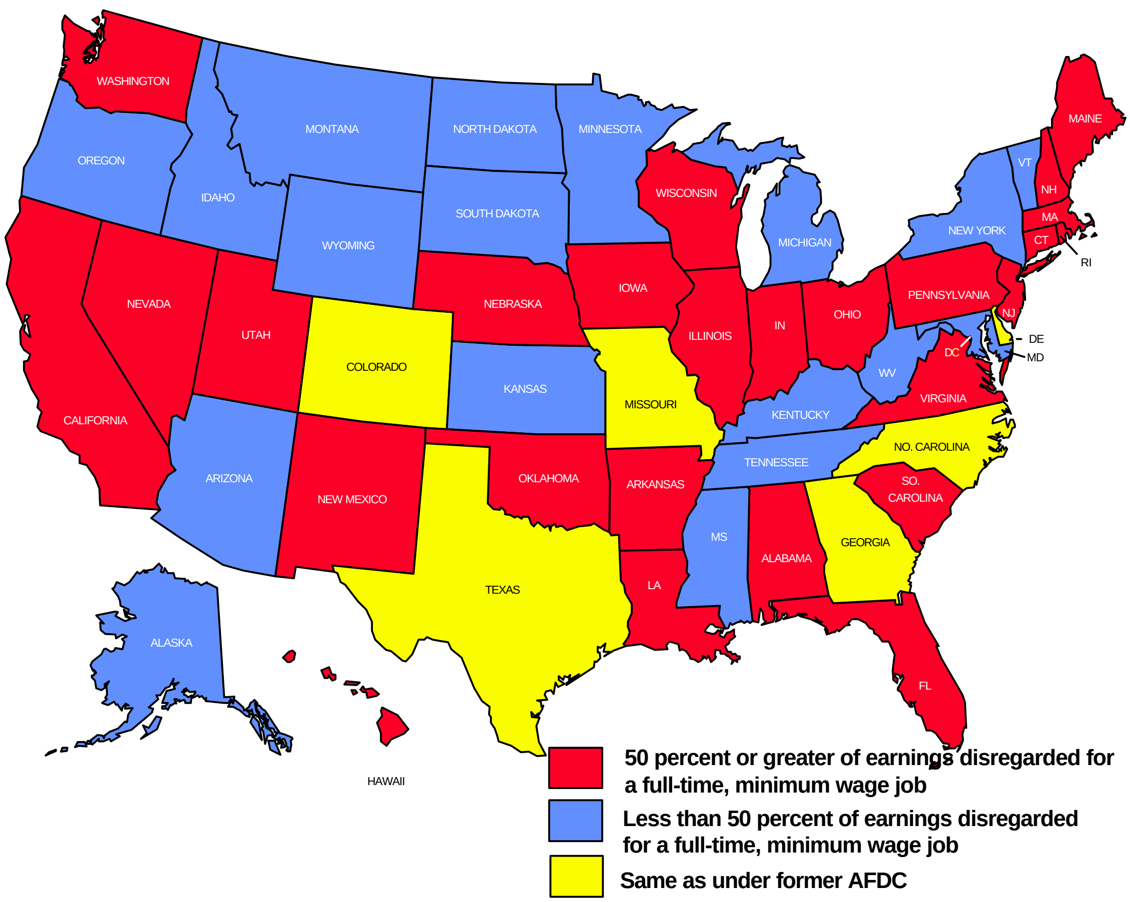
Treatment of Earnings

TANF Provision: PRWORA does not specify how States should treat earnings in determining families' eligibility for TANF. States have the flexibility to determine the income eligibility rules that best meet their resident's needs.

- Forty-five States made changes to the income eligibility rules under TANF. Generally, these States simplified and expanded the treatment of earnings compared to the AFDC treatment.

- Six States maintained the income eligibility test that existed under the former AFDC program.

Changes to Earnings Disregards



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Resources and Assets

TANF Provision: PRWORA does not specify the total resource level that States are to use to determine eligibility for families. States have the flexibility to set a maximum resource level that best meets the needs of their residents'.

- Forty-three States made changes to the total resource level used to determine eligibility for families. The amended limits for families range from $1,500 to an unlimited amount. Increases to the asset level will make it easier for recipients to accumulate savings that might lead to self-sufficiency and might reduce recidivism, e.g., when a minor setback puts a family back on the rolls.

- Eight States maintained the $1,000 level of the former AFDC program.

Individual Development Accounts

TANF Provision: States may establish Individual Development Accounts (IDAs) by or on behalf of a TANF applicant or recipient. IDAs are restricted savings accounts that allow recipients to accumulate savings to be used for postsecondary educational expenses, first home purchase, or business capitalization. An individual may only contribute to an IDA such amounts as are derived from earned income. Funds in an IDA do not count as resources and any interest earned does not count as income in determining TANF eligibility. (The Assets for Independence Act created a new IDA program; IDA programs that States have implemented under this separate authority are not reflected here.)

- Twenty-nine States allow TANF funds to be placed in IDAs. The limits for such restricted accounts range from $1,000 to an unlimited amount.

Resource Levels and Individual Development Accounts

State	Resource Level	Individual Development Accounts (Amount)
Alabama	$2,000 $3,000 if assistant unit has member age 60 or over	No
Alaska	$1,000	No
Arizona	$2,000	$9,000
Arkansas	$3,000	Pilot planned
California	$2,000	$5,000 ("Restricted Accounts" under CalWORKS)

State	Resource Level	Individual Development Accounts (Amount)
Colorado	$2,000	Yes County option
Connecticut	$3,000	Set-aside for future post-secondary education
Delaware	$1,000	No
Dist. of Col.	$2,000 with non-elderly living in household $3,000 with an elderly person living in household	No
Florida	$2,000	No
Georgia	$1,000	$5,000
Hawaii	$5,000	Yes Amount not specified
Idaho	$2,000	No
Illinois	$3,000	Yes Amount not specified
Indiana	Recipients: $1,500 Applicants: $1,000	IDA's are element of State Welfare-to-Work plan
Iowa	Recipients: $5,000 Applicants: $2,000	Yes Amount not specified
Kansas	$2,000	No
Kentucky	$2,000	$5,000
Louisiana	$2,000	$6,000
Maine	$2,000	$10,000 from a non-recurring lump sum for specific purposes, such as purchase of home or business
Maryland	$2,000	No
Massachusetts	$2,500	No
Michigan	$3,000 (Countable cash assets only)	No
Minnesota	Applicants: $2,000 Recipients: $5,000	No
Mississippi	$2,000	No

State	Resource Level	Individual Development Accounts (Amount)
Missouri	$1,000 at application $5,000 for active participants Under the 21st Century Communities waiver: limit increased by an additional $10,000	Yes Amount not specified
Montana	$3,000	Yes Amount not specified
Nebraska	$6,000	No
Nevada	$2,000	No
New Hampshire	Applicants: $1,000 Recipients: $2,000	No
New Jersey	$2,000	Yes Amount not specified
New Mexico	$1,500 in liquid resources $2,000 in non-liquid resources	First time home-buyer $1,500 Others- no limit
New York	$2,000	Yes Amount not specified
North Carolina	$3,000	Yes
North Dakota	$5,000 for one person $8,000 for two or more	No
Ohio	No limit.	$10,000
Oklahoma	$1,000	$2,000
Oregon	Progressing in IRP: $10,000 All others: $2,500	Yes Individual Education Account; $1 / hour after 30 initial days of employment (JOBS Plus Participants Only)
Pennsylvania	$1,000	No
Rhode Island	$1,000	$2,500
South Carolina	$2,500	$10,000
South Dakota	$2,000	No
Tennessee	$2,000	$5,000

State	Resource Level	Individual Development Accounts (Amount)
Texas	$2,000 $3,000 if elderly person in home	$10,000
Utah	$2,000	In Process
Vermont	$1,000	No
Virginia	$1,000 plus a savings account exemption	$5,000 (no match)
Washington	$1,000	Yes Amount not specified
West Virginia	$2,000	No
Wisconsin	$2,500	Yes Amount not specified
Wyoming	$2,500	No

Vehicle Asset Level

TANF Provision: PRWORA does not specify the vehicle asset level that States are to use under TANF. States have the flexibility to set the vehicle asset limit at the level that best meets their residents' needs.

- All States increased the vehicle asset level under TANF. Twenty-six States have chosen to simply disregard the value of at least one automobile for a family. Other increases in the vehicle asset level range from a value of $4,500 up to $10,000. Recent in-kind TANF guidance issued by the USDA will make it easier for working families eligible for in-kind benefits such as child care, transportation and on-the-job training to own a car without losing eligibility for food stamps.

Primary Vehicle Asset Level[5]

State	Exclude Primary Car	$3,500-$15,000
Alabama	X	
Alaska	X	
Arizona	X	
Arkansas	X	
California		$4,650
Colorado	X	
Connecticut		$9,500
Delaware		$4,650
Dist. Of Col.		$4,650
Florida		Cars may not exceed combined value of $8,500.
Georgia		$4,650
Hawaii	X	
Idaho		$4,650
Illinois	X	
Indiana		$5,000
Iowa		$3,889
Kansas	X	
Kentucky	X	
Louisiana		$10,000
Maine	X	
Maryland	X	
Massachusetts		$5,000
Michigan	X	
Minnesota		$7,500
Mississippi	X	
Missouri	X	

[5] Represents the value of at least one car.

State	Exclude Primary Car	$3,500-$15,000
Montana	X	
Nebraska	X	
Nevada	X	
New Hampshire	X	
New Jersey		$9,500
New Mexico	X	
New York		$4,650
North Carolina	X	
North Dakota	X	
Ohio	X	
Oklahoma		$5,000
Oregon		$10,000
Pennsylvania	X	
Rhode Island		$4,600[6]
South Carolina	X	
South Dakota		$4,650
Tennessee		$4,600
Texas		$4,650
Utah		$8,000[2]
Vermont	X	
Virginia		$7,500
Washington		$5,000
West Virginia	X	
Wisconsin		$10,000
Wyoming		$12,000

[6] There is no limit when the car is used to transport disabled family member.

Transitional Medicaid Assistance

TANF Provision: Families losing Medicaid benefits due to increased earnings from work may receive 1 year of Transitional Medicaid Assistance (TMA). Families that lose benefits due to collection of child or spousal support will receive TMA for 4 months. These policies are similar to the former AFDC program. However, several States have elected to provide TMA for longer than the specified 12 and 4 months periods

- Twelve States provide TMA for more than 12 months, with extensions ranging from 18 months to unlimited periods as long as income is below a specified level.

Transitional Child Care

TANF Provision: The law replaced the child care entitlements with a consolidated funding stream, provided additional resources, and folded funding into a block grant, the Child Care and Development Fund (CCDF).

- Thirty-three States extend transitional child care for longer than 12 months for families moving off welfare.

State	Transitional Medicaid Available (Months)	Transitional Child Care Available (Months)
Alabama	12	12
Alaska	12	12
Arizona	24	24
Arkansas	12	36
California	12	24
Colorado	12	No Limit for Low Income Families
Connecticut	24 No Income Limit	No Limit for Low Income Families, Based on Sliding Fee Scale
Delaware	24	24
Dist. Of Col.	12	Ongoing to Meet Needs
Florida	12	24
Georgia	12	12
Hawaii	12	No Limit, Sliding Fee Based on Income
Idaho	12	No Limit for Low Income Families
Illinois	12	No Limit for Low Income Families; Copayment for All With Earned Income
Indiana	12	12
Iowa	12	24
Kansas	12	Child Care provided up to 185% of poverty
Kentucky	12	No Limit for Low Income Families
Louisiana	12	12
Maine	12	Until Youngest Child Reaches Age 13 or Family Becomes Ineligible
Maryland	12	12
Massachusetts	12	12

State	Transitional Medicaid Available (Months)	Transitional Child Care Available (Months)
Michigan	12	Based on income
Minnesota	12	12
Mississippi	12	12
Missouri	12 24 month extension	No Limit for Low Income Families
Montana	12	Sliding Fee Immediately
Nebraska	24	24
Nevada	12	12
New Hampshire	12	No Limit for Families Below 190% of Poverty
New Jersey	24 for Employment 4 for Increased Child or Spousal Support	24
New Mexico	12	12 months No Limit for Low Income Families
New York	12	12
North Carolina	12	12
North Dakota	12	12
Ohio	12	12
Oklahoma	12	12
Oregon	12	No Limit for Low Income Families
Pennsylvania	12	Based on income.
Rhode Island	Adults: 18; Children under 250% FPL: No time limit	No Limit for Low Income Families
South Carolina	24	24
South Dakota	12	12
Tennessee	18	18
Texas	12 Exempt volunteers 18	12 Exempt volunteers 18
Utah	24	No Limit for Low Income Families
Vermont	36	No limit for Low Income Families

State	Transitional Medicaid Available (Months)	Transitional Child Care Available (Months)
Virginia	12	12
Washington	12	No limit for families that are below 175% of the FPL. Co-payments based on sliding fee.
West Virginia	12	12
Wisconsin	Yes (Months not specified)	Yes (No time limit for family eligibility)
Wyoming	12	No Limit for Low Income Families

TIME LIMITING ASSISTANCE

Time Limits

TANF Provision: States may not use federal funds to provide assistance to a family that includes an adult who has received federally-funded assistance for 60 months (whether or not consecutive). States have the option to set lower time limits on the receipt of TANF benefits. Table 13:2 will provide more detailed information on time limits.

State	Time Limit
Alabama, Alaska, Colorado, Dist. Of Col., Hawaii, Kansas, Kentucky, Maine, Maryland, Minnesota, Mississippi, Missouri[7], Montana, New Hampshire, New Jersey, New Mexico, New York, North Dakota, Oklahoma, Pennsylvania, South Dakota, Vermont, Washington, West Virginia, Wisconsin, Wyoming	60 months
Louisiana, Nebraska[8], Nevada, North Carolina, Oregon,[9] South Carolina, Tennessee, Virginia	intermittent, e.g., 24 out of 60 months; lifetime of 60 months
Arkansas, Connecticut, Delaware, Florida, Georgia, Idaho, Ohio, Utah	less than 60 months lifetime
Arizona, Indiana	(1) 24 out of 60 months; lifetime of 60 for adults only
California	(1) For adult applicants: 18 months but can be extended to (1) 24 months based on local economic conditions or if extension will lead to employment or (2) 60 months if no job available and adult participates in community service (2) For adult recipients: 24 months but can be extended to 60 months if no job available and adult participates in community service (3) Safety-net program for children beyond adult time limit
Illinois	(1) No limit if family has earned income and work 20 hours per week (2) 24 months for families with nor child under age 13 and has no earnings (3) 60 months for all other families
Massachusetts	24 out of 60 months; no lifetime limit
Michigan, Rhode Island	will use State funds after 60 months
Texas	12, 24, and 36 months lifetime for adults only, time period depends on employability of head of household

Exemptions to the Time Limit

[7] Under waiver, will deny benefits if family reapplies after completing an individual responsibility plan and had received benefits for 36 months.
[8] Families are limited to 24 out of 48 months of cash assistance. However, State law will not allow any family to be terminated if it will result in an economic hardship. State will use State-only funds beyond the Federal time limit.
[9] Families are exempt from the State time limit as long as they are actively participating in JOBS.

TANF Provision: States are allowed to extend assistance for up to 20 percent of their caseloads beyond the 60 months time limit. States have the flexibility to determine the criteria by which families are excluded from being subject to the time limit, except all States are required under PRWORA to exempt: families not containing an adult receiving assistance; months of assistance received by an adult as a minor child; not the head of household or married to the head of the household; and any month in which the family lived on an Indian reservation or Alaskan Native village with an unemployment rate above 50 percent.

- Most States exemption policies fall into the following categories:

  - Age of parent or caretaker;
  - Mentally or physically disabled parent or caretaker;
  - Caring for a disabled dependent;
  - Victim of domestic violence;
  - Actively seeking employment, and
  - High unemployment.

<u>Extensions to the Time Limit</u>

TANF Provision: States are subject to a financial penalty if they extend federally-funded assistance beyond 60 months for more than 20 percent of their caseload.

- Some States allow families that have reached the time limit to continue receiving assistance for an extended period of time. The length of time for extensions range from 3 months to 48 months. The most common reasons for extensions are:

  - To allow individuals to finish a training program; or
  - The family is unable to find work and is making a good faith effort to find employment.

Diversion Assistance

TANF Provision: While there is no specific provision to cover diversion programs in PRWORA, the law allows States to provide diversion benefits. Half of the States now offer some form of diversion benefits or services to families as an alternative to on-going TANF assistance. Generally, these payments are intended to provide short-term financial assistance to meet critical needs in order to secure or retain employment. Typically, States provide several months of benefits in one lump sum or, in a few States, a flat amount. By accepting the diversion payment, the family generally agrees not to re-apply for cash assistance for a specified period of time, e.g., receipt of a diversion payment equal to 3 months of benefits results in family agreeing to not reapply for benefits for 3 months. Other States operate diversion programs that focus on providing applicant job search and related services designed to divert families from welfare to work prior to receiving any welfare benefits.

- Twenty-seven States have opted to offer diversion assistance.

Months of benefits	States
2 months of benefits	Alaska, Florida, and South Dakota
3 months of benefits	Arkansas, Connecticut, Dist. of Col., Idaho, Maine, Montana, North Carolina, Rhode Island, Utah, and West Virginia
4 months of benefits	Minnesota and Virginia
Flat amount	Texas ($1,000), Washington ($1,500), and Wisconsin ($1,600)
Amount not specified	Georgia, Illinois, Iowa, Kentucky, and Oregon
County option	California (varies), Colorado (up to 6 months of benefits), Maryland (up to 12 months of benefits), and Ohio (unspecified amount)

ENCOURAGING PERSONAL RESPONSIBILITY

Individual Responsibility Plan

TANF Provision: States are required to make an initial assessment of the skills, prior work experience, and employability of each recipient 18 years or older. The State, in consultation with the individual, may develop an individual responsibility plan.

- Every State requires TANF applicants and recipients to complete an Individual Responsibility Plan (IRP). Most IRPs include provisions to require immunization, school attendance, and cooperation with child support enforcement. Refusal to sign an IRP generally results in ineligibility. Sanctions for non-cooperation with plan activities after signing the plan result in immediate termination or benefit reduction, or initial benefit reduction with continued non-cooperation leading to termination.

- In 32 States, the maximum sanction can result in the loss of the entire grant for refusal to sign the IRP or for non-cooperation after signing.

- In 14 States, the maximum sanction for non-cooperation with plan activities can result in reducing the family's benefit.

- In 5 States, the sanction was not specified.

Maximum Sanctions for Not Complying With Work Requirements

TANF Provision: If an individual in a family receiving assistance refuses to engage in required work, the State has the option to either reduce or terminate the amount of assistance payable to the family, subject to good cause.

- Thirty-seven States impose a maximum sanction for refusing to comply with work requirements which results in a loss of cash assistance. In most of these States, the total loss of cash assistance results after several instances of noncompliance. For example, in Connecticut, the first sanction is a 20 percent reduction of cash assistance, the second sanction is a 35 percent reduction, and the third and subsequent sanctions result in termination of cash assistance.

- The thirty-seven States that terminate include: Alabama, Arizona, Colorado, Connecticut, Delaware, District of Columbia., Florida, Georgia, Hawaii, Idaho, Illinois, Iowa, Kansas, Louisiana, Maryland, Massachusetts, Michigan, Mississippi, Nebraska, Nevada, New Jersey, New Mexico, North Carolina, North Dakota, Ohio, Oklahoma, Oregon, Pennsylvania, South Carolina, South Dakota, Tennessee, Utah, Vermont, Virginia, West Virginia, Wisconsin, and Wyoming.

- Fourteen States reduce cash assistance: Alaska, Arkansas, California, Indiana, Kentucky, Maine, Minnesota, Missouri, Montana, New Hampshire, New York, Rhode Island, Texas, and Washington.

<u>Sanctions for Non-Cooperation With Child Support Requirements</u>

TANF Provision: Title III of PRWORA establishes stricter child support enforcement policies. States must certify that they are operating a child support enforcement program meeting general requirements in order to be eligible for TANF. Recipients must assign rights to child support and cooperate with paternity establishment efforts. States have the option to either deny cash assistance or reduce assistance by at least 25 percent to those individuals who fail to cooperate with paternity establishment or obtain child support.

- Thirty States elected to terminate cash assistance to families for failure to cooperate with child support requirements: Alabama, Arkansas, Colorado, Connecticut, Delaware, Florida, Georgia, Illinois, Indiana, Louisiana, Maryland, Michigan, Mississippi, Nebraska, Nevada, New Jersey, North Carolina, North Dakota, Ohio, Oklahoma, Oregon, South Carolina, South Dakota, Tennessee, Utah, Vermont, Virginia, West Virginia, Wisconsin, and Wyoming. In most States, cash will be restored upon cooperation with requirements.

- Twenty-one States elected to reduce assistance to families for failure to cooperate with child support requirements: Alaska, Arizona, California, District of Columbia., Hawaii, Idaho, Iowa, Kansas, Kentucky, Maine, Massachusetts, Minnesota, Missouri, Montana, New Hampshire, New Mexico, New York, Pennsylvania, Rhode Island, Texas, and Washington.

OTHER KEY PROVISIONS

Family Violence Option

TANF Provision: States have the flexibility to give special treatment to the victims of domestic violence. Under the "Family Violence Option," States may certify that they will assist victims of domestic violence by: screening for them when they apply for TANF; referring these clients to counseling and supportive services; and waiving program requirements (such as time limits, residency requirements, child support cooperation requirements, or family cap provisions).

- Twenty-eight States have certified they will assist victims of domestic violence.
- Five States are developing screening and counseling standards.
- Eighteen States are addressing the issue, but have not submitted a signed certification.

Screen for Domestic Violence

	Optional Certification[1]	In Process[2]	Other Discussion[3]
Alabama		✓	
Alaska	✓		
Arizona	✓		
Arkansas	✓		
California			✓
Colorado	✓		
Connecticut		✓	
Delaware	✓		
Dist. of Columbia	✓		
Florida			✓
Georgia	✓		
Hawaii	✓		
Idaho			✓
Illinois			✓
Indiana			✓
Iowa	✓		
Kansas			✓
Kentucky	✓		
Louisiana	✓		
Maine			✓
Maryland	✓		
Massachusetts	✓		
Michigan			✓
Minnesota	✓		
Mississippi			✓
Missouri	✓		

	Optional Certification[1]	In Process[2]	Other Discussion[3]
Montana	✓		
Nebraska	✓		
Nevada			✓
New Hampshire		✓	
New Jersey	✓		
New Mexico			✓
New York	✓		
North Carolina		✓	
North Dakota	✓		
Ohio			✓[4]
Oklahoma			✓
Oregon			✓
Pennsylvania	✓		
Rhode Island	✓		
South Carolina			✓
South Dakota			✓
Tennessee	✓		
Texas	✓		
Utah	✓		
Vermont		✓	
Virginia			✓
Washington	✓		
West Virginia	✓		
Wisconsin			✓
Wyoming			✓

[1] Submitted a signed certification (commonly called the Wellstone/Murray provision).
[2] Submitting certification and implementing program soon.
[3] Addressing issue but did not certify.
[4] County Option.

Family Cap

TANF Provision: There is no family cap provision included in the statute. States have the flexibility not to increase cash assistance after the birth of additional children while the family is on TANF.

- Nineteen States have elected not to increase cash assistance after the birth of additional child while the family is on TANF.
- Connecticut and Florida provide a partial increase in benefits after the birth of additional child(ren) while the family is on TANF.
- Maryland provides the increase to a third party, and Oklahoma provides an increase in the form of vouchers.

Family Cap Provision

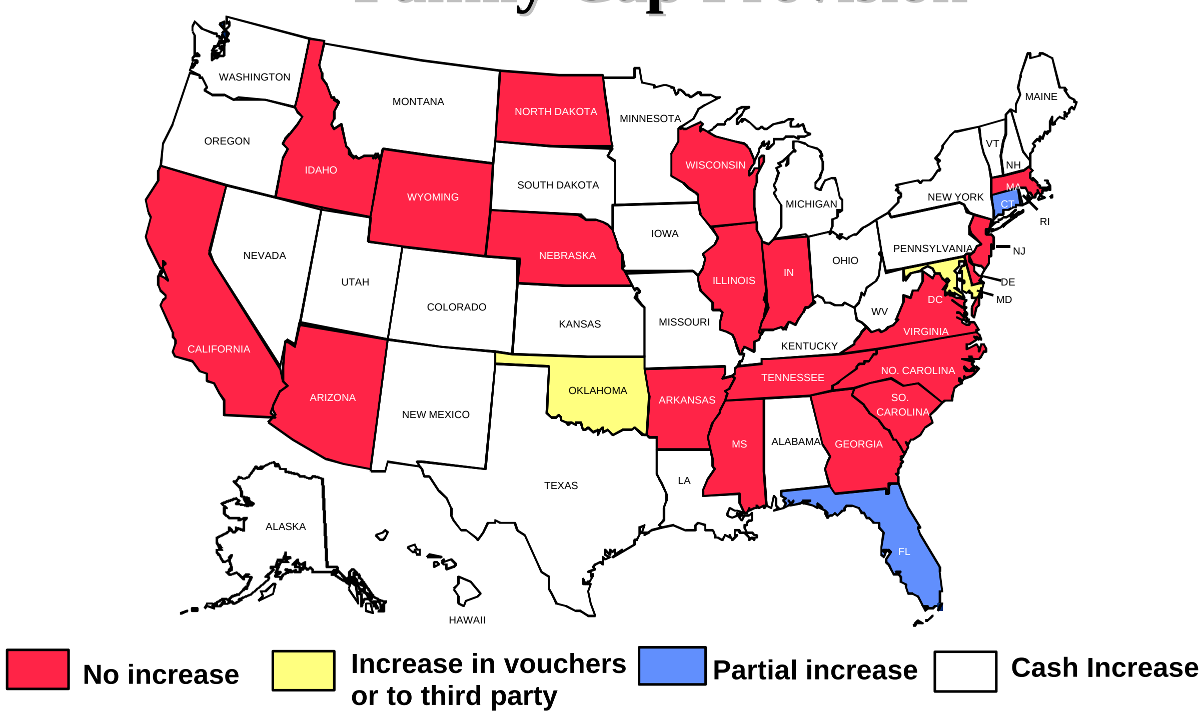

Table 13:1

State TANF Plan Effective Dates

STATE	PERIOD COVERED
AL	11/15/96 – 12/31/99
AK	07/01/97 – 12/31/99
AZ	10/01/96 – 12/31/99
AR	07/01/97 – 12/31/99
CA	11/26/96 12/31/99
CO	07/01/97 – 12/31/99
CT	10/01/96 – 12/31/99
DE	03/10/97 – 12/31/99
DC	03/01/97 – 12/31/99
FL	10/01/96 – 12/31/99
GA	01/01/97 – 12/31/99
GU	07/01/97 – 12/31/99
HI	07/01/97 – 12/31/99
ID	07/01/97 – 12/31/99
IL	07/01/97 – 12/31/99
IN	10/01/96 – 12/31/99
IA	01/01/97 – 12/31/99
KS	10/01/96 – 12/31/99
KY	10/18/96 – 12/31/99
LA	01/01/97 – 12/31/99
ME	11/01/96 – 12/31/99
MD	12/09/96 – 12/31/99
MA	10/01/98 – 12/31/01
MI	10/01/98 – 12/31/01
MN	07/01/97 – 12/31/99
MS	10/01/96 – 12/31/99
MO	12/01/96 – 12/31/99
MT	12/16/96 – 12/31/99
NE	12/01/96 – 12/31/99
NV	12/03/96 – 12/31/99
NH	10/01/96 – 12/31/99
NJ	02/01/97 – 12/31/99
NM	07/01/97 – 12/31/99
NY	12/02/96 – 12/31/99
NC	01/01/97 – 12/31/99
ND	07/01/97 – 12/31/99
OH	10/01/96 – 12/31/99
OK	10/01/96 – 12/31/99
OR	10/01/96 – 12/31/99
PA	03/03/97 – 12/31/99
PR	07/01/97 – 12/31/99
RI	05/01/97 – 12/31/99
SC	10/12/96 – 12/31/99
SD	12/01/96 – 12/31/99
TN	10/01/96 – 12/31/99
TX	11/05/96 – 12/31/99
UT	10/01/96 – 12/31/99
VT	10/01/98 – 12/31/01
VA	02/01/97 – 12/31/99
VI	07/01/97 – 12/31/99
WA	01/10/97 – 12/31/99
WV	01/11/97 – 12/31/99
WI	10/01/98 – 12/31/01
WY	01/01/97 – 12/31/99

Table 13:2 Time Limits

State	Time Limit (In Months)	Exemptions: Age	Physically or Mentally Disabled	Caring for Disabled Family Member	Victim of Domestic Violence	No Job Available/ High Unemployment	Other	Extensions
Alabama <u>TANF</u> Subject to TANF: 11/96 **First Families Reach Time Limit: 12/01**	60	Teen Parents under 18	X	X	X		In substance abuse treatment (participating in counseling)	None
Alaska <u>TANF</u> Subject to TANF: 07/97 **First Families Reach Time Limit: 07/02**	60		X	X	X		Hardship	None
Arizona * <u>TANF</u> Subject to TANF: 10/96 **First Families Reach Time Limit: 10/97**	24 out of 60; 60 lifetime (adults only)	X	X	X	X			Up to 8 months to complete education or training. Up to 6 months if unable to find work.______________________ —
Arkansas* <u>TANF</u> Subject to TANF: 07/97 **First Families Reach Time Limit: 07/00**	24	60 and older	X	X	X			If exempt from work requirements. Unlimited
California * <u>TANF</u> Subject to TANF: 11/96 **First Families Reach Time Limit: 06/99**	Recipients: 24 Applicants: 18 60 (if participates in community service) (adults only)	X	X	X	X		Caring for dependent/ ward or the court or child determined at-risk of entering foster care.	Up to 60 months if participate in community service . Safety net for minors thereafter. Any month when cash aid is fully reimbursed by child support is not counted.
Colorado * <u>TANF</u> Subject to TANF: 07/97 **First Families Reach Time Limit: 07/02**	60							No extensions will be formally granted until adult has received TANF benefits for 60 months. All exemptions will be reviewed each six months or sooner.

State	Time Limit (In Months)	Exemptions: Age	Physically or Mentally Disabled	Caring for Disabled Family Member	Victim of Domestic Violence	No Job Available/ High Unemployment	Other	Extensions
Connecticut * <u>TANF</u> Subject to TANF: 10/96 **First Families Reach Time Limit: 10/97**	21	Under 18	X	X			Pregnant or postpartum individual (physician verification required)	6 months renewable.
Delaware * <u>TANF</u> Effective: 03/97 **First Families Reach Time Limit: 10/99**	48		X	X	X	X		Number of months agency failed to provide service specified in Contract; maximum up to 12 months.
District of Columbia * <u>TANF</u> Effective: 03/97 **First Families Reach Time Limit: 03/02**	60		X	X	X	X	Pregnant in last trimester	None
Florida * <u>TANF</u> Effective: 10/96 **First Families Reach Time Limit: 2/96**	(1) 24 out of 60; 48 lifetime (2) 36 out of 72; 48 lifetime	Under 16	X				Limited exemptions: minor children, elderly, and disabled.	Hardship exemptions are limited to 10% of the caseload in the first year; 15% in the second, and 20% in the third and future years.
Georgia * <u>TANF</u> Effective: 01/97 **First Families Reach Time Limit: 10/01**	48							A task force has been formed to determine the exemptions, if any, that will be granted. At present, no determination has been made. There is a possibility that a panel will review each case individually.

State	Time Limit (In Months)	Exemptions: Age	Physically or Mentally Disabled	Caring for Disabled Family Member	Victim of Domestic Violence	No Job Available/ High Unemployment	Other	Extensions
Hawaii * <u>TANF</u> Effective: 07/97 **First Families Reach Time Limit: 07/02**	60	Under 16	X	X			Caring for a dependent/ ward or the court or child determined at-risk of entering foster care. Full-time recipients in Volunteers in Service to America.	3 months renewable.
Idaho * <u>TANF</u> Effective: 07/97 **First Families Reach Time Limit: 07/99**	24		X	X				Unlimited
Illinois * <u>TANF</u> Effective: 07/97 **First Families Reach Time Limit: 07/99**	(1) 60 (2) No limit if family has earned income and works at least 25 hours per work (3) 24 for families with no child under age 13 and no earnings		X	X				Unlimited if working.

State	Time Limit (in months)	Exemptions: Age	Physically or Mentally Disabled	Caring for Disabled Family Member	Victim of Domestic Violence	No Job Available/ High Unemployment	Other	Extensions
Indiana * <u>TANF</u> Effective: 10/96 **First Families Reach Time Limit: 05/97**	24 (adults only)	Under 16	X	X		X	Unreason-able Commute; Pregnant; full-time student age 16 or 17; and full-time Vista volunteers.	Recipients may earn 1 additional month of benefits for every 6 consecutive months employed full-time. Maximum credit is 24 months. Length of extensions are 1 to 12 months renewable.
Iowa * <u>TANF</u> Effective: 01/97 **First Families Reach Time Limit: 01/02**	60							Making effort but unable to find a job. Working 30 or more hours.
Kansas * <u>TANF</u> Effective: 10/96 **First Families Reach Time Limit: 10/01**	60						Exempt population undetermin-ed at this time (Age-other)	None
Kentucky <u>TANF</u> Effective: 10/96 **First Families Reach Time Limit: 10/01**	60		X	X	X			None
Louisiana * <u>TANF</u> Effective: 01/97 **First Families Reach Time Limit: 01/99**	24 out of 60; lifetime 60		X		X	X	Hardship	Up to 12 months to complete education or training.

State	Time Limit (in months)	Exemptions: Age	Physically or Mentally Disabled	Caring for Disabled Family Member	Victim of Domestic Violence	No Job Available/ High Unemployment	Other	Extensions
Maine * <u>TANF</u> Effective: 11/96 **First Families Reach Time Limit: 11/01**	60			X	X		Good cause determined	If no family member sanctioned in month 60 and family members have fewer than 3 sanctions, whole family can still get TANF
Maryland * <u>TANF</u> Effective: 01/97 **First Families Reach Time Limit: 01/02**	60		X	X	X		Hardship	None
Massachusetts * <u>TANF</u> Effective: 09/96 **First Families Reach Time Limit: 12/98**	24 out of 60; (no lifetime limit)	X	X	X	X (not automatic, must be requested)	X (not automatic, must be requested)	Pregnant; Parent whose youngest child is under age 2; Parent with child born after family cap date under the age of 3 months; Teen parent meeting school attendance and living arrangement requirements	At Commissioner's discretion.
Michigan * <u>TANF</u> Effective: 09/96 **First Families Reach Time Limit**: **9/30/01 will use State-only funds after 60 months**	Will use State only funds for those complying and are not self sufficient after 60 months.							Unlimited

State	Time Limit (in months)	Exemptions: Age	Physically or Mentally Disabled	Caring for Disabled Family Member	Victim of Domestic Violence	No Job Available/ High Unemployment	Other	Extensions
Minnesota * <u>TANF</u> Effective: 07/97 **First Families Reach Time Limit: 07/02**	60	X			X			None
Mississippi * <u>TANF</u> Effective: 10/96 **First Families Reach Time Limit: 10/01**	60		X	X	Up to 12 months		Substance abuse and pregnancy in third trimester	None
Missouri * <u>TANF</u> Effective: 12/96 **First Families Reach Time Limit: 12/01**	60 (Will deny benefits if reapply after completing the personal responsibility plan and received benefits for 36 months.)	60 and older	X				Hardship	Each case individually determined base on personal responsibility plan.
Montana * <u>TANF</u> Effective: 12/96 **First Families Reach Time Limit: 12/01**	60	Over 60	X				Lack of child care Agency failed to provide services in agreement	
Nebraska * <u>TANF</u> Effective: 12/96 **First Families Reach Time Limit: 01/98**	24 out of 48; 60 lifetime		X	X		X	Hardship	Agency failed to provide services in agreement or no job.

State	Time Limit (in months)	Exemptions: Age	Physically or Mentally Disabled	Caring for Disabled Family Member	Victim of Domestic Violence	No Job Available/ High Unemployment	Other	Extensions
Nevada <u>TANF</u> Effective: 12/96 **First Families Reach Time Limit: 01/00** (Amendment received 1/28/98)	24 then off 12; 60 lifetime	X	X	X			Hardship	Up to 6 months for those who need additional time to achieve self-sufficiency.
New Hampshire * <u>TANF</u> Effective: 10/96 **First Families Reach Time Limit: 10/01**	60				X		Hardship Criteria To Be Developed	None
New Jersey * <u>TANF</u> Effective: 02/97 **First Families Reach Time Limit: 02/02**	60	X	X	X	X		Hardship	Up to 12 months.
New Mexico <u>TANF</u> Effective: 07/97 **First Families Reach Time Limit: 07/02**	60	X	X	X	X	X (In Indian Country)		Waivers are not granted until expiration of the 60 months.
New York <u>TANF</u> Effective: 12/96 **First Families Reach Time Limit: 12/01**	60		X	X	X			None
North Carolina * <u>TANF</u> Effective: 01/97 **First Families Reach Time Limit: 08/98**	24 followed by 36 months of ineligibility; 60 lifetime	X	X	X	X	X	Lack of child care or transporta-tion	Month to month.

State	Time Limit (in months)	Exemptions: Age	Physically or Mentally Disabled	Caring for Disabled Family Member	Victim of Domestic Violence	No Job Available/ High Unemployment	Other	Extensions
North Dakota * TANF Effective: 07/97 **First Families Reach Time Limit: 07/02**	60	X	X	X	X			None
Ohio * TANF Effective: 10/96 **First Families Reach Time Limit: 10/00**	36						County option	24 months after reaching time limit, family may receive an additional 24 months of assistance if good cause exists.
Oklahoma TANF Effective: 10/96 **First Families Reach Time Limit: 10/01**	60							
Oregon * TANF Effective: 10/96 **First Families Reach Time Limit: 07/98**	24 out of 84		X	X	X		Actively participating in JOBS	Unlimited.
Pennsylvania TANF Effective: 03/97 **First Families Reach Time Limit: 03/02**	60							Pennsylvania has not yet determined exemptions or extensions.

State	Time Limit (in months)	Exemptions: Age	Physically or Mentally Disabled	Caring for Disabled Family Member	Victim of Domestic Violence	No Job Available/ High Unemployment	Other	Extensions
Rhode Island <u>TANF</u> Effective: 05/97 **First Families Reach Time Limit: 05/02**	60 (adults only)	Over 59	X	X	X		Child under age one	Special circumstances.
South Carolina * <u>TANF</u> Effective: 10/96 **First Families Reach Time Limit: 10/98**	24 out of 120; 60 lifetime		X	X	Pending		Child care not available; Transporta-tion not available Child only	Up to 12 months.
South Dakota * <u>TANF</u> Effective: 12/96 **First Families Reach Time Limit: 12/01**	60		X					Under extenuating circumstances
Tennessee * <u>TANF</u> Effective: 10/96 **First Families Reach Time Limit: 03/98**	18 on then 3 months off; 60 lifetime	X	X	X	X		Adult reading level below ninth grade. State unable to provide child care or transpor-tation	Up to 24 months if resides in high unemployment area. Case by case basis if State failed to provide services in agreement such as childcare.

State	Time Limit (in months)	Exemptions: Age	Physically or Mentally Disabled	Caring for Disabled Family Member	Victim of Domestic Violence	No Job Available/ High Unemployment	Other	Extensions
Texas * <u>TANF</u> Effective: 11/96 **First Individuals Reach Time Limit: 05/97**	12/24/36 (adults only)		X	X	X	X		Case by case basis to reflect functional level of education.
Utah * <u>TANF</u> Effective: 10/96 **First Families Reach Time Limit: 01/00**	36							Up to 24 months if employed 80 hours in 6 of 24 prior months. Victims of domestic violence and medically unable to work. Monthly basis not to exceed 60 months.
Vermont * <u>TANF</u> Effective: 09/96 **First Families Reach Time Limit: 09/02**	60						Will use state funds if not sufficient after 60 months	None
Virginia * <u>TANF</u> Effective: 02/97 **First Families Reach Time Limit: 07/97**	24 out of 60; 60 lifetime	X	X	X		X		Up to 12 months.
Washington * <u>TANF</u> Effective: 01/97 **First Families Reach Time Limit: 01/02**	60				X			None

State	Time Limit (in months)	Exemptions: Age	Physically or Mentally Disabled	Caring for Disabled Family Member	Victim of Domestic Violence	No Job Available/ High Unemployment	Other	Extensions
West Virginia * <u>TANF</u> Effective: 01/97 **First Families Reach Time Limit: 01/02**	60							Case by case basis.
Wisconsin * <u>TANF</u> Effective: 10/96 **First Families Reach Time Limit: 10/01**	60					X		Case by case basis.
Wyoming * <u>TANF</u> Effective: 01/97 **First Families Reach Time Limit: 01/02**	60	65 and over	X	X	X			Postponement may only be used, and is not an exemption for referral to work, for brief periods when assessment information is incomplete and the appropriate steps towards self sufficiency cannot be determined or when work requirements are being waived for domestic violence situations (for up to one year without reevaluation).

- **State had waivers approved prior to enactment of PRWORA.**

XIV. TANF RESEARCH

HHS has a critical role in ensuring that the nation has the answers to major questions regarding welfare reform. These questions can only be answered through rigorous and systematic studies. Below we lay out the framework for HHS research, our strategies for answering key questions, the multiple methods needed and in use to obtain information, and how information is integrated to meet those responsibilities.

Framework for HHS Research

HHS's welfare reform research agenda has two broad goals:

1) to increase the likelihood that the objectives of welfare reform are achieved by developing credible information that can inform State and local policy and program decisions, and

2) to inform the Congress, the Administration and other interested parties on the progress of welfare reform.

Two broad questions are central to achieving these goals:

1) What approaches are States and localities taking to reform welfare, and what effects do these models have on low-income children and families?

2) What are the experiences of low-income children and families under a variety of welfare reform models, even if we cannot establish a direct causal linkage between welfare reform and these outcomes?

In order to answer these questions, we have focused our research on the following:

- Families who leave welfare
- Families who remain on welfare
- Applicants and families who are diverted from welfare
- Implications for children
- Special populations (such as people with disabilities, rural populations, American Indians, victims of domestic violence, etc.)
- State implementation
- Identification, evaluation and dissemination of promising program models and changes in practice
- Emerging issues, such as post-employment services, job retention and earnings gain among former welfare recipients

Outcomes

HHS's evaluation efforts focus on outcomes that are central to the objectives of welfare reform and are the purpose for having a national program to assist families with children. These core outcomes include:

- employment status and earnings of parents
- economic effects, e.g., total family income and poverty status
- amount and duration of welfare receipt and receipt of other benefits such as Medicaid and child support
- child well-being
- family formation and structure, including teen and out-of-wedlock childbearing,
- child and family living arrangements
- the cost and benefits of State TANF programs

By measuring these outcomes we can address such questions as: whether more parents are working, whether low income parents are earning more, whether fewer families are in poverty, whether children are better prepared for school, whether more children are living in two-parent families, whether there are fewer out-of-wedlock births, and how TANF impacts the number of children in foster care.

HHS Research Strategy

HHS is working to ensure that in meeting the requirements of section 413 of PWRORA, credible information is produced on the outcomes experienced by families and children under welfare reform and how welfare reform affected those outcomes. We have taken a leadership role where it has been critical to the success of learning about welfare reform, and we have also built on existing efforts both within and outside the federal government and attempted to fill gaps using a variety of strategies. HHS has worked intensively with other federal agencies to improve data collection and analysis. Significant investments have been made in helping States link their data systems, in supporting the development of field-initiated research, and in developing new strategies for studying the effects of welfare reform. We have emphasized dissemination of findings both to inform policymakers and to provide technical assistance to those who are implementing changes in States and communities.

Studying the process and outcomes associated with PRWORA policies presents an enormous challenge.

> PRWORA is not a single intervention. There is significant variation in policies, in combinations of policies, and in program design not only State-to-State, but also county-to-county.
>
> Implementation did not start on a given date. Many of the policies and programs that States are implementing under TANF began under waivers; others have been initiated since.
>
> Change is a dynamic process. Since changes in policy are also likely to be on-going, we will continue to observe an evolving process, not a simple change at a single point in time.
>
> Policies affect sub-groups differently. There is very strong evidence to suggest that policies have different effects on different individuals and families. So, it is important not only to know about average effects, but also how particular sub-populations, e.g., long-term recipients, persons with disabilities, are affected.

Many factors affect the lives of children and families. Children and families will be affected by the combination of changes in their lives produced by PRWORA (for example, mothers will need to go to work and children will be in child care) as well as changes outside PRWORA--changes in the economy, changes in other government programs such as the increase in the EITC over recent years, and changes in other institutional arrangements such as the movement to managed care in the health arena. Many of the impacts of welfare reform may only appear after several years.

Sources of Information

We are using a variety of methods to find out what is happening under welfare reform. Various strategies and methods for study are essential, if we are to succeed in shedding light on the major questions. Our approach has been to encourage the use of the strongest methods available to answer particular questions. We also encourage the use of common measurements of outcomes across multiple studies in order to promote comparability of results across studies and data sources. The sources we are using are described below.

National Data Collection

TANF Administrative Data

- TANF Recipient Data Collection. HHS is devoting substantial resources to collecting and analyzing information from States on the status of families who are still on the TANF rolls. TANF (in section 411 of the Social Security Act) provides for continuing to collect basic information on the characteristics of those who are on the rolls, such as race, marital status, and employment in order to understand how the caseload is changing. In addition, information will be collected on cases that close, including reasons for closure.

- High Performance Bonus Data. Another important source of information will relate to the TANF high performance bonus which provides $1 billion over five years to reward high performing States. (See chapter five for further information.) Since almost all States will want to compete for these funds (46 have for FY 1998), we expect to have an additional source of very strong information on employment outcomes for families from these data.

Ongoing National Surveys

A critical set of resources for tracking outcomes for children and families includes the national data surveys: the Census's Current Population Survey (CPS); Survey of Income and Program Participation (SIPP), and a special extension of it; the Survey of Program Dynamics (SPD), which was funded in PRWORA; the Panel Study of Income Dynamics (PSID); and the National Longitudinal Survey of Youth (NLSY). These data sets have been used extensively in the analysis of welfare, employment and poverty. Since they all include substantial pre-PRWORA data, they allow us to observe how the status of families and children is changing. In addition, many have been augmented with special data to include more in-depth measures of child well-being. Since the surveys are primarily funded with non-HHS resources, our role has been to work with the entities responsible for them to ensure that to the maximum extent possible the data collected will be useful for assessing welfare reform.

Special Data Collections

National data sets, because of their nationally representative character, are critical to understanding how families are faring under welfare reform. However, they are not sufficient, primarily because they often lack sufficient sample size to address important sub-populations and they seldom produce estimates that are State reliable. (The exception to this is the TANF administrative data that are State reliable).

- State Administrative Data and Surveys. With the rapid decrease in caseload, it is important to understand how families that are leaving, or who have been diverted, are faring. In addition to using national data sets such as the SPD, HHS is partnering with States to use both administrative data and surveys to determine employment status, family income, living arrangements, access to health care and other potential measures of how low-income children and families are faring. Although the State level data will not be nationally representative, it will provide an in-depth, State level perspective that national level data cannot, and it will assist States in developing the capacity to conduct these studies on their own.

- Subpopulation Studies. Finally, there are many important subpopulations which are the focus of particular studies, including immigrants, hard-to-employ, long-term welfare recipients, children, non-custodial parents, families with disabled members, American Indians, victims of domestic violence, and rural populations. HHS is funding a number of studies at the community level to examine outcomes and service system responses to these subpopulations.

Methods of Analysis

For a topic of such complexity, a multi-pronged approach is desirable. No single analytical approach adequately fits all of the essential questions to be answered. Our varied approaches are illustrated below:

Experimental Studies. Studies that randomly assign individuals to different policies or program approaches are generally regarded as the most reliable method to determine the effects of different approaches. For example, through random assignment a group of individuals may be subjected to welfare reform policies, while a second otherwise equivalent group is not. As a result, such studies automatically isolate the effects of the differential treatment from other external factors that could be the cause of a particular outcome. Based on this strength, many studies that HHS is supporting to understand the effects of different welfare reform policies are based on random assignment. Five important areas of study are described here.

- Welfare waiver evaluations. HHS is continuing to support evaluations of State TANF efforts that began pre-PRWORA as welfare waiver evaluations. These evaluations provide the opportunity to obtain the earliest possible reliable results on the effects on families of polices such as time limits, work requirements and State make-work-pay strategies. HHS funded nine States to continue their evaluations without significant change and an additional ten States to continue studies with modifications.

- Impact of Welfare Reforms on Children. HHS has augmented five of these State evaluations (Connecticut, Florida, Indiana, Iowa and Minnesota) to include in-depth, comparable measures of family processes and child well-being to determine the effects of different approaches to welfare reform on children.

- Welfare to Work Strategies. HHS is also continuing the National Evaluation of Welfare-to-Work Strategies (formerly the JOBS Evaluation) to determine which strategies for moving welfare recipients into work are most effective. This evaluation also has a major component to examine the effects of different welfare to work strategies on child well-being.

- Welfare to Work Program Evaluation. Although DOL is responsible for federal management of the Welfare-to-Work (WTW) program, HHS is responsible for its evaluation. Since WTW requires most of its funds to be targeted on harder-to-employ welfare recipients, the evaluation represents a major opportunity for learning about which approaches are most effective for more disadvantaged recipients. We will be examining both the implementation and effectiveness of a number of WTW programs, as well as collecting more limited information on all WTW programs.

- Job Retention and Progression. HHS is continuing to work with States to develop rigorous, reliable information on the effectiveness of different State strategies to increase job retention and advancement. As States are beginning to address these issues which are crucial to the success of welfare reform, it will be vitally important to be able to assess accurately which approaches are most effective.

Experimental studies are necessarily limited to certain geographical areas and typically they are unable to separate what parts of a program produced the observed effect. In addition, many features of welfare reform that are important to understand don't lend themselves to random assignment evaluation. Finally, although a well-conducted experiment may tell us definitively what a particular program produced, it can be difficult to extrapolate from that study to other similar programs.

Non-Experimental Studies. An important part of the HHS welfare reform research strategy, therefore, is to augment experiments with analysis at the national and State level using non-experimental approaches. Analysts can use statistical methods to assess the causal relationship between policies and outcomes at a national level to compare them with experimental results at particular locations. Although the assessment of causation through statistical means is inevitably less definitive than through experimental methods, it has been a central part of our understanding of the past welfare system, and it is the only way to understand the effects of welfare reform on families from a nationally representative perspective.

Implementation Studies. Finally, an important element for understanding the effects of PRWORA are studies which describe in depth what polices are implemented, how they are implemented and how institutions change in implementing them. These studies are important for two reasons. First, although TANF embodies key federal requirements such as work participation rates and a five year time limit on assistance, State flexibility is enormous. Thus, if we are to know what TANF is we must understand how States exercise this flexibility. Second, given the breadth of State flexibility in setting policy, the most useful information that HHS can produce on the effects of welfare reform is on the causal relationship between particular policies and the set of core outcomes that we have identified above. Information about which policies and programs produce what effects allows assessment of the effects of TANF at the national level and can best inform

States' policy choices. But to do this requires knowing what actually was implemented and how it operated at the ground level. Examples of HHS activities in this area follow.

- A set of baseline documents has been published that establish the State-by-State polices and caseload characteristics at the time of the passage of PRWORA.

- Policies embodied in State plans and other policy documents along with caseload information from administrative data will be tracked to determine how they change over time. For example, we are currently conducting a project that will attempt to reach consensus on how best to describe State TANF policies for use in formal analysis and public description of State programs.

- Studies are underway to determine how welfare offices, community service providers and other agencies change in their implementation of welfare reform. For example, we are studying what is involved in State and local efforts to turn welfare offices into job centers.

- HHS has initiated an effort to examine the factors affecting welfare reform in rural areas to begin to identify promising approaches which can be tested more systematically.

- HHS has initiated a low-income child care study in twenty-five communities to examine how welfare policies and decisions affect the child care market, including parental child care choices in relation to employment for those on welfare and for the working poor.

Availability of Results

Over the next several years there will be an ongoing flow of information emerging from HHS's welfare reform research. We are committed to making these results promptly and widely available both to the public, including through HHS websites, and to key congressional members and their staff .

Although some results necessarily take longer to develop, much is already available or will be available soon, particularly from studies that were begun earlier. The attached summaries for this chapter present much of the research findings we have collected since the last TANF report was released. We intend to spend considerable effort at disseminating broadly additional research and evaluation results as soon as they become available.

What We Will Learn

In many of the studies we are now funding, additional administrative data are being collected and surveys are being fielded or will be in the next several years. In the national surveys, data for 1997 and 1998 have been collected and are being processed. Thus, time and resources are necessary to produce more definitive results. Some of the information we will be obtaining is discussed below.

Longer Term Follow-Up

Our findings are currently based on follow-up periods ranging from 6 months to 3 years. To understand the effects and outcomes of welfare reform will require longer term follow-up on the order of four to six years. Particularly important is that in most States, very few individuals have reached time limits, and in many larger States, none have.

More Comprehensive Information

As indicated above most of our current measures of employment, earnings and income are from administrative records. Over time we will obtain much more comprehensive information through surveys, both in conjunction with waiver demonstrations and through studies of families that have left TANF. Most importantly, we will be able to learn a great deal more about the income and resources families have to support themselves and in particular, what happens to families who leave welfare and do not have earnings.

More Outcomes, Especially Related to Child Well-Being

A critical measure of the success of welfare reform is how it affects children. In 1996 HHS provided grants to 12 states to work with a team of researchers to develop measures of child well-being to examine how different welfare reform programs and policies are affecting children. The partnership proved to be very successful, and subsequently ACF has augmented the funding of five state welfare reform evaluations (Connecticut, Florida, Indiana, Iowa, and Minnesota) to rigorously evaluate the effects of welfare reform on family processes and child well-being. In addition, HHS has provided funds to 13 states to work with the Chapin Hall Center for Children at the University of Chicago and other experts to develop indicators of child well-being. Some of the 13 states are exploring using similar measures to those used in the five states as well as other administrative and survey data. The importance of measuring child well-being is vividly illustrated by the recent findings on the New Hope demonstration. A central finding of the interim effects of this program designed to support working families was that it increased significantly boys' school performance along with increasing their participation in extended day child care and other structured activities, while having other positive family effects.

More Rigorous Information about What Works and What Doesn't

Because of caseload reduction, States now have significant financial resources that are not required for immediate cash assistance, and thus are available for investments in those families still on the caseload, including those with the greatest problems, and to enable families who leave the rolls to keep their jobs and move up instead of returning to welfare. As a result, many States are increasingly focused on strategies to increase job retention and advancement for recipients and former recipients. ACF is working with thirteen States to develop, pilot and ultimately rigorously evaluate the effects of alternative strategies. Through this activity and others, we will be learning about the role of supports for working families such as child care, child support and other services in sustaining and advancing in employment. These kinds of evaluations are critical to using the flexibility provided by TANF to maintain a learning environment in which federal and State tax dollars are used to make investments that really work.

More Nationally Representative Data

Over time as more post-TANF data become available from the national surveys, especially longitudinal data, it will be possible to merge findings from in-depth studies in States and localities with nationally representative data and use the strengths of each to develop a comprehensive picture of how the nation's families are faring under welfare reform.

The preliminary results we have received thus far illustrate the promise of how investments in careful research and evaluation can produce information that can inform policy. Perseverance in these investments can play a critical role in supporting strategies that can realize the goals of welfare reform.

Appendices:[10]

Appendix 14:1	**Summary of Recent Research on Welfare Leavers to Accompany Table 14:1**
Table 14:1	**Summary of Recent Research on Welfare Leavers**
Summary 14:1	**Arizona Empower Demonstration – Review of Interim Impact Report**
Summary 14:2	**Early Implementation of Connecticut's Welfare Reform Initiative**
Summary 14:3	**Diversion and Its Effects on Access to Medicaid**
Summary 14:4	**The Family Transition Program: Implementation and Three-Year Impacts of Florida's Initial Time-Limited Welfare Program**
Summary 14:5	**Helping TANF Recipients Stay Employed: Early Evidence From the GAPS Initiative**
Summary 14:6	**The Indiana Welfare Reform Evaluation: Findings on Program Implementation and Economic Impacts After Two Years**
Summary 14:7	**The Indiana Welfare Reform Evaluation: Identifying and Serving The Most Dependent Cases**
Summary 14:8	**The Iowa Family Investment Program: Two Year Impacts**
Summary 14:9	**Interim Cost-Benefit Analysis of Iowa's Family Investment Program: Two-Year Results**
Summary 14:10	**Two-Year Process Study on the Iowa Family Investment Program (FIP)**
Summary 14:11	**Evaluation of Los Angeles Jobs First GAIN**
Summary 14:12	**Maryland Family Investment Program (FIP): First Year Report – Examining Customer Pathways and Assessment Practices**
Summary 14:13	**Maryland's Life After Welfare: Third Interim Report**
Summary 14.14	**Minnesota Family Investment Program 18-Month Impact Findings**
Summary 14:15	**Report on the Status of Families Leaving North Carolina's Work First Program After Reaching the 24-Month Time Limit**
Summary 14:16	**Interim Implementation Report on the North Dakota Training, Education, Employment, and Management Program**
Summary 14:17	**Interim Impact Evaluation Report on the Parents' Fair Share Demonstration**
Summary 14:18	**Evaluation Report on the Parents' Fair Share Demonstration: Preliminary Findings on Promoting Non-Custodial Parents' Involvement with their Children**

[10] Please note that these summaries represent select studies released since the compilation of the previous report to Congress

Summary 14:19	**Post Employment Services Demonstration**
Summary 14:20	**Interim Impact Report on Achieving Change for Texans (ACT)**
Summary 14:21	**Interim Report: Implementation and Early Impacts of Vermont's Welfare Restructuring Project**
Summary 14:22	**Virginia Independence Program Implementation Evaluation**
Summary 14:23	**Evaluating Two Welfare-to-Work Program Approaches: Two Year Findings on the Labor Force Attachment and Human Capital Development Programs in Three Sites**
Summary 14:24	**Study of Welfare Leavers in Wisconsin Institute for Research on Poverty (IRP)**

Appendix 14:1

Summary of Recent Research on Welfare Leavers (to Accompany Table 14:1)

Background

As large numbers of recipients leave the welfare rolls, there is widespread interest in understanding what is happening to them: Are they working? What is their income? Are they returning to welfare? Are they receiving assistance and supportive services through other programs?

In September 1998, the Office of the Assistant Secretary for Planning and Evaluation (ASPE) awarded approximately $2.9 million in grants to study the outcomes of welfare reform on individuals and families who leave the TANF program, who apply for cash welfare but are never enrolled because of non-financial eligibility requirements or diversion programs, and/or who appear to be eligible but are not enrolled. The grants were awarded to 10 states and 3 large counties or consortia of counties under a May 1998 competitive grant announcement. A grant was also made to South Carolina under a different program announcement to expand an on-going project to include a similar study of families leaving TANF.

Six of the FY 1998 ASPE-funded grantees -- Arizona, Georgia, Missouri, Washington, San Mateo County in California, and Cuyahoga County in Ohio -- have released interim reports based on use of linked administrative data sets to track families who left welfare in late 1996/early 1997. These interim reports provide interesting preliminary findings about former TANF recipients in the areas of employment, returns to TANF, and participation in other programs. Other grantees are expected to release interim reports within the next few months; more detailed findings, including information gathered through survey data, will be presented in the final reports, forthcoming over the next twelve months.

Although it is difficult to compare findings across studies, comparisons among ASPE-funded studies are facilitated by the adoption of a common definition of the "leaver" study population as "all cases that leave cash assistance for at least two months." (This definition excludes cases that re-open within one or two months, because such cases are more related to administrative "churning" than to true exits from welfare). Moreover, these six studies focus on using administrative data to track single-parent families leaving TANF in a similar time period (late 1996 or early 1997).[11]

The studies differ, however, in important areas of research methodology, such as how to operationalize some of the outcome measures (for example, five studies count anyone with earnings as employed, while the sixth -- Cuyahoga County -- counts as employed only those with earnings of $100 or more per quarter). Furthermore, the States differ in TANF policies (e.g.,

[11] Arizona's interim report provided information on families who left welfare in the first (calendar) quarter of 1998; the data shown for Arizona in Tables 1 and 2 are on families who left welfare in the fourth quarter of 1996, and were provided to ASPE in a supplemental report. The data shown for Missouri, San Mateo County, and Washington in Tables 1 and 2 are also for the fourth quarter of 1996. The data shown for Cuyahoga County are for welfare leavers in the third quarter of 1996, and the data for Georgia are for individuals and families leaving welfare in the first quarter of 1997. The Cuyahoga County and Washington interim reports reflect families who left welfare *prior to* TANF implementation, which occurred in October 1996 and January 1997, respectively. Arizona implemented TANF in October 1996, San Mateo County in November 1996, and Missouri in December 1996; each reported data for the fourth calendar quarter of 1996. Georgia also reported data for the same quarter in which it implemented TANF (implementation date of January 1997).

sanction policies, work requirements) and in underlying economic, social and demographic conditions. Finally, comparisons across studies are even more problematic when looking beyond the ASPE-funded studies, because of the many differences in study populations, time periods studied, sources of data, and research methodologies.

Findings

Interestingly, despite the many differences in studies, the preliminary findings from the six studies remain quite consistent, particularly in the areas of employment and recidivism.

- **Employment.** Between 50 and 65 percent of former TANF recipients found work immediately after leaving TANF, according to the six interim reports. Employment rates rose from less than 50 percent in the months before exit, to relatively stable rates of between 50 and 60 percent throughout the first year after exit, as shown in Figure 1. Over the 12-month period, some former recipients lost their jobs, while others found new employment, resulting in a cumulative employment rates of 68 to 82 percent, measured as those who were *ever* employed within the first 12 months of exit (see Table 1).

- **Recidivism.** Data from three of the interim reports suggests that between 8 and 12 percent of leavers were receiving welfare again one quarter after exit, as shown in Table 2. Most of these re-enter in the third month itself, since cases that re-open after one or two months were excluded from the study population. The proportion of former recipients receiving TANF increased to between 13 and 19 percent at two quarters after exit, and then increased more slowly, reaching 13 to 23 percent one year after exit. The proportion that *ever* returned for at least one month over the first 12 months after exit is somewhat higher, ranging from 24 percent in San Mateo County to 37 percent in the more urban environment of Cuyahoga County (Cleveland) in Ohio.

Figure 1.

Percentage of Leavers Employed, by Quarter

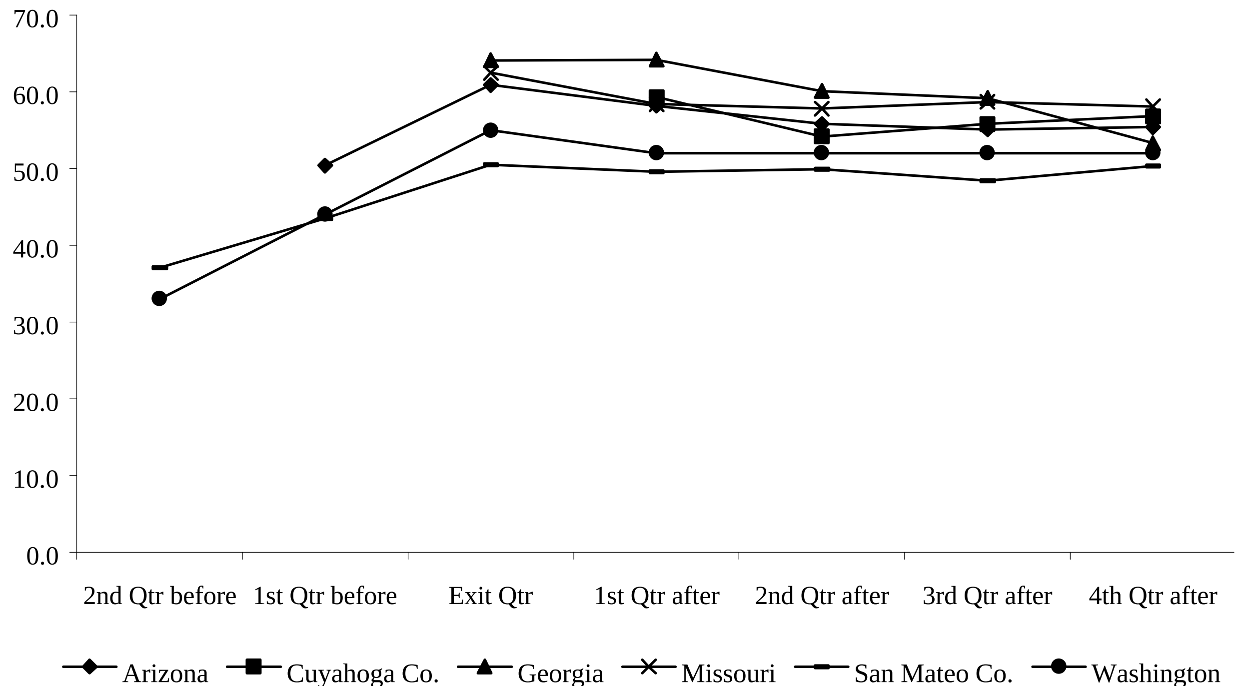

Table 1.

Percentage of Leavers Employed

Grantee	Exit Qtr	1st Qtr post exit	2nd Qtr post exit	3rd Qtr post exit	4th Qtr post exit	Ever Employed within 1 year
Arizona	60.9	58.2	55.8	55.1	55.4	74.7
Cuyahoga Co.	a/	59.3	54.2	55.8	56.8	71.7
Georgia	a/	64.2	60.1	59.2	53.3	73.9
Missouri	62.5	58.4	57.8	58.7	58.1	a/
San Mateo Co.	50.5	49.6	49.9	48.4	50.3	67.1
Washington	55.0	52.0	52.0	52.0	52.0	68.2

a/ - Data not available.

Table 2.

Percentage of Leavers Receiving TANF

Grantee	1st Qtr post exit	2nd Qtr post exit	3rd Qtr post exit	4th Qtr post exit	Ever Receiving within 1 year
Arizona	a/	a/	a/	a/	28.4
Cuyahoga Co.	b/	b/	b/	b/	35.3
Georgia	c/	c/	14.3	13.4	c/
Missouri	12.4	18.6	20.8	20.6	c/
San Mateo Co.	8.2	13.3	13.3	14.1	24.4
Washington	12.0	19.0	22.0	23.0	29.8

a/ - Arizona reported the percentage of leavers *returning to TANF in each quarter*, unlike Georgia, Missouri, San Mateo, and Washington, which reported the percentage of leavers *receiving TANF in each quarter*, regardless of when they returned.
b/ - Cuyahoga County reported the percentage of leavers who had *ever* received TANF during the first 12 months after exit; they did not report quarterly data.
c/ - Data not available.

In addition to the ASPE-funded studies, a number of States have undertaken projects to collect data on what happens to welfare recipients and former recipients over time, as welfare programs change, and as program participants move into the job market and/or lose their welfare benefits. These studies vary substantially in terms of study design, cohorts, administrative data linkages, research topics, and response rates.[12] The ASPE-funded State/county grant projects are designed to improve the quality and consistency of approach of such research across States.

The accompanying matrix includes highlights from many of the State-funded studies as well as the interim reports from ASPE-funded studies. As mentioned above, there are numerous differences across these studies. For example, some of these studies date to the pre-TANF period, while others are more recent. Some look at all cases leaving welfare, while others look at only those who exited due to sanctions, or only those who exited and remained off until the time of the survey. Some are based on linkages of administrative data, while others are based on surveys of former recipients. Some surveys achieved quite high response rates, while others did not. Because of these differences, it is not appropriate to use this chart to compare the findings from one State to another, and therefore to conclude that former recipients are doing better in one State than in another.

[12] The General Accounting Office examined 17 reports based on studies conducted or sponsored by states of families who left the AFDC or TANF rolls during or after 1995 and summarized the findings of seven of those studies in a report *WELFARE REFORM: Information on Former Recipients' Status* (GAO/HEHS-99-48) in April 1999. In addition, the Urban Institute summarized the findings on employment rates, characteristics of employment and other determinants of well-being from 11 state studies of leavers in May 1999 (*Where Are They Now? What States' Studies of People Who Left Welfare Tell Us*, a product of Assessing the New Federalism, Series A, No. A-32).

TABLE 14:1

SUMMARY OF RECENT RESEARCH ON WELFARE LEAVERS[1]

Study	**Iowa 1993-95**	**Michigan 1996**	**Tennessee 1997**	**Indiana 1997**
Population Covered	Sanctioned cases	Sanctioned cases	Sanctioned cases between Jan-April 1997	Cases receiving AFDC May 1995-May1996, and not on TANF at survey (12-18 mos. after baseline)
Methodology	Experimental group in waiver evaluation. Telephone and in-person survey B 85 percent response rate (137/162)	JOBS sanctions. Telephone survey B 53 percent response rate (67/127)	Telephone survey B 43 percent response rate (361/846)	Control and experimental group in waiver evaluation. 71 percent response rate (1593 interviews conducted)
Reason for Closure	All cases studied were closed due to sanctions	All cases studied were closed due to sanctions	All cases studied in this survey were closed due to sanctions (overall, 28% of closed cases were due to sanctioning)	N/A
% working after leaving (and time)	53% have worked since termination of benefits (2-6 months)	47% of interviewees reported employment	39% working full or part time in August 1997	64.3 % working at time of survey 84.3 % ever worked since baseline (12-18 months)
Other Benefits **Medicaid** **Food Stamps**	approximately 2/3 Medicaid	3 months after closing: 59% Medicaid 57% Food Stamps (based on administrative records)	11% receiving other benefit checks 86% receiving TennCare	52.9% Medicaid 37.9 % Food Stamps 10.5 % SSI 13.4 % child support
Income after leaving welfare	40% had increase 50% had decline	47% had income of more than $400/month 14% had no known income or employment	Average hourly wage = $5.50	monthly hh income: < $500 16.5% $500-999 40.2% $1000-1,999 33.8% $2000+ 9.6%
Recidivism	N/A	41 of 168 closed cases were open again 3 months later	Not studied	N/A

Study	South Carolina 1998	Texas 1998	Wisconsin 1998	Wisconsin 1999
Population Covered	All cases closed Oct 96-Sept 97	Cases closed November 1997, and not reopened by May 1998	Cases closed Aug 95-July 96 and remained closed for at least two months, excluding those who Adisappeared@ from all administrative databases	All cases closed Jan-March 1998, and not reopened in 6 months
Methodology	Telephone and in-person survey. 78 percent response rate (395/509)	Phone and mail survey of leavers (688 cases). Overall response rate was 42 percent (1396/3298)	Administrative data gathering on all leavers (54,518 cases)	Phone and mail survey of sample of leavers. 69 percent response rate (375/547)
Reason for Closure	43% earned income 25% sanctioned 12% procedural closures 13% voluntary withdrawal 6% ineligible	N/A	N/A	54% employment related 34% voluntary withdrawal 16% non-compliance 11% disabled[2] 9% change in personal conditions
% working after leaving (and time)	63% (6-10 months after leaving)	59 % working at time of interview (6-10 months after leaving) add. 17 % had worked since exit but not at interview	72% in 1st quarter after exit 74% in 4th quarter after ext 82% ever employed in year following exit	83% between leaving and interview 62% at time of interview (6 months after leaving)
Other Benefits **Medicaid** **Food Stamps**	77% Medicaid 62% Food Stamps	74% Medicaid 68% Food Stamps 16% child support 10% food pantry	1st quarter after exit: 86% Medicaid, 59% FS 4th quarter after exit: 75% Medicaid, 48% FS	71% Medicaid; 49% food stamps; 27% child support; 25% housing subsidy
Income after leaving welfare	55-60% of leavers said income was up since leaving	Avg. hourly wage of employed recipients was $6.35/hr. Avg. hours worked per week was 34.1	Mean earnings: $2440 in 1st quarter after exit $2686 in 4th quarter after exit $8460 in year following exit	69% Ajust barely making it@ 47% Amore $ than when on welfare@
Recidivism	N/A B excluded from sample	Of all cases closed Nov. 97, 28 percent returned to rolls by May 1998.	20% ever returned by 6 months after exit, 28% by 12 months after exit	N/A B reopened cases were excluded from sample

Study	**Washington 1999**	**Maryland 1999**	**Massachusetts 1999**	**Arizona 1999**
Population Covered	All cases closed Apr-Aug 1998 and remaining closed until time of survey (about 3 months)	All closed cases	All cases closed Jan-June 1997	All cases closed Oct-Dec 1996 and Jan-Mar 1998 and remaining closed for at least 2 months
Methodology	Phone survey of sample of leavers. 52 percent response rate (592 cases)	Administrative data of a 5% sample of leavers during 18 months (3,171 cases)	Phone, mail, and in-person survey of leavers. 51 % response rate (341/672)	Administrative data study of leavers (Oct-Dec 1996 findings below, N=9,439)
Reason for Closure	67% employment related 10% program requirements 9% other increased income 9% change in household composition 6% other	29% work or income 32% procedural closures[3] 8% explicit sanctions for non-compliance 31% other	37% failed to cooperate 35% earnings 11% client request 5% no eligible child 6% unearned income 5% other	43% failure to comply 28% employment 11% increased resources 6% voluntary withdrawal 6% non-financial change 6% other
% working after leaving (and time)	71% currently working 87% ever employed within last 12 months	50.3% worked in the quarter of exit; 66% worked in at least one quarter since exit	67% currently working 13% had worked since leaving but currently not working 18% no work since leaving (3 months after leaving)	58% working in 1st quarter after exit, 55% in 4th quarter, 75% ever employed in year after exit
Other Benefits **Medicaid** **Food Stamps**	64% Medicaid (children) 44% Medicaid (adults) 45% food stamps; 19% housing assistance	Unknown	27% of households get food stamps 3 months later; 95% have children covered by Medicaid	1st quarter after exit: 63% Medicaid, 44% FS, 15% child care subsidy 3rd quarter after exit: 53% Medicaid, 41% FS, 14% child care subsidy
Income after leaving welfare	$8.09 average hourly wage, 64% between $5-9 per hour	For those working, first quarter earnings averaged $2369/month	Average weekly earnings = $305 for full-time and $148 for part-time workers	mean quarterly earnings = $2,415 in 1st quarter after exit, $2,861 in 4th quarter after exit
Recidivism	N/A B reopened cases were excluded from sample	19.7% returned within 3 months (5% excluding churners); 24% within a year	18% returned within 3 months	28% ever receiving TANF in 9 months after exit

Study	Washington 1999	Cuyahoga Co. 1999	San Mateo Co. 1999	Georgia 1999	Missouri 1999
Population Covered	All cases closed and remaining open Oct-Dec 96 and Oct-Dec 97	All cases closed Jul-Sep 1996 and remaining closed for at least 2 months	All cases closed Oct-Dec 1996 and remaining closed for at least 2 months	All one-adult cases closed during 1997 and remaining closed at least 2 months.	All single-parent cases closed Oct-Dec 1996, and remaining closed at least 2 months.
Methodology	Administrative data study of leavers & ongoing cases (Oct-Dec 96 findings below)	Administrative data study of leavers (N=2,794 adult women, 4,860 children)	Administrative data study of leavers	Administrative data study of leavers	Administrative data study of leavers
Reason for Closure	N/A	N/A	N/A	NA	NA
% working after leaving (and time)	leavers: 52% working in 1st quarter after exit, 52% in 4th quarter, 68% ever employed in year after exit	60% working in 1st quarter after exit, 57% in 4th quarter, 72% ever employed in year after exit	50% working in 1st quarter after exit, 50% in 4th quarter, 67% ever working in year after exit	64% working in 1st quarter after exit, 53% in 4th quarter, 74% ever employed in year after exit	58% working in 1st quarter after exit, 58% in 4th quarter
Other Benefits **Medicaid** **Food Stamps**	N/A	1st quarter after exit (adults): 41% Medicaid, 43% FS 4th quarter after exit: 38% Medicaid, 40% FS	30% ever received food stamps and 50% ever received Medicaid in year after exit	N/A	1st quarter after exit:35% Medicaid (adults), 41% Medicaid (children), 58% FS 4th quarter after exit: 15% Medicaid (adults), 37% Medicaid (children) 40% FS
Income after leaving welfare	mean quarterly earnings = $2,722 in 1st quarter after exit, $3,196 in 4th quarter after exit	mean quarterly earnings = $2,756 in 1st quarter after exit, $2,952 in 4th quarter after exit	mean quarterly earnings = $3,124 in 1st quarter after exit, $3,647 in 4th quarter after exit	mean quarterly earnings = $2,193 in 1st quarter after exit, $2,389 in 4th quarter after exit	mean quarterly earnings = $2,185 in 1st quarter after exit, $2,685 in 4th quarter after exit
Recidivism	30% ever returned to TANF within 1 year after exit	35% ever returned to TANF within 1 year after exit	24% ever receiving TANF in year after exit	13.4% receiving TANF in 4th quarter after exit	12% receiving TANF in 1st quarter after exit, 21% in 4th quarter

Summary 14:1

Arizona Empower Demonstration – Review of Interim Impact Report

BACKGROUND

The EMPOWER welfare reform demonstration was begun under welfare reform waivers in November 1995. The Interim Impact Study reports on the first three years of the demonstration. The evaluation design involved randomizing recipients into experimental and control groups. This report only covers outcomes for recipients that were in active AFDC cases when the demonstration began.

The Arizona EMPOWER provisions are: 1) a 24-month time limit for adults, 2) a family cap provision, 3) restricted eligibility for unwed minor parents which required parents under 18 to live with a responsible adult, 4) mandatory JOBS participation for teen parents, 5) stricter JOBS sanctions, 6) extended Transitional Medical Assistance (TMA) and extended Transitional Child Care (TCC), and 7) elimination of 100-hour rule.

A little less than two years after the implementation of EMPOWER the State implemented additional policies under a program called Redesign. These policies were applied to both experimentals and controls. The important provisions include: 1) requiring that recipient sign a personal responsibility agreement, 2) a tougher sanctioning regime which consisted of sanctions applied to the entire case, 3) requiring virtually all recipients to engage in JOBS activities, and 4) collocation of eligibility determination with child support, child care, JOBS, and employment security (carried out at only 4 sites).

The research sample was chosen from three sites in the Phoenix area and one site on a Navajo reservation. Cash assistance cases as well as a relatively small number of TMA cases were sampled. Unless otherwise stated the results given below are for the cash assistance cases in the Phoenix area.

FINDINGS

1. At the Phoenix sites the percent of case heads that received cash assistance was significantly less for experimentals than for controls in the third year of the demonstration (7.8 vs. 16.5%). For the first two years there was no significant difference. There were no significant differences in receipt of cash assistance by children.

2. At the Navajo site there were no significant differences.

3. For TMA cases, cash assistance increased significantly for experimentals in the 1st year of the demonstration (15.5% as opposed to 10.1%), but not thereafter.

4. The average amount of cash assistance received was significantly reduced in the second and third year of the demonstration.

5. For cash recipient cases, there was no significant effect on employment or earnings.

6. There was no significant impact on total family income (includes earnings, cash assistance and food stamps).

7. There were no impacts on marital status.

8. The births to unwed minors was 2.9% in experimentals and 1.1% in the controls - a slightly significant difference.

9. A survey of clients indicated that, because of the time limit on adults, there was some attempt to “bank” months of eligibility either by leaving the rolls earlier than they would have or not reapplying when they might have otherwise.

10. Many clients were very concerned about the possible loss of benefits due to a JOBS sanction. This seemed to concern them more than loss of benefits due to the time limit.

In summary, EMPOWER appears to have significantly reduced the receipt of cash assistance by the third year of the demonstration, but did not significantly impact earnings, employment or total income.

One point to keep in mind in interpreting these findings is that results from surveys of clients suggest that experimentals and controls were not aware of which rules applied to them especially as regards the time limit and family cap. Another point to keep in mind is that the implementation of Redesign with additional new policies that were applied to both experimentals and controls could have masked some of the impacts of EMPOWER.

In addition, the evaluators speculate that the impacts may have been greater had the economy in Arizona not improved so much during the demonstration. The strong economy helped both experimentals and controls.

It should also be noted that because of a high unemployment rate, the time limit for adults was not applied at the Navajo site.

Summary 14:2

Early Implementation of Connecticut's Welfare Reform Initiative

BACKGROUND

Connecticut's Jobs First program is as State-wide reform initiative that began operating in January 1996. It was one of the earliest of its type to impose a time limit on cash assistance (i.e., 21 months) for most families. The program, first initiated as a federal waiver demonstration, includes generous financial work incentives and requires recipients to participate in employment-related services targeted toward rapid job placement.

This report has been prepared as part of a large-scale evaluation of Jobs First conducted by the Manpower Demonstration Research Corporation with funding from the State's administering agency, Department of Social Services (DSS), with funding support from the Ford and Smith Richardson foundations and the U.S. DHHS. The study focuses on the New Haven and Manchester welfare offices, which include about one-fourth of the State's welfare caseload.

The report describes implementation/operation in the research sites from early 1996 to early 1998. It focuses on the period before participants reached the 21-month time limit, but also includes information on the process that occurs when individuals approach then reach the time limit (i.e., late 1997). Data on whether Jobs First generated changes in recipients' employment or welfare receipt patterns, income, or other pertinent measures will be presented in an interim report scheduled for 1999.

FINDINGS

Jobs First generated important changes in the message and practices of the State's welfare system. For example, the program has shifted toward rapid job placement and away from education and training; staff report they are more likely to talk with clients about employment and self-sufficiency issues; and DSS has implemented a process to review large numbers of cases as they reach the time limit to determine whether to grant extensions.

At the same time, Jobs First has experienced some start-up problems. These reflect the far-reaching nature of the program and the fact that it was implemented in a challenging environment. For example, the program was implemented Statewide from its inception, during a period of extraordinary flux in Connecticut's social welfare system.

Key Program Features

- 21-month limit on cash assistance;
- Enhanced earned income disregard;
- Mandatory "work first" employment services;
- Partial family cap;
- Extended transitional benefits;
- Child support changes.

The report focuses on four key tasks DSS faced during implementation and describes how these issues have been addressed in the research sites:

- **Explaining the time limit and the financial incentives.** Data from a survey of a small number of clients indicate that most are aware of these policies. At the same time, the program rules do not require frequent staff/client contact, and heavy worker caseload prevent aggressively marketing the new policies or working with clients to decide how best to respond. Further, there seems to be variation in the "message" staff provide to clients.

- **Reorienting employment services.** Jobs First aims to convert a largely voluntary, education and training based system into a mandatory program focused on immediate job placement. Clients are more likely to be sanctioned for to fulfill employment services mandates. At the same, there have been difficulties monitoring client attendance at contractor provided employment services, and client status in low-wage, part-time jobs that would qualify them for extensions if and when they reach the time limit.

- **Changing the message.** Jobs First seeks to shift the welfare system's focus from income maintenance to self-sufficiency. However, staff believes that the less intense monitoring of client-earned income can result in incorrect benefit computation.

- **Creating and implementing a pre-time limit review process.** The system is designed to monitor whether clients who fail to attain family income thresholds despite a good-faith effort to find a job, in order to determine whether extensions should be granted when circumstances beyond the recipient's control prevent her from working. It appears that staff have implemented the review process as intended. However, it seems clear that some clients deemed to have made a good-faith effort were in fact not being carefully monitored. Because only a few low-income clients have had their benefits canceled. There have been relatively few referrals to the "safety net" component set up to ensure that such families' basic needs are met.

Implication of Findings

Cautionary Notes:

- Future operation may look significantly different initial implementation;
- Program implementation in other sites may look different than the research sites;
- This preliminary analysis is based on a few data sources;
- It is impossible to predict whether any implementation issues will affect Jobs First's ability to achieve its main goals of increasing employment and reducing welfare dependence.

Implementations of limited staffing levels. It is too early to say whether the approach of short time limits and generous financial incentives with infrequent staff/client interaction will achieve the programs main goals.

The time limit review process. Almost all cases reaching the time limit have either been denied an extension because they are "over income" or been granted an extension because they are "under income" but have been deemed to have made a good-faith effort to find a job.

- Unknown future volume of clients denied extensions as “over income” who reapply if they later lose their jobs.

- Continuing and perhaps increasing problems with the lack of close monitoring during the pre-time limit period of clients who are granted extensions.

- The number of clients “under income” who lose benefits is likely to grow over time. This trend will magnify the need to clarify the parameters of the safety net component.

Summary 14:3

Diversion and Its Effects on Access to Medicaid

BACKGROUND

This research examined the emergence of diversion programs as a particular aspect of State welfare reform efforts and the potential for diversion programs to reduce access to Medicaid. Two reports have been issued. "A Description and Assessment of State Approaches to Diversion Programs and Activities" published in 1998 described the range of diversion programs and how they are implemented. The second report, entitled "Diversion as a Work-Oriented Welfare Reform Strategy and Its Effect on Access to Medicaid: An Examination of the Experiences of Five Local Communities", published in March 1999 presented the results of case studies.

The first report, released in August 1998, presented findings from all 50 States and the District of Columbia. The second report, issued in March 1999, provides a more detailed look at the actual experiences in operating diversion programs in five local communities and describes how diversion-related changes in policy and practice might affect families with respect to their access to or eligibility for Medicaid.

FINDINGS

The researchers reported that formal strategies to divert families from welfare are an increasingly common aspect of States' efforts to shift to a work-oriented assistance system. The study found that thirty-one States had implemented at least one diversion program as of mid-1998[13]. Twenty States were operating lump sum payment programs, 16 require applicant job search prior to application approval, and 7 actively help applicants for TANF identify alternative resources which may help them avoid the need for cash assistance. Of the three types of formal diversion, mandatory applicant job search represents the fastest growing program with the greatest potential to divert large numbers of families.

Delinking Medicaid and cash assistance creates both opportunities to ensure and/or enhance access to Medicaid and circumstances that can result in reduced access. States' early experiences suggest that delinking Medicaid from cash assistance is a complex undertaking. The advent of diversion programs adds to this complexity. It is evident that some of these access problems/barriers can be addressed by increased attention and training regarding the need to process Medicaid applications fully irrespective of the families' TANF and/or diversion eligibility. Section 1931 of the Social Security Act also provides States with various options to promote Medicaid coverage for diverted families although it appears that many States may not have considered these options.

The case studies point out that States must make deliberate efforts to both take advantage of the policy options available under section 1931 and implement diversion programs carefully in order

[13] Please note that the differences in numbers from those discussed in chapter 13 are due to a different definition of diversion.

to optimize access to Medicaid for families who go to work or are otherwise diverted from receiving cash assistance. Because PRWORA has fundamentally changed the character of the welfare system (i.e., the emphasis is on work and not cash assistance, and eligibility for cash assistance is no longer the trigger for other benefits such as Medicaid), State officials can and should consider whether it is an unintended and/or desirable consequence of their Medicaid and welfare policies that access to Medicaid for diverted families is limited or unavailable.

The compelling Medicaid and welfare reform policy challenge posed by diversion is how to use Medicaid effectively to support the broad goals of welfare reform to encourage working families. The extent to which State Medicaid and welfare officials can collaborate to consider the interplay between welfare and Medicaid policies will lead to results more consistent with the goal of supporting working families. A particularly important area of collaboration and joint attention is the need to focus attention on Medicaid as a stand-alone health insurance program for low-income families.

Summary 14:4

The Family Transition Program:
Implementation and Interim Impacts of Florida's
Initial Time-Limited Welfare Program (April 1998)

BACKGROUND

Florida was one of the first States to implement a time-limited welfare program, the Family Transition Program (FTP), under waiver authority. FTP is currently operating in Escambia County (Pensacola). The Manpower Demonstration Research Corporation (MDRC) is conducting a random-assignment evaluation of the impact of FTP. FTP includes a two-year (24 months out of any 60) or three-year (36 months out of any 72) time limit, depending on participant characteristics; since the program was first implemented in May 1994, a significant number of participants are now beginning to reach the time limit. Other major provisions of FTP include mandatory participation in employment-related activities and generous earned-income disregards ($200/month plus half the remainder).

FINDINGS

- FTP significantly increased employment and earnings. Over the two-year follow-up period, 7.5 percent more of the FTP group were ever employed, and average earnings of the FTP group increased 15.7 percent, relative to the control group.

- FTP did not result in significant reductions in months of AFDC/TANF receipt or total amount of AFDC/TANF benefits received over the two-year follow-up period, but did lead to food stamp benefit savings of 8.4 percent, relative to the control group.

- Time limits are being enforced. Very few extensions have been granted and no transitional employment has been given to recipients whose benefits have been terminated. There is no evidence, however, that terminated families have been reduced to destitution.

As previous studies of welfare dynamics have shown, most recipients are not on welfare continuously. Therefore, only a small fraction of recipients assigned to the 24-month time limit had reached the limit 24 months after they entered the program. Those participants assigned to the 36-month time limit are spending more time on welfare, as would be expected, since they were assigned to that limit based on their having more barriers to employment.

During the first two years of follow-up, the main impact of FTP was to increase the percentage of people combining work and welfare. Participants were more likely to be employed than control group members, received a lower amount of cash assistance and food stamps, but had higher family incomes. These changes appear to be mostly attributable to the expanded earned income disregard and the participation mandates.

However, FTP is not reducing the rate at which participants accrue months of welfare receipt, when compared to members of the control group. Supporters of time limits have argued that the knowledge of impending time limits would cause recipients to take more steps towards self-sufficiency and to leave welfare faster in order to conserve their months of benefits. This does not appear to have happened. Previous studies of earned income disregards have shown that more generous disregards tend to increase the length of time people stay on welfare. The expanded earned income disregard in FTP seems to be offsetting any effect time limits may be having on the length of receipt. Another reason FTP is not reducing time on welfare is that, particularly when FTP was first implemented, caseworkers appear to have encouraged participants to take advantage of the education and training opportunities that were available to them. Also, because time limits were a new concept, recipients may not have taken them seriously in the early years of the program.

One of the key new findings of this report is that the time limit is being strictly enforced. Of the 102 recipients who reached their time limits, just three were granted 4-month extensions, and one retained the children's portion of the grant. The rest had their grants terminated immediately. Even though the FTP model promises a State-supported work opportunity to recipients who have been compliant, and who are not earning the amount of the basic grant plus $90 per month, not a single participant was given such a job. The main reason for this is that very few recipients who were deemed to have cooperated with FTP have reached the time limit without a job or some other source of income.

This report contains findings from a survey of recipients who had their benefits terminated due to a time limit. Most reported that they had known about the time limits, kept track of their time remaining, and thought that benefits would be terminated if they reached the limit. However, 50 percent said that they had not thought they would remain on welfare long enough to use up their time limit. When asked how they would cope with loss of benefits, most talked about getting a job or, if they were already employed, getting a job that paid better. Others talked about finishing school. Several reported that they could rely on family and friends to help them in the short-run, but that this was not a viable long-term option.

MDRC was also able to survey 25 former recipients six months after their benefits were terminated due to the time limit. While these findings are extremely preliminary, they are consistent with the findings of studies that look at other populations of leavers: some people are better off, some people are worse off, almost everyone is still poor, but there is no evidence that families are being reduced to destitution.

Summary 14:5

<u>Helping TANF Recipients Stay Employed: Early Evidence From the GAPS Initiative</u>

BACKGROUND

In response to the changes brought about by the enactment of welfare reform at the national and State level, The Pittsburgh Foundation, in collaboration with the Allegheny County (Pennsylvania) Assistance Office of the Department of Public Welfare, developed the GAPS Initiative. GAPS is an employment retention program for county welfare recipients. It was implemented in September 1997 and is operated by four community-based organizations (CBOs) under contract to The Pittsburgh Foundation. The Foundation's financial support was expected to provide retention services to approximately 700 participants over a two-year grant period.

Utilizing a grant awarded from ACF, The Foundation contracted with Mathematica Policy Research, Inc. to conduct an implementation and outcomes study of GAPS. This first report is based on information obtained through site visits, focus groups of participants, data collected from service use logs maintained by case managers about their contacts with or on behalf of GAPS participants, and a follow-up telephone survey of early enrollees who were enrolled in GAPS for eight months, on average. Of the 355 who qualified to be included in the survey, 298 completed the survey for a response rate of 84 percent.

FINDINGS

- Most GAPS participants succeeded in maintaining employment during the early months in the programs.

- During their first six months in GAPS, participants spent about 90 percent of their time employed. About 80 percent were employed continuously during this period. However, of those who had an unemployment spell of at least two weeks (about one in five participants), only about 20 percent were re-employed within three months.

- Most respondents reported being satisfied with their jobs and most agreed that working had greatly improved their opinions of themselves and their abilities.

- Child care and transportation problems were cited as sometimes making working difficult. About 12 percent of survey respondents reported missing time from work because of a child care problem during the previous month while 13 percent reported missing work because of a transportation problem. And, although the great majority of participants succeeded in maintaining their employment, those who chose to use relatives, friends or neighbors to provide child care were more than twice as likely to have missed a full days work in the past month because of a child care problem as were those using day care centers, preschools and other group care arrangements. Most respondents chose to use informal care (about 69 percent) while only about 28 percent were using day care centers and other group care.

- Program participants reported high levels of satisfaction with their GAPS case managers. Case managers contacted participants a little more than once per month, on average, during the first six months in the program. The average number of contacts during the six-month period varied greatly across the four CBOs, from a high of 13 to a low of 5.4. Most contacts were by telephone (about 66 percent). The most common type of service provided was supportive counseling. Approximately three-quarters of participants received this type of service in the first year and about 38 percent of all contacts included supportive counseling sessions.

- Many GAPS participants expressed a desire for more tangible services from the program to supplement the guidance and advice of case managers. Survey respondents indicated that they would like more specific help finding jobs and finding and paying for child care and transportation. Case managers also described the need among many participants for emergency financial assistance.

Although the large majority of GAPS participants maintained their employment during the study period, most continued to work for relatively low wages (just under $7 per hour). About half of employed survey respondents indicated that they were looking for another job. This finding suggests that GAPS and similar programs may need to have a greater emphasis on job advancement than exists in the current model.

This early examination of the GAPS program models and participants' experiences provides useful insights and information for others interested in developing program models. The GAP program model also shows how employment retention strategies can help TANF recipients maintain their attachment to the labor force and advance over time to better jobs with higher wages and benefits. However, since the study was not designed to measure program impacts, the researchers cannot determine whether the outcomes reported can be attributed to the effect of GAPS program services.

Summary 14:6

The Indiana Welfare Reform Evaluation:
Findings on Program Implementation and Economic Impacts After Two Years
(November 1998)

BACKGROUND

Indiana's welfare reform program began in 1995 under Federal waivers. Provisions of the original waiver included immunization and school attendance requirements, a family benefit cap, and a two-year time limit for adult recipients. A distinctive feature of the State's welfare reform design during the first two years of implementation was a division of IMPACT-mandatory (IMPACT was acronym of Indiana's JOBS program) recipients in the treatment group into two categories with distinct program rules. Clients who were determined to be job-ready based on a standardized assessment were assigned to a "Placement Track," and those found not job-ready were assigned to a "Basic Track." Only Placement Track clients were subject to time limits; also, they were subject to stricter sanctions for noncompliance and provided special work incentives and supports. From July 1995 to June 1997, participation requirements varied based on track assignment. Placement Track clients were required to spend at least 20 hours a week in work or work-preparation activities. Basic Track clients also had a 20-hour participation requirement, but they could meet it by combining work-related activities with education or training. (Education and training were available to Placement Track participants, but only after they met the 20-hour work requirement.)

The State amended its welfare reform program in June 1997, resulting in several policy changes. The two-track distinction was eliminated, so that most provisions formerly limited to the Placement Track now applied to all mandatory IMPACT clients. In addition, exemptions from IMPACT were narrowed, (e.g., the age of youngest child was lowered). The time limit policy also changed. For the first two years of the program, the time limit "clock" did not stop during periods of non-receipt of welfare; 24 calendar months after becoming subject to the time limit, the adult recipient lost eligibility for cash benefits for 3 years. Since June 1997, in contrast, only months of receipt count toward the time limit, but at the end of the time limit, the adult recipient becomes ineligible for cash assistance for life. A "fixed grant" provision, which allowed a recipient with earned income to keep a greater share of his or her earnings and still receive the same level of cash assistance until either the recipient reached the time limit or the total level of family income exceeded the federal poverty line, was another provision that applied during the first two years of the project but was eliminated in June 1997.

FINDINGS

- By the end of its first year of operation, the majority of features included in Indiana's ambitious and comprehensive welfare reform were successfully implemented and fully operational.

- By December 1997, the State had imposed grant reductions on 978 families who had reached the 24-month time limit; preliminary analyses indicate that cash payments to these families fell by 43 percent in the ensuing 3 months, partly due to removal of the adult's portion of the grant and partly because some left assistance entirely.

- Indiana's program generated small but significant gains in participants' earnings (5.4 percent) and reductions in welfare payments (6.5 percent) over 2 years for clients in the Welfare Reform group, compared to a control group subject to AFDC policies. Virtually all of the impacts were accounted for by the Placement Track, with earnings gains of 17 percent and welfare reductions of 20 percent; the Basic Track group showed no significant impacts on employment, earnings, or welfare receipt.

- Earnings impacts diminished over the two-year follow-up period.

Earnings and welfare benefit impacts for Indiana's Placement Track subgroups are roughly consistent with impacts from other recent evaluations of welfare-to-work programs. The earnings impacts are generally smaller, and the welfare receipt and payment impacts generally larger, than those found in evaluations in welfare reform studies in Minnesota and Florida and in the labor force attachment groups in the National Evaluation of Welfare-to-Work Strategies (NEWWS). Also, as in these other studies, the earnings impacts tended to diminish over time, and the welfare reform program did not increase the total family income of participants.

The impact analysis results in this report do not address the school attendance and family cap provisions. The process study does, however, provide descriptive statistics from the State's Client Eligibility System, on cases subject to these requirements. As of the end of the two-year follow-up period (December 1997), 3,285 cases (8.3 percent of applicable assistance groups in the State) included at least one family cap child. Also, as of December 1997 0.9 percent of about 32,000 cases subject to the school attendance requirement were in sanction status for failing to meet the requirement; 92.8 percent met the requirement; 2.0 percent had good cause exemptions; and 4.3 percent had missing information.

Although the current report indicates that earnings impacts are diminishing over time, there is still considerable uncertainty about the future path of impacts. The June 1997 expansion of Placement Track policies to a larger share of the caseload, and the growing reality of time limits for many clients means that, even without further policy changes, the pattern of impacts may change substantially. Future reports for this evaluation will assess how clients fare in an evolving environment.

Summary 14:7

The Indiana Welfare Reform Evaluation:
Identifying and Serving The Most Dependent Cases

BACKGROUND

This report uses data available through Indiana's welfare reform evaluation to address issues related to identifying and serving the most dependent cases. Three main questions are discussed:

- Is the rapid caseload decline changing the caseload in ways that will require a general administrative response?

- Who are the families that reach the time limit without becoming financially self-sufficient, and what special problems do they face?

- How can agencies identify the families who will reach the time limit in order to target costly services efficiently?

FINDINGS

- The caseload decline from 1995 to 1997 did not make a large difference in the overall composition of Indiana's caseload. The biggest change was in the proportion of long-term cases; cases that had received welfare for at least 18 consecutive months declined from 47 percent of the caseload in May 1995 to 37 percent in May 1997.

- The cases at greatest risk — the heavily dependent cases, who received welfare for 24 months out of the first 26 after they entered the sample — are diverse, with no single characteristic clearly marking them for long-term dependency. Many have little work experience and limited education, but most report at least 6 months of employment and half have a high school diploma or GED.

- Over 80 percent of the heavily dependent cases report at least one barrier to employment. Child care and transportation are most often noted, but no single barrier is shared by as many as half of the heavily dependent cases.

- The most common characteristic of the heavily dependent cases is a lack of employment in the first year after entering the sample: less than a quarter were ever employed, over half of those lost their first job within the year, and most of those whose job ended had not found a second job by the end of the year.

- The patterns noted in the Indiana sample lead to several broad messages about serving at-risk clients, all of which are consistent with the findings of research elsewhere:

    - Getting welfare recipients to their first job is critical.

    - Equally important are strategies for helping them retain their first job or get a second one.

    - Many recipients may need help overcoming one or more barriers to employment, especially child care or transportation, even to get their first job.

    - Different recipients will need different kinds of help because they face different barriers or combinations of barriers.

- Any criteria for identifying at-risk families as they enter the caseload or first become subject to time limits will be very inaccurate. The identification can become more accurate over time, however, especially if statistical analysis can take into account numerous family characteristics as well as the observed history of employment and welfare participation.

- Agencies may wish to use a targeting strategy as cases begin to receive assistance, but to regularly re-assess the likelihood that a case will become heavily dependent and adjust services accordingly.

Summary 14:8

The Iowa Investment Program
Two Year Impacts

BACKGROUND

The Iowa Family Investment Program (FIP) combines program changes designed to ease a family's transition from welfare to work with strict requirements that recipients participate in the development and execution of a social contract, the Family Investment Agreement (FIA). The FIA details the steps parents will take to achieve economic self-sufficiency, the financial assistance and services that the State will provide to facilitate that process and the time frame for doing so. Families which opt not to develop a FIA or fail to follow through with the self-sufficiency plan outlined in the agreement are placed on a 6-month Limited Benefit Plan (LBP) which leads to the complete loss of cash assistance for a following 6-month period.

Mathematica Policy Research, Incorporated, is conducting the evaluation based on a rigorous, random-assignment design. The study began in 1993 and is scheduled to end in 1999. The evaluation comprises seven research components: process study, impact study, cost-benefit study, client survey, calculation of federal cost neutrality, client focus group discussions and customer satisfactory survey, and special studies (e.g., the study of Iowa's Limited Benefit Plan). This report--the report on two-year impacts--covers the period October 1993 through September 1995.

FINDINGS

The interim findings show that FIP increased participation in PROMISE JOBS (Iowa's employment and training program) and increased employment and earnings for all treatment cases. The evaluation found large impacts of FIP on the employment and earnings of families with young children--a group of families very likely to be affected by FIP's expanded requirements for participation in PROMISE JOBS. For ongoing cases with a child under age 3, FIP increased employment in Year 2 by 6 percent and increased earnings in Years 1 and 2 by 10 percent and 13 percent, respectively. For applicant cases with a child under age 3, FIP led to 10 percent higher employment and 18 percent higher earnings per case in Year 1.

The increases in employment and earnings under FIP were not accompanied by reform-induced reductions in welfare receipt during the first two years. While it is true that caseloads declined during that period, those declines were substantially equal for treatment and control cases, indicating that they were due to factors other than welfare reform.

FIP did not reduce average benefits in the first two years but there was a modest reduction in average benefits during the second year. The lack of reduction in FIP benefits may reflect higher earnings disregards that enabled some otherwise ineligible employed applicant families to qualify for assistance and other families already receiving assistance to obtain employment without losing their FIP eligibility.

This report should be viewed as preliminary because it is based on two years of data. While preliminary data show that FIP did not reduce welfare caseloads (a goal of the State), the lack of a reduction during this initial period should not be a surprise. According to the logic underlying the reforms, there would be a lag between increases in employment and earnings and reductions in FIP participation. As recipients complete training programs and accumulate work experience, employment rates, hours of work, wage rates, and earnings would increase to the point where some families would no longer be eligible for assistance even with the expanded earnings disregards. If FIP recipients experience employment progression along the lines described above, then a reduction in welfare participation is likely to occur. We will have to await the results of the final impact analysis, which will be based on five years of data, to assess whether the findings regarding FIP participation support this logic.

Summary 14:9

Interim Cost-Benefit Analysis of Iowa's Family Investment Program: Two-Year Results

BACKGROUND

The Iowa Family Investment Program (FIP) combines program changes designed to ease a family's transition from welfare to work with strict requirements that recipients participate in the development and execution of a social contract, the Family Investment Agreement (FIA). The FIA details the steps parents will take to achieve economic self-sufficiency, the financial assistance and services that the State will provide to facilitate that process and the time frame for doing so. Families which opt not to develop a FIA or fail to follow through with the self-sufficiency plan outlined in the agreement are placed on a 6-month Limited Benefit Plan (LBP) which leads to the complete loss of cash assistance for a following 6-month period.

Mathematica Policy Research, Incorporated, is conducting the evaluation based on a rigorous, random-assignment design. The study began in October 1993 and is scheduled to end in June 1999. The evaluation comprises seven research components: process study, impact study, cost-benefit study, client survey, calculation of federal cost neutrality, client focus group discussions and customer satisfactory survey, and special studies (e.g., the study of Iowa's Limited Benefit Plan). This report--the interim cost-benefit analysis--covers the period October 1993 through September 1995.

FINDINGS

The report found that FIP produced net benefits to society (for both ongoing and applicant cases). When viewed from the perspectives of specific subgroup, however, the findings were more mixed. Ongoing FIP recipients benefited only slightly from the reforms in the first two years. While applicants benefited substantially within the first year. For ongoing cases, FIP produced net benefits to government as a whole and the federal government but small net costs to State and local governments. For applicant cases, FIP produced net costs to all branches of government in the first year, largely because of an increase in Medicaid claims.

Summary 14:10

Two-Year Process Study on the Iowa Family Investment Program (FIP)

BACKGROUND

The Iowa Family Investment Program (FIP) combines program changes designed to ease a family's transition from welfare to work with strict requirements that recipients participate in the development and execution of a social contract, the Family Investment Agreement (FIA). The FIA details the steps parents will take to achieve economic self-sufficiency, the financial assistance and services that the State will provide to facilitate that process and the time frame for doing so. Families which opt not to develop a FIA or fail to follow through with the self-sufficiency plan outlined in the agreement are placed on a 6-month Limited Benefit Plan (LBP) which leads to the complete loss of cash assistance for a 6-month period.

To encourage employment FIP does the following: eliminates the 100-hour rule for two-parent families (requiring that two-parent families work less than 100 hours per month); allows newly employed recipients to receive their full cash grant for up to four months, provided that they earned less than $1,200 during the previous twelve months; and disregards a greater percentage of earnings in determining eligibility and benefits. To encourage asset accumulation, the FIP ceiling on the amount of assets that an eligible family may hold exceeds the former AFDC ceiling, and interest and dividend income are excluded from the determination of FIP eligibility. To ease the financial burden of exiting cash assistance, FIP offers two years of transitional child care assistance to former recipients who obtain employment.

FIP was implemented Statewide with 9 counties used as research sites. Mathematica Policy Research, Incorporated and its subcontractor, the Institute for Social and Economic Development is conducting the evaluation based on a rigorous, random-assignment design. The study began in 1993 and is scheduled to end in June 2000. The evaluation comprises seven research components: process study, impact study, cost-benefit study, client survey, calculation of federal cost neutrality, recipient focus group discussions and customer satisfactory survey, and special studies (e.g., the study of Iowa's Limited Benefit Plan). This interim process study documents the planning and implementation of FIP and identifies the lessons learned (October 1993 through December 1995), which will enable Iowa to improve the program.

FINDINGS

FIP has fundamentally reoriented welfare away from income maintenance and toward employment. Evidence of this reorientation is diverse and compelling: reports from workers and recipients of a new welfare culture that emphasizes employment, the development and signing of thousands of FIAs, an increase in the proportion of active treatment cases who have earnings, and a reduction in the average cash grant for active cases. Similar to findings from other work-focused initiatives, workers identified inadequate child care, inadequate transportation, and disabilities or chronic health problems of the recipient or a family member as the most common barriers to employment.

FIP has evolved over time. Shortcomings in the design and implementation of the program have emerged, as well as ideas for strengthening it. In some cases, policy and procedural changes have already been made in response to identified concerns. However, other issues still need to be more adequately addressed if FIP is to be more successful in moving families from welfare to work. These include: strengthening the process of developing the FIA, improving the communication of reform policies to FIP recipients, appropriating adequate resources to enable FIP recipients to fulfill their FIAs, and increasing the emphasis on moving recipients beyond employment to self-sufficiency.

Summary 14:11

Evaluation of Los Angeles Jobs First GAIN

BACKGROUND

This report presents first-year participation and impact findings from the evaluation of the Los Angeles Jobs-First GAIN program in the nation's largest county welfare-to-work program. These findings have broad significance for welfare reform. The Los Angeles welfare population consists of about 700,000 people in about a quarter of a million cases, about 80 percent of which is Hispanic or African-American.

Key Features of the Los Angeles Program:

- Communicating a strong Work First message.
- Warning enrollees that time-limited welfare is coming and urging them to get a job right away to preserve their eligibility for assistance.
- Operating and unusually intensive program orientation.
- Providing high-quality job search assistance.
- Using job development activities to support enrollees' job search efforts.
- Demonstrating the work pays.
- Running a relatively tough, enforcement-oriented program.

The evaluation, conducted by the Manpower Research Demonstration Corporation and jointly funded by the county, the Ford Foundation and the U.S. Department of Health and Human Services, began in 1996 and will continue through December 1999. This report explores whether the changes implemented with the program, using an experimental design based on random assignment, made a statistically significant difference. It describes participation patterns and presents estimates of the program's effects on employment, earnings and welfare receipt during the first year following enrollment in Jobs-First GAIN and attendance at a program orientation.

FINDINGS

- As expected for a Work First program, Jobs-First GAIN produced a substantial initial boost in employment and earnings. For example, the proportion of single parents (AFDC-FGs) who worked for pay during the first year of follow-up was 11 percentage points higher than the comparable control group experience. In addition, in the two parent household families (AFDC-U) experimental cases experienced greater gains than control cases, although the differences were larger for men than for women.

- Jobs-First GAIN produced small reductions in welfare and food stamp receipt, but larger decreases in expenditures for public assistance. While between 77 and 78 percent of all experimental groups members still received payments, these proportions were 4 to 5 percent lower than control group levels. Welfare outlays were 7 percent lower for experimental single parent households and 10 percent for two-parent families than comparable control group families.

- Jobs-First GAIN helped welfare recipients replace welfare dollars with earnings. Their overall income remained about the same.

- Jobs-First GAIN achieved larger employment and earnings gains than the county's previous, basic-education-focused program. Although the program was more successful than its predecessor, it was less successful than a comparable program operated in the neighboring Riverside county.

- Jobs-First GAIN achieved positive effects for many different types of welfare recipients. The degree of consistency achieved by the program is unusual and impressive.

- Jobs-First GAIN also achieved positive results for welfare recipients who volunteered to enter the program early.

Summary 14:12

Maryland Family Investment Program (FIP): First Year Report – Examining Customer Pathways and Assessment Practices

BACKGROUND

In the first year of this 3-year study, researchers from the University of Maryland School of Social Work's Welfare and Child Support Research and Training Group conducted field visits to 32 of the State's 47 local Department of Social Services offices. These visits included all offices in Maryland's small and medium sized counties and a sample of 10 district offices in Baltimore City and the State's three largest metropolitan counties covering all 24 Maryland jurisdictions. The evaluators collected information from these visits and through a mail survey of front-line staff involved with TANF client assessment and/or case management. The evaluators mailed surveys to 661 front line TANF workers to examine their perceptions of welfare reform and to investigate assessment processes. The response rate for this survey was 64 percent. A total of 140 staff members were interviewed during the site visits; 71 of which were non-supervisory workers, 32 were supervisors, 24 Assistant Directors, and the rest district office managers. The evaluators' presentation of findings integrates information obtained through both field visits and the caseworker survey.

The evaluators identified three major assessment approaches among the jurisdictions examined. Half of the jurisdictions use a one-on-one approach with each client working with two different types of workers; one worker is eligibility-oriented and the other is employment-oriented. Each of these two different assessments is conducted separately. Nine jurisdictions use a one-on-one approach with one case manager handling all functions. Three jurisdictions use a team assessment process; each team is composed of a FIP worker, a child support worker, and a family services worker. Most of the jurisdictions use a semi-structured interview. In seven counties the assessment is part of the eligibility review, while in the rest a non-eligibility oriented assessment occurs as a separate interaction, either before or after an eligibility review or both before and after. However, almost 70 percent of workers interviewed described assessment as ongoing rather than as a point in time determination. Just over half of the workers interviewed described their office's assessment approach as somewhat or very individualized, indicating that although standard forms and questions are used, workers are able to tailor questions to individual clients.

In most of the jurisdictions, one-on-one assessment typically consists of an informal interview and the completion of some type of in-house assessment form. All of the local departments have created their own in-house assessment forms. These forms range from brief one-page documents that gather primarily eligibility-oriented information to multiple page documents designed to collect extensive personal and family background information. In some departments clients fill these forms out independently while in a waiting area, while in others the forms are filled out during an interview with a case worker. Nine local jurisdictions reported using a range of standardized tests including basic reading tests, comprehensive examinations of reading and math levels, and vocational aptitude tests. Three jurisdictions use an outside organization such as the local literacy council or JTPA to conduct assessments. In 14 local departments, service vendors conduct additional customer assessment.

FINDINGS

Managers (Assistant Directors, office managers, caseworker supervisors) were asked whether client assessments were related to the clients' pathways into the TANF/services system. Almost 80 percent of those interviewed believe they are somewhat or very related. Almost 90 percent of front-line worker survey respondents believe that it is somewhat or completely true that assessments are used to determine appropriate work activities for clients. Over 88 percent of workers believe it is somewhat or completely true that assessments are used to determine which support services to offer.

In 12 of the 24 local departments, almost all work mandatory clients follow similar work activity paths, e.g., individual job search followed by short training sessions followed by more job search. Another common path is job search followed by lengthier job readiness training sessions before returning to job search. The other 12 jurisdictions see their clients facing multiple potential paths (e.g., various types of job readiness or life skills classes) through various contracted service providers. The full report contains some discussion on the variety among these counties, and their possible relationship to the assessment process will be examined in future reports in the study.

In terms of making decisions about activities, most departments use an informal approach, examining a variety of customer characteristics. Half of the local departments reported that they are influenced by standard criteria. For example, some described a "one year rule" for referrals to service providers (vendors) that specialize in hard-to-serve clients; i.e., clients referred to such providers should have received TANF for at least one year. Other jurisdictions noted educational requirements for referral to certain service providers. In many cases, however, workers described these sorts of rules as flexible and able to be broken.

In an attempt to examine how decisions are made when a choice among work activities exists, surveyed workers who indicated that they are involved in making such decisions were asked for the three most important types of information to consider when deciding upon the most appropriate activity for a work-mandatory TANF client. The most common responses given include employment history or skills, educational level, customer goals or preferences, miscellaneous support service needs, transportation needs, and motivation level. The full report contains worker responses to a request to rank the amount of consideration given to these and other employment related factors.

The evaluators also examined workers perceptions of some of the fundamental elements of the State's TANF program. During in-person interviews, front-line workers characterized their office's current operation as somewhat or very different when compared to its pre-TANF operation. Most workers interviewed Stated that their jobs have changed for the better since TANF implementation. About 46 percent of the workers said they believe benefit time limits are useful for motivating customers; 34 percent do not find time limits a useful motivator, and about 19 percent had mixed feelings. A majority of workers, however (almost 60 percent), report that sanctions are useful motivators, while 22 percent had mixed feelings, and approximately 18 percent said they do not find sanctions useful for motivating clients. Over 80 percent Stated they view sanctioning as "a step in the right direction" as far as welfare reform is concerned. About half of the workers described sanctioning as occurring frequently; however, over 76 percent believed that clients are given many chances to begin cooperating before they are sanctioned.

Summary 14:13

Maryland's Life After Welfare: Third Interim Report

BACKGROUND

As part of its welfare reform efforts, the State of Maryland has contracted the University of Maryland School of Social Work to follow individuals who leave the Temporary Cash Assistance (TCA) program. The study uses administrative data systems to trace families' employment and earnings, as well as their use of TCA services and programs. Future reports will also contain results from interviews with a smaller sample of clients on topics such as attitudes, behavior and the welfare-leaving process.

This third report in the series examines the baseline characteristics and post-welfare experiences of a 5 percent random sample (N = 3171) of families who left the Maryland welfare rolls during the first 18 months of reform (October 1996 - March 1998). This report reflects between one and five quarters of follow-up, depending on when the case exited. In addition, it reports on two new analyses, the first examining whether there are cohort differences in leavers over time, and the second looking more closely at returns to welfare among the early cohort of welfare leavers.

FINDINGS

Baseline Characteristics of Leavers

- The typical family leaving TCA during this period was a two-person family consisting of a female (96.1%) African-American (68.2%) single parent (83.5%) and her one child (47.5 %). The average age of the mother was 30-31 years, and at least one in two payees had her first child before the age of 21 (about 56%).

- 4 out of 10 cases were closed after a spell on welfare that lasted less than 12 months. About one in 10 clients were exiting from a spell that had lasted for more than 5 years. However, 23 percent of clients had spent less than 12 total months on welfare and 30 percent had spent more than 5 years on welfare. There are no differences in this pattern between those cases that were closed at different periods after the start of welfare reform.

- The percentage of leavers who are African-American has risen slightly over time, from 64.6 percent of those leaving in the first 6 months, to 70.8 percent of those leaving in the 13th through 18th months. The proportion of leaving cases headed by a Caucasian has fallen from 32.7 percent to 27.0 percent. The percentage of families of other racial or ethnic groups has decreased slightly, from 2.6 percent to 2.3 percent.

- There has also been some fluctuation in the percentage of closed cases that are child-only cases. Such cases were 15.9 percent of closed cases in the first 6 months, just 11.3 percent in the second 6 months, and 14.2 percent in the third 6 months. The researchers do not have an explanation for this pattern, but are monitoring it closely.

- These figures are basically consistent with reports from other leavers studies. However, it is worth noting that Maryland's sample includes all closed cases, even if the families return to welfare a short period later. These figures therefore include cases that would be excluded from many other studies, and that are less likely to be employed.

Recidivism

- Most returns to welfare are within the first few months after exit. The cumulative rate of returns to TCA are 19.7 percent after 3 months, 23.1 percent after 6 months, and 24.2 percent after 12 months. When churned cases -- cases that are closed and reopen within 30 days -- are excluded, the 3 months recidivism rate falls to 5.2 percent.

- As would be expected, the recidivism rate is lowest for individuals who left for reasons of work or other income, and higher for clients who failed to reapply or provide required information. Among cases that were closed due to a full-family sanction, 35.6 percent returned to cash assistance within 3 months.

- The relationship between length of welfare receipt, work experience and recidivism appears quite complex. Lifetime welfare receipt is a predictor of true recidivism, but not of churning. Clients who did not work at the time of exit or right after exit are more likely to return to welfare than those who did work at either of these points. However, a pre-exit history of UI-covered employment is associated with a high risk of churning, possibly due to the increased complexities of cases with earned income.

Reasons for Case Closure

- The fraction of cases closed due to full-family sanctions has increased steadily over the time period studied, but remains a relatively small fraction of the caseload. Just 3.9 percent of cases closed during the first 6 months were closed due to sanction, as compared to 9.7 percent of cases closed during the second 6 months, and 10.4 percent of cases closed during the third 6 months. The overwhelming majority of full-family sanctions (about 90 percent) have been due to failure to comply with work requirements, with the remainder due to noncompliance with child support requirements.

- Of the top five reasons recorded for case closure, two were directly related to earnings/ employment, including: income above limit (19.1%) and starting work or higher earnings (9.8%). Two reasons involved the failure to fulfill administrative procedures including the failure to reapply or complete re-determination (17.1%), and the failure to provide eligibility information (14.4%). Finally, the assistance unit requested closure (8.5%) was also cited a reason to close a case.

- The researchers note, however, that many of those recorded closed for the latter three reasons were employed in the quarter they left welfare. They repeat their caution from the second report that this is a potential problem, if families are not receiving transitional benefits to which they are entitled because their case managers are not aware that they are employed. Maryland has undertaken an enrollment/outreach initiative to emphasize the importance and benefits of reporting employment to their welfare case manager.

Employment Outcomes

- Just over half (50.3 percent) of exiting adults worked in UI covered employment at some point during the quarter in which they left cash assistance. Mean earnings of those who worked were $2,205; median earnings were $1,945. About two-thirds of those who had a prior history of employment worked during the quarter in which they left cash assistance; their mean and median earnings were also somewhat higher.

- These patterns generally persist through the 5th quarter post-exit. Average wages trend upward over time, rising to $2,646 by the 5th quarter. However, there is a slight decline in the percentage of leavers with a previous work history who are employed -- from 64.7 percent in the first quarter to 59.2 percent in the fifth quarter post exit. Overall, about three-fifths of leavers worked in at least one quarter after their TCA exit.

The types of employment found are mostly in low-wage service sector positions. 35% find wholesale and retail jobs (mostly at supermarkets, eating and drinking places, and department stores), 23.3% work in personal/business services, (such as temp agencies and hotels/motels); and 10.5% work in the organizational sector (mostly in health services, but some at their own businesses).

Summary 14:14

Minnesota Family Investment Program
18-Month Impact Findings

BACKGROUND

The Minnesota Family Investment Program (MFIP) is a welfare reform demonstration designed to increase work and reduce poverty among welfare recipients through a combination of financial incentives to encourage work and mandatory employment and training services for long-term recipients. Under MFIP, recipients continued to receive some benefits until their income was 40 percent above the poverty line. Single parents who have received welfare for 24 out of 36 months and who are working fewer than 30 hours per week were mandated to participate in employment and training services.

The Manpower Demonstration Research Corporation (MDRC) is conducting a random assignment evaluation of the MFIP programs, and is issuing an interim report based on 18-months of follow-up this month. MFIP was implemented by the Minnesota Department of Human Services in seven counties beginning in April 1994 under waiver authority.

FINDINGS

These findings indicate that, for single parents who are long-term recipients in urban areas, the demonstration is having its desired effects: increasing employment and earnings, and decreasing poverty. At the end of the 18-month follow-up period, MFIP resulted in a 39 percent increase in employment. The program also resulted in a 16 percent reduction in poverty. These impacts are at the upper end of impacts that have been achieved for long-term recipients in welfare-to-work programs.

Minnesota is one of the few States to emphasize reducing poverty as a major goal of welfare reform rather than concentrating on reducing welfare receipt. In fact, while increasing work and reducing poverty, over the period of the study, the financial incentives in MFIP also increased both the amount and duration of AFDC receipt, particularly for new applicants. The Minnesota Department of Human Services is willing to bear these short-term costs, because they believe they are an investment in the long-term well-being of children and families. The final MFIP report, due in 1999, will examine the program's longer-term impacts, including child outcomes as well as financial measures.

The increased duration of AFDC receipt does raise some concerns in the context of the time limits that are now being imposed under TANF. However, it is possible that MFIP will put recipients on a more stable path towards self-sufficiency, so that in the long run they are less likely to return to welfare. Minnesota is continuing MFIP under TANF, but has made some program modifications in order to reduce this adverse effect. (Recipients are now only eligible until their income is 20 percent above the federal poverty level.)

The combination of the financial incentives and mandatory services was necessary in order to achieve the program's effects; financial incentives alone resulted in higher welfare payments to those who would have worked anyway, without increasing employment. MDRC believes this is the primary reason why the program had less of an impact on new applicants (who were not subject to the mandatory services) than on long-term recipients. (Minnesota has since made services mandatory after six months of receipt.)

In addition to increasing recipients' income and reducing poverty, the financial incentives helped the welfare office switch to a more employment-focused program. Caseworkers could honestly tell recipients that they would be better off if they worked than if they did not.

MFIP was less successful for single parents in rural counties. While it increased income and reduced poverty, it did not succeed in increasing earnings. Employment rose initially, but was not sustained. MDRC notes that long-term recipients in rural counties are somewhat more likely than those in urban areas to find employment on their own. In addition, the economy was somewhat weaker in the rural areas during the time of the demonstration.

Summary 14:15

Report on the Status of Families Leaving North Carolina's Work First Program After Reaching the 24-Month Time Limit

BACKGROUND

The North Carolina Work First program was designed to help TANF parents work to support themselves and their families. The key component of Work First is the imposition of a 24-month time limit for receiving cash assistance. Nonexempt families may receive cash benefits for only 24 months. Families whose cash benefits were terminated after reaching the time limit are ineligible to reapply for welfare for three years. A month-to-month extension may be granted to families who have complied with their Personal Responsibility Contracts, but are unable to find work. Through Work First parents can receive short-term training and families can get childcare and other services to assist them in becoming self-sufficient. Other policies of the program include asset and disregard changes, welfare diversion, requiring that minor parents live at home or in a supervised living situation and a family cap.

MAXIMUS is conducting the evaluation based on administrative data, surveys and site visits. The evaluation began in 1997 and will end in September 2000. This is the first in a series of reports. An interim process/outcome report will be completed in September 1999 and the final report will be completed in the fall of 2000. This report presents the results of a telephone survey and administrative records review of 315 families who were the first to leave the Work First program as a result of reaching the time limit. The survey was conducted approximately four months after the recipients left the rolls. A follow-up survey with this core group will be conducted in December 1999.

FINDINGS

About two-thirds (63 percent) of the respondents were working at the time of the survey. This included 53.5 percent who were employed and 9.5 percent who were self-employed. Approximately two-thirds (66 percent) of those employed and self-employed were working more than 30 hours per week and 16 percent were working less than 20 hours per week. Generally, the families appear to be similar to other families who are first entering the labor market. They have more income, on average, than they had before, but not enough to always meet all their needs or even raise them above the poverty level.

Of those employed, 22 percent had extremely low wages (earnings under $500 per month). Nearly all of them worked as babysitters, and the rest were housekeepers. Even though some worked for 40 hours or more per week, most were making less than they had under Work First.

A third of the respondents were not employed at the time of the survey. The most common reasons for not working were long-term illness or disability and transportation problems. Respondents who were too ill or disabled to work could have applied for an extension of their benefits. The evaluators will examine this group and those employed with extremely low wages more closely during future surveys.

A substantial portion of the adults in the families are frequently moving from an employed to unemployed status and back. While most of the families are employed at any given point in time; it may take some time before the majority of these families achieve stable employment.

There is no evidence that families are worse off than while on Work First with regard to access to medical care, school performance, housing, or living arrangements. However, food access appears to have deteriorated for some families. The percentage of families using a food bank increased from 13 percent to 17 percent between the last 6 months on Work First and the period since leaving Work First. There is also an increase from 8 percent to 24 percent of families who say that they sometimes or often do not have enough to eat. This increase was observed whether the respondent was employed or not, across most categories of earnings, and even whether the family was receiving food stamps.

Summary 14:16

Interim Implementation Report on the North Dakota Training, Education, Employment, and Management Program

BACKGROUND

The North Dakota TEEM project consolidates TANF and Low Income Heating and Energy Assistance Program (LIHEAP) into a single cash assistance program. TEEM includes the following major provisions: a social contract, increased work incentives, sanctions, raised asset limits, a benefit cap and incentives for family stability and marriage. TEEM was first implemented as a demonstration in 11 of North Dakota's 53 counties in July 1997. The remainder of the counties is currently in various stages of implementation. Berkeley Planning Associates is conducting a process study of the TEEM program.

The goal of this report is to provide early feedback about program implementation that the Department of Human Services (DHS) can use to refine and improve TEEM as it is extended to counties throughout the State. It assesses program implementation and describes client characteristics, activities, and progress toward self-sufficiency by examining the influence of policies and local context in program design, and the influence of program operations on client outcomes. This report also examines TEEM implementation in four demonstration counties: Cass, Richland, Stark, and Stutsman. The study is based on field visits and analysis of administrative records. This report covers the period July 1997 through June 1998.

FINDINGS

The interim findings show that TEEM has generally been successfully implemented. This success has been demonstrated in a number of ways. First, staff and clients understand the purpose of TEEM and how it differs from the old AFDC program. Second, the computerized assessment is being utilized by all TEEM managers in demonstration counties in their interactions with clients, regardless of their knowledge of computers before TEEM began. Finally, DHS has provided ongoing support for staff throughout implementation, listening to the feedback staff provide and making program changes as necessary.

This report examined implementation of six programmatic components: case management, assessment, referrals, TEEM contract, work activities, sanctions, time limits, and the benefit cap. The analysis focused on ways to make the provision of services more effective and to improve the flow of services to client. The analysis identified various deficiencies, including: 1) that two-fifths of non-exempt clients in the demonstration counties had no work activity hours recorded between January 1998 and June 1998; and 2) job retention services were needed. It also found that while the majority of clients were aware of the five-year lifetime limit on benefits, they were not well-informed about the benefit cap policy. Both staff and clients indicated through interviews and focus groups that they do not believe the benefit cap will affect fertility. Both groups believed that money does not motivate or prevent people's decisions about childbearing.

The report also made recommendations for policy and operational changes which would assist DHS in its efforts to strengthen the TEEM program.

Summary 14:17

Interim Impact Evaluation Report on the Parents' Fair Share Demonstration

BACKGROUND

The PFS demonstration services, which operated in seven sites, included employment and training services, peer support, enhanced child support enforcement and mediation services for unemployed non-custodial parents whose children received welfare at the time of the father's enrollment in the program. The PFS programs incorporated PFS participation into individual child support orders. Designated PFS child support enforcement staff worked with PFS case managers and the court systems to refer non-custodial parents to PFS at various points in the child support process (e.g., when orders are established or during determinations that non-payment of child support is due to unemployment). Paternity establishment was required for participation. Peer support and parenting training were required activities for every PFS participant, and mediation services were available upon requests. The programs developed a process to downward modify a father's child support order while he attended training. Upon finding a job, the order was re-adjustment and wage withholding was re-instituted.

FINDINGS

These findings are based on data for seven quarters of follow-up for the first half of the total sample, i.e., approximately 2,600 non-custodial parents.

- The evaluation compared child support payments between fathers who received PFS program services and fathers assigned to a control group, who were called in for a hearing, found eligible for PFS, but faced no program requirements. The results show that PFS produced a small but positive increase in the number of fathers paying support (3.5 percent increase in fathers paying some support); but this impact estimated for the combined sample is produced by significant impacts in only three sites: Los Angeles, Grand Rapids, and Dayton.

- In Los Angeles the percentage of PFS fathers paying child support gradually increased to a significant positive impact of over 11 percent higher than the control group fathers. There were no consistent and significant impacts on average payments, however.

- In Grand Rapids, many more PFS fathers paid child support in the earlier quarters of the demonstration compared to control group fathers (over 22 percent more paying fathers in quarter 2 decreasing to about 7 percent in the later quarters); and the average payments were significantly higher for PFS fathers in quarters 2 through 4.

- In Dayton, over 11 percent more PFS fathers paid child support than control group fathers by quarter number 6; and average payments for PFS fathers were significantly higher in quarters 5 and 6.

- In addition, for each of these three sites, more PFS fathers made payments in four or more of the six follow-up quarters than did control group fathers, showing that the PFS fathers in these three programs paid child support more regularly because of PFS.

- PFS fathers in Jacksonville, Springfield, Trenton, and Memphis were not more likely to pay child support than control group fathers.

- PFS produced no significant impacts on employment or on average earnings. While in almost all of the sites PFS fathers increased their employment rates and earnings, the control group fathers kept up with the employment gains of the PFS fathers. By quarter number 6, 50 percent of PFS fathers were employed compared to 51 percent of control group fathers. For example, almost 63 percent of PFS fathers in Jacksonville were employed in quarter 6 compared to the same percentage of non-PFS fathers, and 36 percent of PFS fathers in Trenton were employed in quarter 6 compared to 41 percent of non-PFS fathers.

- Total earnings over 6 quarters were low: approximately $7,400 for PFS fathers and almost $7,700 for control group fathers. This combined site average includes a range from approximately $5,400 for PFS fathers in Memphis with approximately $4,900 for non-PFS fathers to approximately $8,900 for PFS fathers in Springfield with approximately $9,400 for non-PFS fathers.

- An analysis of the sample of PFS fathers in the three sites which produced child support impacts shows that although part of the increase in child support payments by PFS fathers came from men who were unemployed, most of the increase was among men who are employed in the formal economy. The fact that the program increased child support payments among unemployed fathers suggests that some fathers have unreported income or resources.

- Although the program had little overall effect on the amount of support paid, it did produce an increase in payments among fathers who were more able to pay. Subgroup analysis shows that PFS fathers with earnings greater than $2000 in the nine months prior to random assignment were more likely to make higher child support payments than fathers with lower earnings prior to PFS.

- Other significant subgroup impacts were that over 6 quarters black PFS fathers paid on average $39 less in child support than black control group fathers while non-black PFS fathers paid $285 more in child support. Although PFS has shown no impact on earnings overall, men with an arrest prior to random assignment produced a significant <u>negative</u> earnings impact: the PFS fathers who had been arrested earned $730 less than the control group over six quarters. PFS fathers who had not been arrested show a modest, insignificant earnings gain.

Summary 14:18

Evaluation Report on the Parents' Fair Share Demonstration: Preliminary Findings on Promoting Non-Custodial Parents' Involvement with their Children

BACKGROUND

This paper presents preliminary survey results based on a follow-up period of approximately 12 to 14 months post-random assignment for the typical participant from all seven demonstration sites. The survey respondents include 2,186 custodial parents and 553 non-custodial fathers, 521 of whom are matched to custodial parent respondents. The respondents are equally divided between PFS program and control groups.

FINDINGS

PFS increased the likelihood that non-custodial fathers provided any child support, formal or informal. During the months 7-12 after random assignment, almost 68 percent of the program group made either formal or informal child support contributions compared to about 63 percent of the control group. The increase was due entirely to an 8.6 percentage point increase in the proportion of fathers making formal payments (51.7 percent versus 43.1 percent). PFS did not affect the likelihood that non-custodial fathers provided either informal cash payments or in-kind support directly to the custodial parents.

The results of the control group members in the survey sample portray interesting informal contribution activities among non-custodial fathers in the absence of the PFS program. During the six-month post-random assignment period, about 43 percent of control group members made any formal child support payments, and about the same proportion provided any informal or in-kind contributions directly to the custodial parent. The most common types of in-kind contributions were clothes for the children, followed by other types of presents and house or car repairs. Those who made informal cash payments, about 14 percent of the sample, also made in-kind contributions to the custodial mother.

PFS did not change the total average value of support provided. The average amount of formal payments increased by $89; however, control group members made higher informal or in-kind contributions. Program members' informal or in-kind support averaged $110 during this period while control groups members' contributions had an average value of $147. Most of the decrease in informal support from program group members came from informal cash payments rather than in-kind contributions. The researchers point out that although more people provide in-kind support than informal cash payments (approximately 38 percent versus 14 percent for the control group), the average value of any informal support that is provided over six months ($439) is considerably higher than for in-kind support provided ($226). There may be more room to reduce cash payments than in-kind contributions or patterns of in-kind support that are less sensitive to fathers' changing economic circumstances. This may be because the father's ability to provide a particular in-kind contribution is less reliant on his current cash income or it may be because the child and custodial mother expect him to provide that certain item or service. In contrast, the researchers suggest the father may see any increase in payments to the child support system as necessarily requiring a reduction in cash payments to the custodial parent.

Approximately 61 percent of non-custodial fathers in the control group visited with the target child within the last two months, and over 28 percent had not seen their child at all during the prior 6 months. About half of the fathers report visiting at least once per month and about half report that they discuss the child at least monthly with the custodial parent. The PFS program did not change the time since a non-custodial father last visited his child, nor did the program increase the frequency or length of visits.

PFS did increase non-custodial fathers' engagement in positive child-oriented activities during visits. The program moderately increased fathers' engagement in activities such as reading to their children, watching movies and sports, and having picnics. Attending religious activities, however, is the only activity for which there was a statistically significant increase, a positive impact of 10 percentage points.

In the absence of the PFS program, there was more than a small amount of contact between custodial and non-custodial parents. Nearly three-quarters of control group parents spoke with one another at some time in the six months before the survey, and about 43 percent reported discussing the child at least once per month during that period. About 30 percent report that the non-custodial parent has had any involvement in major decisions about the child. PFS did not affect the likelihood that the non-custodial and custodial parent spoke to each other in the prior six months, the frequency with which they discussed the child, or the likelihood that the non-custodial was involved in major decisions about the child.

Interesting subgroup results include the finding of positive impacts on frequency of discussions, frequency of conflict, and the presence of aggressive conflict occurring for children under age 3 but not occurring for older children. The researchers suggest that this supports the hypothesis that the trajectories of more recently separated families are more malleable. Another important subgroup finding is that those who had a legal visitation agreement experienced positive impacts on the likelihood of discussing the child at least once per month.

As for findings among subgroups representing economic circumstances, the PFS program led to statistically significant increases in the likelihood that certain program group members would make formal payments during the follow-up period. Non-custodial parents making between $2000 and $5000 in the nine months before random assignment increased their average formal payments by $157 –- a 64 percent increase over the control group. The lowest earning group increased their average payment by an insignificant amount. The control group members in the highest earning group, making over $5000 in the nine months before random assignment, were already making payments averaging $100 per month, leaving less room for the program to have an effect.

This middle earning group -- non-custodial parents making between $2000 and $5000 in the nine months before random assignment, the only group to increase its formal payments substantially, was the only group that increased its level of involvement with the child. For this group the proportion of non-custodial parents and custodial parents who discuss the child at least monthly increased by over 9 percentage points.

Summary 14:19

Post Employment Services Demonstration

BACKGROUND

The Postemployment Services Demonstration (PESD) is the first large-scale demonstration program to examine the effectiveness of providing case management services to newly employed welfare recipients to promote job retention. The demonstration responded to the increasing focus on work in State welfare reform waiver initiatives under waivers JOBS program. Efforts to increase welfare recipient's employment, combined with the general strength of the economy, have enabled many welfare recipients to find employment. It is unclear, however, whether, and for how long, they can keep their jobs.

Previous studies showed that many recipients who exit welfare through work soon return. ACF was interested in understanding what services promote job retention. In 1993, four States received grants for demonstration programs (fashioned broadly on the Project Match approach) to provide additional case management services to newly employed welfare recipients. The major goals of these programs were to reduce welfare dependency by promoting job retention and rapid reemployment for those who lost jobs.

The passage of the PRWORA has focused further attention on job retention and the role of services in promoting job retention. Federal time limits on welfare receipt, as well as work requirements, make it critical that welfare recipients both get and keep jobs in their move toward self-sufficiency. PRWORA will require welfare recipients with few skills and limited job readiness to enter the labor market. These individuals are more likely to need help keeping jobs or finding new employment quickly. Therefore, many States are assessing the types of services or programs that will enable welfare recipients to keep jobs longer. The PESD effort provides valuable lessons for States attempting to establish job retention programs.

The PESD had three main objectives: (1) better understand and characterize the experiences of individuals after they become employed and examine the factors contributing to job loss or job stability; (2) examine the feasibility of providing services to newly employed welfare recipients and study issues related to service delivery; and (3) determine whether PESD can help individuals keep jobs longer or find new jobs more quickly after job loss. This report focuses on objective (3), updating initial findings of the program's effectiveness. The report examines the effectiveness of PESD programs in increasing employment and reducing welfare dependency over two years, using administrative records.

FINDINGS

The key findings related to program implementation and impacts are:

- Extensive outreach and rapid follow-up enabled program case managers to reach most clients and to establish prompt communications. Between 60 to 80 percent of PESD clients in the four sites received counseling and support services during the six months after program enrollment.

- Overall levels of employment among sample members (in both the program and control groups) were fairly high in all four sites. Welfare receipt among sample members also varied across the sites and reflected the level of generosity of the welfare programs in each site. The demonstration programs operated during a period of economic strength, helping many welfare recipients find, keep or replace jobs quickly. Control group members, were employed between 60 and 80 percent of the time during the two-year period after job start. Welfare receipt in all four sites decreased gradually over time. In the sites with more generous welfare programs, nearly 40 to 55 percent of all sample members continued to receive welfare at the end of 24 months after job start, compared with less than 30 percent in the sites with less generous welfare programs.
- Overall, the programs had little effect on increasing earnings, reducing welfare, or promoting the move toward self-sufficiency. In three sites, the programs had small effects on either promoting employment and/or reducing welfare receipt. In the fourth site, the program had no effect on either employment or welfare receipt. Several factors may account for these findings, including the pioneering nature of the PESD programs, the populations they served, and the contextual factors such as the strong economic conditions and services already available in the welfare offices in the communities.

The findings of modest effects of PESD services are disappointing. However, our comprehensive study of the programs and their client populations enabled identification of several operational lessons that can serve as a guide for other programs considering providing job retention services.

- Programs should attempt to tailor services to meet client needs and target clients appropriately for different types of job retention services.
- Simplifying service delivery mechanisms can enable program staff to focus more on service coordination and on meeting other needs of clients.
- Programs considering adding job retention assistance to their current set of services should carefully assess what services their programs currently provide and make changes to fill gaps in their current systems.

Summary 14:20

Interim Impact Report on Achieving Change for Texans (ACT)

BACKGROUND

Under ACT Texas instituted a three-pronged strategy of welfare reform designed to transition families from welfare to work: a strict eligibility requirement that recipients participate in a program of personal responsibility (called "Responsibilities, Employment, and Resources" - RER); stricter work requirements in a program called CHOICES (the new version of the former JOBS Program); and an adult-only three-tier time limit. A separate program component also being investigated under this evaluation is a one-time benefit payment of $1,000 designed to divert applicants from the rolls.

The salient feature of the State's TANF program is the implementation of an adult-only time limit. Because children are not removed from assistance when the adult caretaker reaches the time limit, if they otherwise remain eligible, the time limit may alternatively be characterized as a grant reduction program. Furthermore, the time limit is three-tiered: set at 12, 24, or 36 months in duration depending on the adult recipient's combination of prior education and work experience.

The report consists of three parts: (1) the interim process evaluation being done by the Texas Department of Human Services; (2) the interim impact analysis and (3) the in-depth interview study of leavers and recipients of Texas "One-Time" benefits (diverted applicants) being done by the University of Texas. The interim process analysis is limited. While it describes in detail the differences between the State's AFDC program and its TANF program, a large part of the future process analysis work will involve the monitoring system to investigate how much workers understand and convey the responsibilities and rights of the TANF program to clients, and how much clients have comprehended about the program from workers. Part of the monitoring process will assess whether any contamination of control/ experimental treatment policies occurred. Preliminary tests of random assignment indicate that the process is valid. Draft survey instruments and monitoring plans to capture these data and measure their influence on the impact analysis results are included in the process report.

The interim impact report consists of three experiments conducted in a number of sites across the State. The experiments are designed to measure the impacts of time limits alone, RER alone, and the combination of time limits and RER.

FINDINGS

After 18 months, data for experimentals and controls are almost uniformly identical for most measures of welfare exits, penalty rates, self-sufficiency, CHOICES participation, and child care use. Where there are statistically significant differences between the two groups, they are small and such findings are not reliable for interpretation at this stage in the research.

Although preliminary, there are some interesting outcomes in that few differences have been observed between experimentals and controls. For example, an almost identical percentage of time limit experimentals and controls have worked since random assignment (36%), with similar percentages in the other two experiments. As of the report date, only 92 individuals (those subject to the 12-month time limit) had come up against the time limit. As more cases begin to reach the time limit different impacts may be observed. A little over 8 percent of both experimentals and controls are experiencing penalties of any kind, with no significant difference between groups. Poor school attendance and lack of child support cooperation are the two largest causes for penalties.

A separate part of the process analysis focuses on interviews of recipients of the $1,000 “One-Time” payment. Preliminary interviews indicate that the money is frequently used to pay large bills, buy or fix up a car for employment commuting, move into a house or apartment, or tide the family over until a promised job starts: in short, those things for which the payment was designed. So far, no frivolous uses of the money have been found in interviews of thirty recipients. There is, however, emerging evidence that the payments do not stave off serious poverty the month after they are received. Serious deprivation often persists despite the payment, and many families do not know how to manage money effectively.

In the future, additional first round interview of “One-Time” benefit recipients will occur, and a second and third round of interviews will also be conducted. In-depth interviews of a sample of cases that have hit the time limit will also be conducted.

Summary 14:21

Interim Report: Implementation and Early Impacts of Vermont's Welfare Restructuring Project

BACKGROUND

Vermont's Welfare Restructuring Project (WRP) was one of the first Statewide welfare reform projects to implement a time-limit followed by work. WRP, which was implemented in July 1994, requires most recipients to participate in community work experience after time limits of 15 months (two-parent families) or 30 months (single-parent families) of receiving cash assistance if they cannot find work in wage-paying jobs. Participation in Reach Up, Vermont's welfare-to-work program, is voluntary until two months before recipients reach these time limits. Other policies include a set of financial work incentives requiring that minor parents live at home or in a supervised living situation and requiring parents with temporary disabilities to participate in rehabilitation and training programs.

The Manpower Demonstration Research Corporation is conducting the evaluation based on a rigorous, random-assignment design. The study began in 1994 and is scheduled to be completed in 2002. In the study, parents who were applying for or receiving welfare were assigned to one of three groups: the WRP group, recipients who are both eligible for WRP's financial work incentives and subject to its time limit; the AFDC group, recipients who are subject to the welfare rules that were in effect prior to WRP; and the WRP Incentives Only group, recipients who receive WRP's financial incentives but are not subject to the time limits. This report covers the period July 1994 through March 1997 just as the first single-parent cases (who make up 80 percent of the caseload) were beginning to reach the 30-month time limit. Therefore, the analysis of the effects of WRP presented in this report should be viewed as preliminary because of the timing.

FINDINGS

WRP was implemented as planned and coincided with the State's objective of involving all able-bodied recipients, including control cases, in an employment-focused welfare system. However, apart from hearing the different policies that applied to them, recipients in the three groups did not have dramatically different experiences with the welfare system during the pre-time limit period. During this period, for each of the treatment groups, single parents were not required to participate in employment-related activities. Many of the benefits offered through WRP's incentive package were also available to parents in the AFDC group. While the time limit represents an important change, it did not affect recipients in the WRP group directly until they began to reach it.

The full WRP program—including both the financial incentives and the time limit—generated a modest increase in employment and participation in Reach Up for both single parents and two-parent families. The increased participation in Reach-Up was primarily due to a modest increase in job search activities. WRP did not affect the rate of AFDC receipt for single parents, nor did it change the average amount of welfare received or recipients' average combined income from public assistance and earnings. Because WRP expands eligibility for AFDC, the program significantly increased welfare receipt among two-parent families. WRP modestly increased the number of parents who received child support payment. Very few recipients have entered community service employment slots. The vast majority who are meeting the work requirement are in unsubsidized jobs.

Impacts of WRP's Financial Incentives and Early Lessons on Imposing a Work Requirement

Comparing results of the three groups for both single parents and two-parent families, the time limit was a necessary ingredient for generating impacts. By themselves, incentives had little or no impact on employment and slightly increased the percentage of people receiving AFDC. Once a small sample of recipients started reaching the time limit, WRP began to increase substantially the proportion of recipients who reported they were working while on welfare. Since this effect was based on self reports, more reliable employment data that is not yet available will be used to substantiate it.

The Department of Social Welfare (DSW) and the Department of Employment and Training (DET) staffs have a strong preference for unsubsidized employment. This may be partly responsible for the low demand for community service jobs. In some cases, staff are allowing the job search period to extend longer than eight weeks because they are unwilling to settle for placing a client in a community service job. This emphasis on unsubsidized employment may also impact WRP's universal work requirement.

It appears that it is extremely difficult to insure that all nonexempt recipients are working at all times after the time limit. Although staff are making a serious effort to implement the post-time-limit work requirement, some recipients are falling through the cracks. At any given point in time, a substantial number of recipients are neither working nor exempt, despite having passed the time limit. Several factors account for this. First, there is some slack in the linkages between DSW and DET. Second, DET staff tend to give the clients the benefit of the doubt if they make some effort to comply and, when workers do take action, some clients are able to avoid sanctions by cycling in and out of conciliation. And third, clients are continually getting and losing jobs and moving on and off welfare; it is very difficult for staff to respond promptly to each status change.

Also, because employment-related activities are voluntary until WRP recipients reach the time limit, the extent to which clients have serious emotional and physical problems that are barriers to employment may not be known until these individuals begin reaching the time limit. Some clients qualify for medical exemptions, but others are less clear-cut; staff must work intensively with the client to understand the situation and decide how to respond.

Summary 14:22

Virginia Independence Program Implementation Evaluation

BACKGROUND

The report outlines the implementation of the Virginia Independence Program (VIP) which combines program changes designed to transition families from welfare to work with a strict eligibility requirement that recipients participate in the execution of an agreement of personal responsibility. The Virginia Initiative for Employment Not Welfare (VIEW) takes the place of the old JOBS program and requires that most TANF recipients will engage in work activities within 90 days of enrollment. VIEW promotes a work-first approach that stresses independent up-front job search, some job readiness skills training, and de-emphasizes general and occupational education and training, except as a last resort to prepare seriously disadvantaged people for employment. Community work experience can be substituted for paid employment where recipients are not able to find work within the 90-day period. Both VIP and VIEW are now fully implemented in Virginia.

Mathematica Policy Research, Incorporated, is conducting the evaluation of the program. The evaluation consists of five parts, including a VIP/VIEW implementation study (the subject of this summary), an early impact and outcome analysis based on random assignment for a limited period of time, a descriptive study of cases reaching the two-year time limit, an impact and implementation study of VIEW-PLUS (a job retention demonstration project), and a study of VIEW-exempt cases which focuses on child only cases. This implementation study covers the program experiences from inception of TANF (February 1, 1997) to the present, in five localities designed to represent the variety of conditions prevalent in Virginia: urban/rural, high/low unemployment, predominantly white/African-American, and differing economic bases.

FINDINGS

The report indicates that, although welfare reform policies were decided at the State level, the implementation of those policies varies in some degree across the sites. For example, sanctions were more vigorously applied in Lynchburg, whereas they were more reluctantly imposed in Petersburg. About a quarter of all participants eligible for VIEW have been sanctioned across all five sites, ranging from 10.9 to 35.1 percent.

The majority of recipients subject to the work requirement in the research sites that implemented VIEW early (Lynchburg, Prince William, and Petersburg) reported finding employment, while rates in those sites where VIEW was phased in more recently (Portsmouth and Wise County) were substantially lower. Overall, 93 percent of recipients referred to VIEW were placed in one of the program activities, with about 60 percent achieving employment. The report credits a large proportion of the success VIEW enjoys to “Make-Work-Pay” provisions such as generous child care, transportation subsidies, and income disregards . Although its TANF benefit is not large by national standards, Virginia’s total income disregard substantially increases the income of working families on welfare. However, the report discussed concerns of some caseworkers that the disregard may also encourage recipients to stay on welfare too long, and should be phased out gradually to encourage them to conserve their months of eligibility. The report describes how caseworkers, recognizing that clients do not generally understand the complex financial incentives designed to make employment an attractive option, have found success in demonstrating concrete examples of how family income is increased by the combination of TANF benefits and earned income. Preliminary data show that Virginia, as other States, successfully gets recipients into jobs quickly in the current robust economy (except in job-poor Wise County), but that many jobs do not last.

Summary 14:23

Report on Evaluating Two Welfare-to-Work Program Approaches: Two Year Findings on the Labor Force Attachment and Human Capital Development Programs in Three Sites

BACKGROUND

This report is one of a series from the National Evaluation of Welfare-to-Work Strategies (NEWWS - formerly the National JOBS Evaluation), that is being conducted under contract to HHS, with support from the Department of Education, by the Manpower Demonstration Research Corporation (MDRC). This evaluation employs a random assignment design to determine the effectiveness of various welfare-to-work approaches in seven sites across the country. This report covers three sites: Atlanta, Georgia; Grand Rapids, Michigan; and Riverside, California.

As part of the effort to compare rigorously the effects of two distinct types of welfare-to-work program strategies, each of the three sites simultaneously operated two different program strategies: a labor force attachment model and a human capital development model. The labor force attachment theory is that welfare recipients can best build their work habits and skills in the workplace and move up to better positions, even if their initial jobs are not high-paying or particularly desirable. The human capital development strategy operates under the philosophy that welfare recipients should upgrade their skills before seeking work through basic education or vocational training. By investing more resources up front, welfare recipients will experience a bigger payoff in job quality and stability in the future. At each site, AFDC applicants and recipients were randomly assigned to one of three groups: a group subject to the labor force attachment program, a group subject to the human capital development program, and a control group not subject to any welfare-to-work program. The experiences of individuals in the three groups were then compared. This report presents findings on the implementation, participation patterns, and costs for AFDC single parents in the two types of programs.

FINDINGS

- Both program strategies increased individuals two-year cumulative employment and earnings. Two-year earnings were increased by more than $1,000 per average labor force attachment sample member.

- The cumulative employment and earnings impacts over the two-year period were smaller for the human capital development programs than for the labor force attachment programs.

- Both the labor force attachment and human capital development programs reduced welfare expenditures during the two-year follow-up period. Relative to the total welfare payments that the control groups received over the two years, the labor force attachment and human capital development programs reduced welfare expenditures between 6 and 18 percent, depending on the site and the program. This result was unexpected for the human capital development programs, given their initial investment period and the small observed impacts on employment and earnings.

The report’s findings shed light on issues of importance under TANF.

- Both the labor force attachment and human capital development programs decreased the proportion of individuals who remained continuously on the welfare rolls throughout the two-year follow-up period.

- Women with preschool-age children were able to participate in program activities. Earnings and welfare impacts, resulting from both the labor force attachment and human capital development programs, were found for this group as well as for women with older children.

Summary 14:24

Study of Welfare Leavers in Wisconsin
Institute for Research on Poverty (IRP)

BACKGROUND

The Institute for Research on Poverty (IRP) has produced a final report on post-exit earnings and benefit receipt among AFDC leavers in Wisconsin. This report is based on State administrative data from AFDC and the Unemployment Insurance (UI) system. It is part of a tracking study that is funded by the Office of the Assistant Secretary for Planning and Evaluation, HHS.

This report looks at those families who received AFDC in 1995, but who did not receive AFDC benefits for at least two consecutive months between August 1995 and July 1996, and compares them to the population who remained on welfare during this period. Almost half of AFDC recipients in 1995 were leavers under this definition. Leavers were tracked for 18 months from the date they left, and stayers from July 1995 to December 1997. Note that this means that the leavers in this study left AFDC prior to the enactment of TANF and the implementation of the Wisconsin Works program.

FINDINGS

The findings reported in this study are consistent with those of other studies of welfare leavers. As would be expected, those who left welfare were more advantaged than those who remained. Women were more likely to leave AFDC if: they had more education; they were white, or to a lesser degree, Hispanic, and were U.S. citizens; they had fewer children and there were other adults in the household; neither the mother nor any child was receiving SSI; and the mother had more work experience and higher total earnings in the two years prior to the start of the study.

Women with these characteristics were also more likely to stay off welfare after leaving, with a few interesting exceptions:

Women with more earnings and work experience were more likely to return to welfare once they left; this is a surprising finding, since past earnings are usually a good predictor of future earning prospects.

- Those legal immigrants and mothers receiving SSI who did leave AFDC were less likely than others to return within 15 months.

Recipients who had been sanctioned for failure to comply with the AFDC program were both more likely to leave AFDC and more likely to return. This is an important reminder that people may leave welfare not just because they have economic prospects that can replace welfare but also because they may be unable or unwilling to comply with the requirements imposed upon them.

Recipients who lived in Milwaukee were significantly less likely to leave AFDC (36.6 percent) than those in other urban counties (57.9 percent) and in rural counties (66.8 percent). This may reflect the difficult economic conditions in Milwaukee, as well as the fact that welfare reform was at an earlier stage in this area at the time the study was conducted.

Outcomes for Welfare Leavers

More than half of those who left had incomes greater than their foregone AFDC benefits. Leavers were more likely to have incomes above the poverty level than stayers, and those who left AFDC and did not return were less likely to be poor than those who returned. However, most leavers remained poor and only a tiny fraction of leavers had incomes above 150 percent of poverty.

As would be expected, larger families were more likely to be poor than smaller families. The leavers who were most likely to have earnings in the year after leaving welfare were those whose youngest child was over 12 years and those who had earnings in the two years before they left welfare. Those who were less likely to have earnings are women on SSI, women who were sanctioned, minority women, and women living in a county with a high unemployment rate.

One encouraging finding is that median earnings among workers did increase with the length of time off of welfare. For leavers who worked in a given quarter, earnings increased from less than $2,400 to more than $2,700 during the period of the study. However, this may reflect leavers with low earnings leaving employment as well as increases in earnings for those who remained employed.