

V. HIGH PERFORMANCE BONUS

Congress included a high performance bonus (HPB) provision in the welfare reform legislation as a way to reward States that are the most successful in achieving the goals and purposes of the TANF program. The four goals are to: (1) provide assistance to needy families so that children may be cared for in their own homes or in the homes of relatives; (2) end the dependence of needy parents on government benefits by promoting job preparation, work, and marriage; (3) prevent and reduce the incidence of out-of-wedlock pregnancies and establish annual numerical goals for preventing and reducing the incidence of these pregnancies; and (4) encourage the formation and maintenance of two-parent families.

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 required DHHS to develop a formula for measuring State performance in consultation with the National Governors Association and the American Public Human Services Association.

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

Based on these consultations and the comments DHHS received on draft proposals, DHHS issued program guidance specifying the measures, data sources, and other provisions on which DHHS would base the bonus awards for FY 1999, FY 2000, and FY 2001 (performance years 1998, 1999, and 2000).

The bonus awards for these first three years are based on four work measures. Funds are awarded 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 earning gains); and improvement from the prior fiscal year in each of these measures. Participation in the HPB is optional, and States may select the measures on which they wish to compete. Forty-nine States submitted data to compete for the HPB for FY 2000, up from 46 States in FY 1999.

DHHS awarded the FY 2000 bonuses to 28 States on December 15, 2000. The overall national results were very impressive. Based on the data from the 49 States that competed for the bonus, more than 1.2 million adults on welfare went to work between October 1998 and September 1999, in addition to the 1.3 million that went to work in the prior year. Retention rates were also promising: 77 percent of those who entered employment were still working in the subsequent

three-month period (however, this represents a decrease from the 80 percent achieved in the prior year). The States also reported an average earnings increase of 22 percent for current and former welfare recipients from \$2,114 in the first quarter of employment to \$2,570 in the second following quarter.¹

The States ranked the highest in each category were Idaho (job entry), Arizona (job retention and earnings), Arkansas (biggest improvement in job entry) and Wisconsin (biggest improvement in job retention and earnings). The other States receiving bonuses were Alabama, California, Connecticut, Delaware, the District of Columbia, Florida, Hawaii, Illinois, Indiana, Minnesota, Mississippi, Missouri, Montana, Nevada, New Jersey, North Carolina, North Dakota, Oklahoma, Tennessee, Texas, Utah, Virginia, West Virginia, and Wyoming. Three States -- Arkansas, Hawaii and Wisconsin -- received bonuses in three categories and six States received bonuses in two categories -- Alabama, Arizona, Florida, Illinois, Montana and Wyoming. The size of each bonus was based on the amount of each successful State's block grant allotment.

In the job entry and job entry improvement categories, nearly all winning States in FY 2000 employed a "work-first" approach that emphasized early entry into the workforce combined with new policies that reward work. Many of these States also promoted and supported the education and training of these working families. States are also beginning to address more effectively the needs and barriers to work of those families still on welfare. The very good news is that the national average job entry rate is improving -- 43 percent this year (1999) compared to 39 percent last year (1998) -- and all of the ten winning States in the job entry category in FY 2000 had job entry rates higher than all but one State last year.

DHHS made one major change in the work measures for the FY 2001 awards: the retention measure requires continued employment in three consecutive quarters instead of just two consecutive quarters.

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¹ We initially incorrectly estimated and reported a higher national earnings gain rate for the FY 1999 performance year.

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Table 5:1

HIGH PERFORMANCE BONUS
 FY 2000 Awards by Category Amount

State	BONUS AMOUNTS	PERFORMANCE		IMPROVEMENT	
		Job Entry	Success in the Workforce	Job Entry	Success in the Workforce
Alabama*	\$ 4,665,760	\$ 3,590,269	\$ -	\$ 1,075,491	\$ -
Arizona	6,346,332	-	2,151,547	-	4,194,785
Arkansas*	2,836,643	1,870,448	-	560,306	405,889
California	36,118,534	-	36,118,534	-	-
Connecticut	2,580,735	-	2,580,735	-	-
Delaware	609,000	-	-	-	609,000
Dist. of Col.	1,746,598	-	-	-	1,746,598
Florida	20,853,991	-	5,439,714	15,414,277	-
Hawaii	4,945,239	-	881,280	2,383,731	1,680,228
Idaho*	1,596,903	1,596,903	-	-	-
Illinois	16,693,489	-	5,659,462	-	11,034,027
Indiana	2,000,440	-	2,000,440	-	-
Minnesota	2,592,312	-	2,592,312	-	-
Mississippi	2,378,382	-	-	2,378,382	-
Missouri	5,949,594	-	-	5,949,594	-
Montana*	2,276,700	1,751,905	-	524,795	-
Nevada*	2,198,838	2,198,838	-	-	-
New Jersey	7,619,995	-	-	-	7,619,995
North Carolina	8,284,674	-	-	8,284,674	-
North Dakota*	1,319,990	1,319,990	-	-	-
Oklahoma	4,057,192	-	-	4,057,192	-
Tennessee*	9,576,190	9,576,190	-	-	-
Texas*	24,312,838	24,312,838	-	-	-
Utah	1,448,980	-	-	-	1,448,980
Virginia*	7,914,259	7,914,259	-	-	-
West Virginia	2,077,898	-	-	-	2,077,898
Wisconsin	15,909,421	-	2,835,182	7,668,747	5,405,492
Wyoming*	1,089,072	976,792	112,280	-	-
TOTAL**	\$ 200,000,000	\$ 55,108,432	\$ 60,371,486	\$ 48,297,189	\$ 36,222,892

* Bonus amounts to these States are limited to five percent of their State's family assistance grant for the year (see section 403(a)(4)(B)(ii) of the Social Security Act).

** These totals differ from the amounts allocated to each work measure due to the redistribution resulting from States exceeding the bonus cap.

Table 5:2

FY 2000 HIGH PERFORMANCE BONUS AWARDS

Ranking Score	States Ranked According to FY 1999 Performance Rates for Each Measure			
	Job Entry	Retention	Earnings Gain	Success in the Workforce*
1	Idaho	Hawaii	Idaho	Arizona
2	Arkansas	California	Wisconsin	Wisconsin
3	Wyoming	Illinois	South Dakota	Wyoming
4	Alabama	Connecticut	Wyoming	Minnesota
5	Nevada	Arizona	Maryland	Connecticut
6	Montana	Rhode Island	Arizona	{ CALIFORNIA
7	Tennessee	Minnesota	Kansas	HAWAII
8	Texas	Indiana	Massachusetts	ILLINOIS }
9	North Dakota	Wisconsin	Colorado	Indiana
10	Virginia	Wyoming	Montana	Florida
11	Missouri	Iowa	Michigan	South Carolina
12	Delaware	Oregon	Utah	New Hampshire
13	Indiana	Alaska	New Hampshire	{ IDAHO
14	Utah	Tennessee	Florida	MICHIGAN }
15	Oklahoma	South Carolina	Georgia	Rhode Island
16	Mississippi	Arkansas	Pennsylvania	Iowa
17	Michigan	Florida	Texas	Pennsylvania
18	Illinois	Washington	Ohio	Washington
19	Wisconsin	New Hampshire	South Carolina	{ OREGON
20	North Carolina	Pennsylvania	Missouri	TENNESSEE }
21	Alaska	Michigan	Washington	Kansas
22	Pennsylvania	New Jersey	North Carolina	Arkansas
23	Louisiana	Delaware	Dist. of Columbia	{ ALASKA
24	Ohio	Vermont	Minnesota	DELAWARE }
25	Vermont	Nevada	Nevada	South Dakota
26	Arizona	Idaho	Delaware	{ NEVADA
27	Rhode Island	Mississippi	Vermont	VERMONT }
28	Kansas	North Carolina	North Dakota	{ COLORADO
29	South Carolina	Kansas	Mississippi	MARYLAND }
30	Minnesota	Missouri	Indiana	{ NORTH CAROLINA
31	New Hampshire	Ohio	Connecticut	UTAH }
32	Massachusetts	Texas	New York	{ MISSOURI
33	South Dakota	Utah	Iowa	OHIO }
34	New Jersey	Colorado	Maine	{ NEW JERSEY
35	Kentucky	South Dakota	Kentucky	TEXAS }
36	Washington	Maryland	Tennessee	Mississippi
37	Georgia	North Dakota	New Jersey	Massachusetts
38	California	Massachusetts	Arkansas	Georgia
39	Maryland	Dist. of Columbia	Illinois	Dist. of Col.
40	Florida	Oklahoma	Oregon	North Dakota
41	Maine	Maine	California	Montana
42	Colorado	Georgia	Rhode Island	Maine
43	Connecticut	Alabama	Hawaii	New York
44	New York	Louisiana	Louisiana	Oklahoma
45	Hawaii	New York	Alabama	{ ALABAMA
46	Dist. of Columbia	West Virginia	Alaska	KENTUCKY }
47	West Virginia	Montana	Oklahoma	Louisiana
48	Oregon	Kentucky	West Virginia	West Virginia
49	Iowa	Virginia	Virginia	Virginia

*Ranks of Job Retention and Earnings Gain measures are weighted, combined and then re-ranked.
 NOTE: States included within a bracket are States having the same combined weighted ranking score.

Table 5:3

FY 2000 HIGH PERFORMANCE BONUS AWARDS
States Ranked According to FY 1999 Improvement Rates for Each Measure

Ranking Score	Job Entry	Retention	Earnings Gain	Success in the Workforce*
1	Arkansas	West Virginia	Hawaii	Wisconsin
2	Missouri	Louisiana	Washington	Hawaii
3	Alabama	New Hampshire	Pennsylvania	West Virginia
4	Montana	Wisconsin	Wisconsin	Delaware
5	Mississippi	Delaware	New York	Dist. of Col.
6	Hawaii	Oregon	Wyoming	{ NEW JERSEY
7	Wisconsin	Hawaii	Michigan	UTAH }
8	North Carolina	Utah	Georgia	Arkansas
9	Oklahoma	North Dakota	New Jersey	{ ARIZONA
10	Florida	Dist. of Columbia	Maryland	ILLINOIS }
11	Wyoming	Illinois	Arizona	{ LOUISIANA
12	Connecticut	New Jersey	Dist. of Columbia	WYOMING }
13	Massachusetts	Rhode Island	Arkansas	New Hampshire
14	Texas	Arkansas	Missouri	{ FLORIDA
15	New Hampshire	Nevada	Massachusetts	RHODE ISLAND }
16	Michigan	Florida	Delaware	Oregon
17	Rhode Island	Alaska	Utah	Michigan
18	California	Arizona	Florida	North Dakota
19	New Jersey	South Dakota	Colorado	Nevada
20	Kentucky	Kansas	South Carolina	Pennsylvania
21	Maryland	Wyoming	Texas	Maryland
22	Nevada	Idaho	West Virginia	Idaho
23	Alaska	California	Connecticut	Massachusetts
24	South Dakota	Oklahoma	Rhode Island	Kansas
25	Idaho	Tennessee	Illinois	Oklahoma
26	Tennessee	Minnesota	Indiana	{ MISSOURI
27	Utah	Michigan	Idaho	SOUTH DAKOTA }
28	Louisiana	Mississippi	Oklahoma	Alaska
29	Illinois	Massachusetts	Ohio	California
30	North Dakota	Maryland	Vermont	Tennessee
31	South Carolina	Indiana	Kentucky	{ INDIANA
32	Georgia	Missouri	North Carolina	WASHINGTON }
33	Kansas	Pennsylvania	Iowa	{ GEORGIA
34	Vermont	Connecticut	Nevada	SOUTH CAROLINA }
35	Maine	South Carolina	Kansas	Connecticut
36	Arizona	Vermont	Montana	{ COLORADO
37	West Virginia	Colorado	Tennessee	MINNESOTA }
38	Delaware	Texas	Mississippi	Mississippi
39	Minnesota	Iowa	California	Texas
40	Ohio	North Carolina	South Dakota	New York
41	Colorado	Georgia	Minnesota	Vermont
42	Oregon	Ohio	Maine	Iowa
43	New York	Washington	New Hampshire	North Carolina
44	Dist. of Columbia	Kentucky	Louisiana	Ohio
45	Pennsylvania	Maine	North Dakota	Kentucky
46	Washington	Montana	Oregon	Montana
47	Indiana	Alabama	Alabama	Maine
48	Iowa	New York	Alaska	Alabama

*Ranks of Job Retention and Earnings Gain measures are weighted, combined and then re-ranked.

NOTE: States included within a bracket are States having the same combined weighted ranking score.

Table 5:4

FY 2000 HIGH PERFORMANCE BONUS AWARDS
*States Ranked in Each Measurement Category**

Ranking Score	1999 Performance		1999 Improvement	
	Job Entry	Success in the Workforce**	Job Entry	Success in the Workforce**
1	Idaho	Arizona	Arkansas	Wisconsin
2	Arkansas	Wisconsin	Missouri	Hawaii
3	Wyoming	Wyoming	Alabama	West Virginia
4	Alabama	Minnesota	Montana	Delaware
5	Nevada	Connecticut	Mississippi	Dist. of Col.
6	Montana	{ CALIFORNIA	Hawaii	{ NEW JERSEY
7	Tennessee	HAWAII	Wisconsin	UTAH }
8	Texas	ILLINOIS }	North Carolina	Arkansas
9	North Dakota	Indiana	Oklahoma	{ ARIZONA
10	Virginia	Florida	Florida	ILLINOIS }
11	Missouri	South Carolina	Wyoming	{ LOUISIANA
12	Delaware	New Hampshire	Connecticut	WYOMING }
13	Indiana	{ IDAHO	Massachusetts	New Hampshire
14	Utah	MICHIGAN }	Texas	{ FLORIDA
15	Oklahoma	Rhode Island	New Hampshire	RHODE ISLAND }
16	Mississippi	Iowa	Michigan	Oregon
17	Michigan	Pennsylvania	Rhode Island	Michigan
18	Illinois	Washington	California	North Dakota
19	Wisconsin	{ OREGON	New Jersey	Nevada
20	North Carolina	TENNESSEE }	Kentucky	Pennsylvania
21	Alaska	Kansas	Maryland	Maryland
22	Pennsylvania	Arkansas	Nevada	Idaho
23	Louisiana	{ ALASKA	Alaska	Massachusetts
24	Ohio	DELAWARE }	South Dakota	Kansas
25	Vermont	South Dakota	Idaho	Oklahoma
26	Arizona	{ NEVADA	Tennessee	{ MISSOURI
27	Rhode Island	VERMONT }	Utah	SOUTH DAKOTA }
28	Kansas	{ COLORADO	Louisiana	Alaska
29	South Carolina	MARYLAND }	Illinois	California
30	Minnesota	{ NORTH CAROLINA	North Dakota	Tennessee
31	New Hampshire	UTAH }	South Carolina	{ INDIANA
32	Massachusetts	{ MISSOURI	Georgia	WASHINGTON }
33	South Dakota	OHIO }	Kansas	{ GEORGIA
34	New Jersey	{ NEW JERSEY	Vermont	SOUTH CAROLINA }
35	Kentucky	TEXAS }	Maine	Connecticut
36	Washington	Mississippi	Arizona	{ COLORADO
37	Georgia	Massachusetts	West Virginia	MINNESOTA }
38	California	Georgia	Delaware	Mississippi
39	Maryland	Dist. of Col.	Minnesota	Texas
40	Florida	North Dakota	Ohio	New York
41	Maine	Montana	Colorado	Vermont
42	Colorado	Maine	Oregon	Iowa
43	Connecticut	New York	New York	North Carolina
44	New York	Oklahoma	Dist. of Col.	Ohio
45	Hawaii	{ ALABAMA	Pennsylvania	Kentucky
46	Dist. of Col.	KENTUCKY }	Washington	Montana
47	West Virginia	Louisiana	Indiana	Maine
48	Oregon	West Virginia	Iowa	Alabama
49	Iowa	Virginia	--	--

*Top ten States received a bonus award.

**Ranks of Job Retention and Earnings Gain measures are weighted, combined and then re-ranked.

NOTE: States included within a bracket are States having the same combined weighted ranking score.

Table 5:5

FY 2000 HIGH PERFORMANCE BONUS AWARDS

FY 1999 State Performance and Percentage Change (Increase or Decrease) over FY 1998, by Work-Related Measures (in percent)

State	FY 1999 Performance Rates			FY 1999 Change in Performance Rates		
	Job Entry	Retention	Earnings Gain	Job Entry	Retention	Earnings Gain
Alabama	66.08	63.78	10.27	58.40	(17.95)	(49.27)
Alaska	51.64	80.33	(3.66)	5.86	0.69	(121.59)
Arizona	47.46	83.52	50.54	(0.57)	0.48	17.41
Arkansas	75.63	80.00	23.24	82.87	1.10	13.18
California	36.48	84.48	19.28	8.39	(0.16)	(11.86)
Colorado	35.00	74.75	45.77	(4.98)	(1.71)	7.99
Connecticut	29.29	83.94	26.35	20.05	(1.32)	7.55
Delaware	61.50	77.92	29.82	(1.93)	2.92	10.31
Dist. of Col.	20.78	71.03	34.43	(11.91)	1.92	16.32
Florida	35.65	79.98	41.62	24.46	0.78	8.01
Georgia	38.40	66.29	40.22	0.72	(2.41)	26.50
Guam	*	*	*	*	*	*
Hawaii	27.28	88.56	17.91	44.99	2.45	358.08
Idaho	78.02	77.39	78.06	4.69	(0.15)	3.32
Illinois	53.16	84.10	22.20	1.52	1.58	5.90
Indiana	61.46	82.77	26.49	(30.48)	(0.85)	3.89
Iowa	17.55	81.21	25.46	(56.56)	(2.04)	(7.52)
Kansas	45.03	76.70	49.73	0.70	0.15	(8.44)
Kentucky	40.20	55.59	23.69	8.02	(6.37)	(3.31)
Louisiana	50.18	62.80	14.88	1.76	9.82	(30.20)
Maine	35.42	67.94	24.39	(0.14)	(7.03)	(19.87)
Maryland	36.01	73.35	50.87	7.59	(0.63)	18.42
Massachusetts	41.99	72.76	49.63	18.47	(0.62)	11.57
Michigan	54.68	78.37	42.94	16.36	(0.47)	29.52
Minnesota	43.93	83.16	32.49	(3.25)	(0.41)	(19.33)
Mississippi	54.73	77.18	26.94	49.07	(0.47)	(10.50)
Missouri	63.03	76.61	38.23	74.00	(0.87)	12.60
Montana	65.43	61.48	44.27	52.73	(8.86)	(9.63)
Nebraska	*	*	*	*	*	*
Nevada	66.05	77.57	30.16	7.43	1.05	(7.64)
New Hampshire	42.19	78.56	41.70	17.14	4.79	(23.11)
New Jersey	40.29	78.09	23.66	8.14	1.43	23.24
New Mexico	*	*	*	*	*	*
New York	27.52	62.79	26.00	(10.31)	(24.58)	66.89
North Carolina	52.77	76.94	34.93	38.48	(2.13)	(4.30)
North Dakota	63.28	72.78	27.23	1.47	2.19	(31.99)
Ohio	48.81	76.46	38.65	(4.49)	(3.80)	(2.56)
Oklahoma	56.08	67.96	(11.01)	31.77	(0.21)	(2.04)
Oregon	18.49	80.54	22.10	(7.84)	2.71	(48.94)
Pennsylvania	50.72	78.56	39.68	(13.70)	(0.94)	132.54
Puerto Rico	*	*	*	*	*	*
Rhode Island	46.94	83.34	18.32	12.97	1.43	7.55
South Carolina	44.88	80.05	38.53	0.75	(1.40)	7.91
South Dakota	41.82	74.20	57.55	5.57	0.15	(15.35)
Tennessee	65.01	80.30	23.66	4.13	(0.27)	(9.96)
Texas	64.57	76.34	39.41	17.75	(1.90)	7.85
Utah	58.51	74.96	41.71	3.88	2.33	8.29
Vermont	48.14	77.86	28.17	(0.02)	(1.86)	(3.29)
Virgin Islands	*	*	*	*	*	*
Virginia	63.27	*	*	*	*	*
Washington	40.12	79.36	37.01	(21.75)	(5.31)	201.75
West Virginia	19.82	61.92	(14.28)	(1.10)	15.93	7.67
Wisconsin	53.16	81.79	58.89	42.08	4.66	70.06
Wyoming	71.58	81.28	53.92	24.01	(0.05)	48.40

* State not participating

Table 5:6

FY 2000 HIGH PERFORMANCE BONUS AWARDS
 FY 1999 and FY 1998 Performance Rates by Work Related Measures (in percent)

State	FY 1999 Performance Rates			FY 1998 Performance Rates		
	Job Entry	Retention	Earnings Gain	Job Entry	Retention	Earnings Gain
Alabama	66.08	63.78	10.27	41.72	77.73	20.25
Alaska	51.64	80.33	(3.66)	48.78	79.78	16.93
Arizona	47.46	83.52	50.54	47.73	83.12	43.04
Arkansas	75.63	80.00	23.24	41.36	79.13	20.53
California	36.48	84.48	19.28	33.66	84.61	21.87
Colorado	35.00	74.75	45.77	36.84	76.04	42.38
Connecticut	29.29	83.94	26.35	24.40	85.06	24.50
Delaware	61.50	77.92	29.82	62.71	75.70	27.03
Dist. of Col.	20.78	71.03	34.43	23.58	69.69	29.60
Florida	35.65	79.98	41.62	28.65	79.37	38.53
Georgia	38.40	66.29	40.22	38.12	67.93	31.79
Guam	.	.	.	.	.	.
Hawaii	27.28	88.56	17.91	18.82	86.45	3.91
Idaho	78.02	77.39	78.06	74.52	77.50	75.55
Illinois	53.16	84.10	22.20	52.37	82.79	20.96
Indiana	61.46	82.77	26.49	88.41	83.48	25.50
Iowa	17.55	81.21	25.46	40.41	82.91	27.53
Kansas	45.03	76.70	49.73	44.71	76.58	54.31
Kentucky	40.20	55.59	23.69	37.22	59.37	24.50
Louisiana	50.18	62.80	14.88	49.31	57.19	21.32
Maine	35.42	67.94	24.39	35.47	73.08	30.43
Maryland	36.01	73.35	50.87	33.47	73.82	42.96
Massachusetts	41.99	72.76	49.63	35.45	73.21	44.49
Michigan	54.68	78.37	42.94	46.99	78.74	33.15
Minnesota	43.93	83.16	32.49	45.40	83.50	40.27
Mississippi	54.73	77.18	26.94	36.71	77.55	30.10
Missouri	63.03	76.61	38.23	36.22	77.29	33.95
Montana	65.43	61.48	44.27	42.84	67.46	48.99
Nebraska	.	.	.	.	.	.
Nevada	66.05	77.57	30.16	61.48	76.77	32.65
New Hampshire	42.19	78.56	41.70	36.02	74.98	54.24
New Jersey	40.29	78.09	23.66	37.26	76.99	19.20
New Mexico	.	.	.	.	.	.
New York	27.52	62.79	26.00	30.68	83.25	15.58
North Carolina	52.77	76.94	34.93	38.10	78.62	36.50
North Dakota	63.28	72.78	27.23	62.36	71.22	40.04
Ohio	48.81	76.46	38.65	51.11	79.49	39.66
Oklahoma	56.08	67.96	(11.01)	42.56	68.11	(10.79)
Oregon	18.49	80.54	22.10	20.07	78.41	43.29
Pennsylvania	50.72	78.56	39.68	58.77	79.30	17.06
Puerto Rico	.	.	.	.	.	.
Rhode Island	46.94	83.34	18.32	41.55	82.16	17.04
South Carolina	44.88	80.05	38.53	44.55	81.18	35.70
South Dakota	41.82	74.20	57.55	39.62	74.09	67.98
Tennessee	65.01	80.30	23.66	62.43	80.52	26.28
Texas	64.57	76.34	39.41	54.84	77.82	36.54
Utah	58.51	74.96	41.71	56.32	73.26	38.51
Vermont	48.14	77.86	28.17	48.15	79.17	29.12
Virgin Islands	.	.	.	.	.	.
Virginia	63.27	.	.	.	.	.
Washington	40.12	79.36	37.01	51.27	83.81	12.27
West Virginia	19.82	61.92	(14.28)	20.04	53.41	(15.46)
Wisconsin	53.16	81.79	58.89	37.41	78.14	34.63
Wyoming	71.58	81.28	53.92	57.72	81.32	36.34

* State not participating

