[The Washington Post, March 30, 1994]

David S. Broder

Baseballs And Matzo Balls

ST. PETERSBURG, Fla.—Walking under the palm trees that line the path from the parking lot, the first sound you hear is the unmistakable thwack of ash against horsehide, of bat against ball. The blue waters of the bay shimmer behind you, the warmth of the sun is on the back of your neck. And suddenly, as you catch sight of the Texas Rangers taking batting practice in the hitting cages outside Al Lang Stadium, Washington and Whitewater and all the stuff that makes your head ache seem far more than two hours away.

For years we have celebrated Passover with the same family in Washington. When they moved down to Sarasota last fall, we said casually that we would try to keep up the custom in their new home. As the airlines raced to bankruptcy by cutting their fares, the trip became barely more costly than parking at the Kennedy Center. And when the realization came that Seder was going to fall on the next-to-final weekend of spring training, it became irresistible.

Baseballs and matzo balls! Sometimes—but luckily not often—they have the same consistency. Baseball and Passover go together so perfectly that you realize you have been waiting for this combination all your life. The best of all games and the finest of all festivals of freedom—both encrusted with warm memories going back to childhood, but always separate experiences until now that they are joined in one glorious Spring Training Seder weekend.

The afternoon is perfect for baseball, and so is Al Lang Stadium—winter home of the St. Louis Cardinals, but lent frequently to the Baltimore Orioles. For obscure reasons, the Orioles, like the Jews at the time of the first Passover, are a wandering tribe, forced to sojourn among strangers. They bus to Al Lang Stadium, but clearly are comfortable here, playing on real grass and dirt—the only proper surface for baseball.

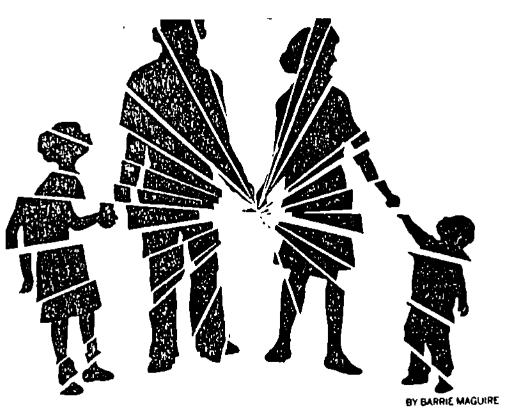
After watching the batting drill, we drift lazily toward the gate, passing the $3 bleacher ticket booth and heading for our "luxury" $7 grandstand seats under the shade of the concrete roof. An Oriole player is being interviewed by an earnest sportswriter; he stands there next to the top step of the dugout, arms crossed on his chest, rocking back and forth on his spikes, a symbol of patience. Every so often the reporter jots down a note, mute evidence that he is "working." It's hard to tell who's more bored—reporter or ballplayer—or who's happier to be exactly where he is.

No wonder Dee Dee Myers, President Clinton's press secretary, fled the tensions of the White House press room two weeks ago to go to the Dodgers' "fantasy camp" and regain her bearings. Smart woman.

The game is as relaxed as the pregame interview. In the first inning, Orioles center fielder Mike Devereaux starts back on a fly ball, realizes he's misjudged it, reverses gears and comes charging in—a moment too late to make the catch. A hit, the official scorer says. Spring training means lenience for everyone.

Inning after inning, the contest has the same rhythm as regular season play—but none of the tension. Rafael Palmeiro, the Orioles' new first baseman, misses a homer by inches and has to settle for a leadoff double. Nobody can advance him. Nobody much cares. The sun makes everyone drowsy—including the players. In the seventh, Palmeiro singles sharply to center, then falls asleep at first and is picked off easily. "He must have learned that with the Cubs," says the woman in front of me, smiling.

She and her husband are from Richmond. We have discovered our mutual allegiance to the Cubs moments before, during the seventh inning stretch, when spontaneously we both sing the "root, root, root for the Cubbies" line in "Take Me Out to the Ball Game." Greetings are exchanged and she reminds me that Palmeiro a



BY BARRIE MAGUIRE

William J. Bennett

The Best Welfare Reform: End It

Earlier this month Charles Murray, William Kristol and I were taken to task by The Post for becoming roadblocks to welfare reform ["Veering Off-Center on Welfare," editorial, March 11]. The Post lamented that while there seemed to be a chance that congressional Republicans, Democrats and President Clinton could get together on welfare reform, a group of "conservative intellectuals" have accused ready-to-deal Republicans of "going soft."

Before addressing the philosophical differences among various welfare reforms, we need to be clear about political reality and why some of us are worried about the administration's plan. From what is known about the task force proposal, I have concluded that it would, if passed, do very little to improve things. For all of the rhetoric about "ending welfare as we know it" and "two years and out," in fact, under the current draft plan only a small percentage of welfare recipients would actually be subject to workfare provisions.

Taking Exception

Further, I believe that the underlying premise of even serious workfare legislation is wrong. Most proposals miss the essential point of welfare reform. It is not to ensure tougher work provisions and job training but to end a system that fosters illegitimacy and its attendant social pathologies. The worst problem with welfare today is not that too many unmarried women are not working; the worst problem is that too many unmarried women are having babies. And it is not plausible to believe that the workfare provisions now being discussed will significantly decrease illegitimacy.

The Post acknowledges that Murray, Kristol and I "raise a fair enough point" about what is "a genuine social concern, the rise of out-of-wedlock births among teens." I appreciate that acknowledgment, but the problem isn't simply confined to teens, and it is more than merely a "social concern." It is a social catastrophe.

Today 30 percent of all births and almost 70 percent of all black births are illegitimate. By the end of the decade, according to the most reliable projections, *40 percent* of all American births and *80 percent* of minority births will be out of wedlock. And in a few years, illegitimacy will surpass divorce as the main cause of fatherlessness.

American society cannot withstand this much longer. The evidence is in: illegitimacy is the surest road to social decay and poverty. The 1991 median family income for two-parent families was $40,137. For divorced mothers, it was $16,156, and for never-married mothers $8,758. Welfare subsidizes and sustains illegitimacy. The most humane policy is to end it for those who have children out of wedlock.

There's hardly any question that illegitimacy rates would fall, probably dramatically, if payments under the Aid to Families with Dependent Children program were stopped. Even President Clinton has conceded that "there's no question that [ending welfare for single mothers] would work. The question is . . . is it morally right?"

That *is* a good question—to which the answer is yes, it is morally right, because many more people would live better if we scrapped the current system, which subsidizes out-of-wedlock births. Young girls considering having a child out of wedlock would face more deterrents, greater social stigma and more economic penalties if they had babies. These strong disincentives would lead to far fewer births to unwed mothers, and far greater life opportunities for those girls.

The political task is to promote legislation that is intellectually consistent with this analysis. Such legislation would declare that the federal government will no longer subsidize irresponsible social behavior. In practical terms, I agree with Charles Murray: one year after legislation is passed, we should end all forms of economic support for single mothers who have new children, including AFDC payments, subsidized housing and food stamps. Encouraging adoption as a viable option for pregnant women, and making the adoption process easier, is an essential part of this effort. And for older children, we must invest generously in the kinds of orphanages and group homes that provide order and care.

We need to accept a hard reality: there are no easy options available to us. Conservatives shouldn't pretend that a post-welfare world will not cause some dislocation and suffering. The point is, the current system is exacting a far higher human cost.

At this time, it is unlikely that Republicans will endorse ending welfare "cold turkey." But they should. The political climate has changed dramatically; it is possible for Republicans to go much farther than seemed possible even six months ago. Fortunately, there are a number of Republican proposals that begin to address illegitimacy.

But according to The Post, what really underlies conservative opposition to Clinton-like welfare reform is not concern for the common good but political posturing—the fear that Bill Clinton is about to take away an issue Republicans once owned. Whether The Post understands it or not, the conservative case for ending welfare is not rooted in bad motives, hard-heartedness or base political calculations. We are promoting policies we believe will help ameliorate the social pathologies and human misery engulfing much of urban America. Unlike this idea, marginal tinkering with watered-down workfare proposals would do very little to stem the tide.

The writer, a former secretary of education, is co-director of Empower America.

Caving In to the Greek

The influential Greek American political lobby has rolled President Clinton back from his declared intention to establish full diplomatic relations with Macedonia, despite urgent pleas to Clinton from Macedonia's president for visible support for his tottering government.

The White House decision to delay a major foreign policy initiative backed by the State Department will add fuel to criticism of the Clinton administration for letting domestic political interests take precedence over foreign policy priorities.

The Macedonia case echoes Clinton's decision in January to pass over State Department and British government objections and grant a visa to a spokesman for the Irish Republican Army. On Macedonia and the IRA, Clinton seems to have gone with the politicians rather than his own diplomats.

The visit by the IRA's Gerry Adams produced little more than bruised feelings at Number 10 Downing Street and in Foggy Bottom. But the step back Clinton has taken on Macedonia to placate Greek Americans led by Maryland Democratic Sen. Paul Sarbanes could prove to be far more fateful for U.S. interests.

Greece—fearful of the former Yugoslav republic's alleged designs on the northern Greek province that is also named Macedonia—has instituted a brutal economic blockade that could destabilize President Kiro Gligorov's centrist regime. The Greek campaign works at cross purposes with Clinton's decision to deploy about 300 American peace-keeping troops to protect Gligorov's government from the spillover of fighting in Bosnia or southern Serbia.

That deployment spurred Gligorov's hopes that the Democrats would stand more firmly against the Greek American lobby than did George Bush and Jim Baker, who refused to recognize Macedonia (and lose votes) when it declared independence two years ago. Baker promised the Macedonians they would get recognition after the 1992 election, but he was unable to delive

On Feb. 9 Clinton wrote Gligo saying the United States would "pro with the immediate establishment tween our countries of full diplon relations with permanent m is" Gligorov gave assurances about es lishing a free-market economy, pro ing human rights and living up to in national agreements.

Copies of the correspondence tween the two leaders show that G rov responded immediately, meetin Clinton's conditions. At the State partment, diplomat Victor Comras tipped as the first American ambass to Skopje.

That was before Clinton, Vice P dent Gore, and National Security sor Anthony Lake met with Sarb Greek Orthodox Arch op Iak and 14 other prominent Greek Ar cans at the White House on Marc No State Department officer was sent, although Secretary of State ren Christopher had weighed in he on the Macedonia issue and was sti ly urging the Greeks to lift their b ade immediately.

"The president told us at the me that he would not take the second of putting an embassy in Skopje some progress was made" in the l dispute between Greece and Maced said Andrew E. Manatos, a consu who works on Greek-American tions. "The policy he outlined the very consistent with what Greece w like it to be."

Significantly, Manatos said the p dent read from notes "that made it that he had already decided" wh was going to do before the me occurred.

That was to delay implementati full diplomatic relations, make Cc head of a diplomatic liaison office in of ambassador and name Matthev metz as a special envoy to negotia Macedonia—even though the G continue their blockade and despit gorov's Feb. 22 letter to Clinton s

Lee H. Hamilton

Give Christopher Credit

Secretary of State Warren Christopher has gotten a lot of bad press for his stormy trip to Beijing earlier this month. But the conventional wisdom is missing the mark in this case. Far from failing in his mission, as many analysts have claimed, the secretary actually made progress on the president's agenda for U.S.-China ties. There is still time to avoid an end of China's most-favored-nation trade status.

To be sure, the atmospherics during the secretary's visit were mostly negative. Chinese officials assumed a bullying pose with Christopher, and the Chinese government took exactly the wrong steps when it detained individuals engaged in the peaceful expression of their political views.

Yet these regrettable incidents should not distract us from the administration's concrete efforts—and initial progress—in achieving improvements in Chinese human rights.

In a May 1993 executive order, President Clinton set out human rights conditions that China would have to meet if MFN was to be renewed after June 1994. MFN renewal was previously granted practically without condition, but Clinton imposed new human rights tests with the view that human rights policy is part of U.S. foreign policy. He also knew his policy of engagement with China would earn broad political support only if linked to human rights improvements.

In addition to the freedom-of-emigration standard China is required to meet to gain MFN renewal, Clinton's executive order asked the Chinese government for "significant progress" in several other areas, including the status and treatment of political and religious prisoners, preservation of Tibetan culture, international broadcasting, and adherence to the Universal Declaration of Human Rights. He also asked Beijing to comply fully with a U.S.-China memorandum of understanding on Chinese exports made by convicts. In private talks with Chinese officials late last year, the Clinton administration identifie cific actions to meet these conditio

- The United States wants emig to continue and wants China to passports and exit visas to relati certain Chinese exiles in the U States.
- The administration wants U.S. toms access to prison factories su ed of producing goods for export t United States.
- The administration is pressing to release as many prisoners as po with particular emphasis on medic or release of important prisoners in health, and has asked for basic inf tion about 341 important cases.
- The United States has asked Ch allow the International Committee Red Cross to visit Chinese pri convicted of certain crimes.
- We have pressed Beijing to ente a good-faith dialogue with the Lama or his representative on a m ly beneficial approach preservin Tibetan way of life.
- We are asking China to stop jar the Mandarin channels of Voi America.
- Finally, we are seeking greate nese tolerance of religious and p expression to comply with the Un Declaration of Human Rights.

Has the administration move goalposts in the Chinese directio These specific objectives are legi ways of achieving the objectives executive order.

Are these conditions unreaso No. China asks to be treated as a power, and, based on its econom geopolitical weight, it makes a re able claim. Yet the United Stat the rest of the international com are justified in asking China to al certain basic norms of behavior— liferation, trade, and especially rights—in return for great-powe ognition.

China's observance of these no also essential to getting political s

Robert J. Samuelson

Amtrak, Deficits and 'Demosclerosis'

KW

To: Mary Jo Bane
David Ellwood
Bruce Reed

From: Jeremy Ben-Ami

Date: November 19, 1993

I would like to focus your attention for a few moments on a long-term planning venture: thinking about the information and materials with which we want to arm ourselves and the political people who will be trying to sell our welfare reform plan.

In brainstorming sessions with some of the staff, two needs have emerged:

(1) First, we need to provide general information about the welfare system, federal programs and model local efforts that will provide background to people who will be involved in the issue -- speechwriters, surrogate speakers, public affairs staff, and others who do not generally deal with welfare. These people need to be able to talk about the issue, answer questions, and cite examples of the types of things we are trying to do.

(2) Second, we need specific information to prepare us for a campaign at the local level -- as we give speeches around the country, plan site visits for everyone from the President on down, and feed stories to local reporters, etc.

To this end, we have attached some preliminary materials to which we would like your reactions:

ATTACHMENT I <u>State Profiles</u> -- we would like to prepare a state profile on each of a number of key states that would provide information on (1) state welfare statistics and policy; (2) model programs in the state for possible site visits or media stories; (3) individual compelling stories that could be used in speeches or referred to the media; and (4) a summary of the press coverage by major outlets of the welfare issue.

The profile prepared on Illinois for the hearing is attached as is a target list of key states for which we would do such profiles first. We would like your reaction to both the Illinois profile and the list.

ATTACHMENT II Model Programs -- we have written up fact sheets on ten programs nationwide which can be used in public discussion of the sort of innovations we are looking to foster through welfare reform. Are these OK? We will be adding lots of others as we begin to focus on the target states. Ideas?

ATTACHMENT III Fact Sheets -- we want to provide concise fact sheets on a range of programs like the EITC, JOBS, child support and, of course, AFDC. These would be for public use and distribution. This attachment includes the ones that we currently have and a list of others that should be produced. Do you have any additional suggestions?

ATTACHMENT IV Working Group Information -- we want to have a standard write-up about the Working Group, who's on it, and its outreach efforts over the past six months. Drafts are attached for your comment.

We envision providing the above information in a standard binder that would be available to all those (Working Group members, staff, other support operations) who need information about welfare reform for use in scheduling, speechwriting, dealing with the public and the media, etc. This binder would be regularly updated with new information, stories, programs, fact sheets, etc.

The binder would initially be organized as a national resource guide, but as we develop more information on the states (comparable to what was done for the hearings), we will make the binder regional, and perhaps eventually do it on a state basis.

These materials will be much more valuable if you have the time to review them now and think about what would be helpful to you and others down the road. We have some lead time now to think about the type of information the public affairs, legislative and other political people may find useful in the sales effort, and I would really appreciate your comments on this effort.

cc: Kathi Way
Wendell Primus
Melissa Skolfield
Naomi Goldstein
Paul Legler
Ann McCormick

Attachment I

State Profiles

Included in this attachment:

1. Target list of key states for which we will provide a state profile

2. Model state profile -- Illinois

We would like your comments on both the list of key states (should some be added, taken off, etc.) and on the format of the state profile (is it useful, etc.).

Priority States for WRWG Outreach Effort

STATE	**KEY LEGISLATORS and STATE OFFICIALS**	**KEY MEDIA OUTLETS**
Oklahoma	Sen. Boren, Finance Committee	Oklahoma City Daily Oklahoman Tulsa World
Michigan	Sen. Riegle, Finance Committee Rep. Levin, W&MSHR Rep. Camp, W&MSHR State and Local Task Force on WR: Gov. Engler Kay Beard, Wayne Co. Comm. Gerald Miller, Dir. DSS	Detroit Free Press Detroit News Grand Rapids Press
Louisiana	Sen. Breaux, Finance Committee	New Orleans Times-Picayune
Oregon	Sen. Packwood, Finance Committee Rep. Kopetski, W&MSHR Kevin Concannon, Dir. Dept Hum Resources, on State and Local Task Force on WR	Portland Oregonian
Kansas	Sen. Dole, Finance Committee Sen. Kassebaum, Labor & Hum Res.	Wichita Eagle
Missouri	Sen. Danforth, Finance Committee	Kansas City Star St. Louis Post-Dispatch
Rhode Island	Sen. Chafee, Finance Committee Sen. Pell, Labor & Hum Res.	Providence Journal
Minnesota	Sen. Durenberger, Finance Committee and Labor and Hum Res Sen. Wellstone, Labor & Hum Res Mayor Fraser, Minneapolis, State and Local Task Force on WR	Minneapolis Star Tribune St. Paul Pioneer Press

Iowa	Sen. Grassley, Finance Committee Sen. Harkin, Labor & Hum Res. Rep. Grandy, W&MSHR	Des Moines Register
Texas		Houston Chronicle Dallas Morning News Houston Post Forth Worth Star-Telegram San Antonio Express-News Austin American-Statesman San Antonio Light
Washington	Rep. McDermott, W&MSHR	Seattle Times Seattle Post-Intelligencer Tacoma Morning News Tribune
Pennsylvania	Sen. Wofford, Labor & Hum Res. Rep. Santorum, W&MSHR	Philadelphia Inquirer Pittsburgh Press Philadelphia Daily News Pittsburgh Post-Gazette Allentown Morning Call
New York	Sen. Moynihan, Chairman, Finance Committee St. Sen. James Lack, State and Local Task Force on WR	NY Wall Street Journal NY Times Long Island Newsday NY Daily News NY Post Buffalo News Rochester Democrat & Chronicle
Tennessee -- hearing state	Rep. Ford, Chairman, W&MSHR	Memphis Commercial Appeal Nashville Tennessean
New Jersey -- hearing state	Sen. Bradley, Finance Comm. State and Local Task Force on WR: Gov. Florio, Chairman Brenda Bacon, Office of Gov. Michael Pappas, Freeholder, Somerset County	Newark Star-Ledger Asbury Park Press Hackensack Record

California -- hearing state	Rep. Matsui, W&MSHR Russell Gould, Sec. Health and Welfare Agency, on State and Local Task Force on WR	LA <u>Times</u> San Francisco <u>Chronicle</u> Orange County <u>Register</u> San Diego <u>Union-Tribune</u> San Jose <u>Mercury News</u> Sacramento <u>Bee</u> LA <u>Daily News</u> Riverside <u>Press-Enterprise</u> Fresno <u>Bee</u> San Francisco <u>Examiner</u> Long Beach <u>Press-Telegram</u>
Illinois -- Hearing State	Rep. Rostenkowski, Chairman, Ways and Means Committee Rep. Reynolds, W&MSHR Sen. Paul Simon, Labor & Hum Res	Chicago <u>Tribune</u> Chicago <u>Sun-Times</u>

ILLINOIS

DEMOGRAPHICS		State	U.S. (*)	Rank
Population (7/1/92)		11,631,000	255.1m (T)	6
Child Population (4/1/90)		2,961,000	63.9m (T)	4
Percent of Population that are children (7/1/92)		25.9%	25.7% (A)	29
Per Capita Personal Income-FY 89		18,858	17,567 (A)	11
Poverty Rate	1991	13.5%	13.7% (A)	27
	1989	8.8%	12.7% (A)	21
	1983	7.7%	15.4% (A)	32
	1979	11.0%	12.4% (A)	28
Change in Rate (1979-1991)		+2.5%	+1.3% (A)	

Aid to Families with Dependent Children

AFDC – Benefits	State	U.S. (*)
Total assistance payments-FY 92	882.6m	22,223.5m (T)
AFDC Grant-Jan 93 (Mother-two children-0 income)	367	367 (M)
Food Stamp benefit-Jan 93	285	285 (M)
Combined benefits-Jan 93	652	652 (M)
Percent of poverty threshold-Jan 93	70%	70% (M)
Percent change in AFDC benefit levels since 1980	-25.3%	-22.4% (A)

AFDC – Caseloads	State	U.S. (*)
Average Monthly AFDC Caseload (people)-FY 92	228,600	4,768,600 (T)
AFDC Recipiency Rate-FY 92	5.9%	5.3% (A)
Change in AFDC Recipiency-FY 88-92	+2%	+20% (A)
Average Payment per Family-FY 92	322	388 (A)
Average Number in AFDC Unit (10/90-9/91)	3.1	2.9 (A)
Food Stamp Recipiency FY 92	9.94%	9.95% (A)

AFDC -- Income Data	State	U.S. (*)
Percent of Families with Unemployed Parent-9/92	4.8%	5.7% (A)
Percent with Earned Income-10/90-9/91	5.7%	7.9% (A)
Percent Receiving Public Housing/ HUD Rent Subsidy-10/90-9/91	19.3%	21.0% (A)
Number of JOBS Participants on AFDC- FY 91	12,578	460,914 (T)

Child Support Enforcement

Collections and Expenditures	State	U.S. (*)
Total Collections-FY 92	183.3m	7,951.1m (T)
AFDC Collections-FY 92	58.8m	2,252.6m (T)
Child Support Collections per $ of Total Admin. Expends.-FY 92	2.90	3.99 (A)
Average Number AFDC Cases in which a Collection was Made-FY 92	23,639	830,713 (T)
Percentage Change in Total Real Collections since 1983	+472%	+293% (T)
Total Number of Paternities Established-FY 92	18,900	515,393 (T)
Number of out-of-wedlock births-1990	62,148	1,165,384 (T)

*Type: A=average, M=median, T=total

Source: 1993 Green Book

STATE WELFARE POLICY

As part of a recent wave of individual state welfare reform efforts, the State of Illinois has introduced a number of programs that place more personal responsibility on the recipient for him or herself and for his or her family. The State has also supported demonstrations in improving the efficiency of service delivery and providing support services to those recipients who are trying to work. Measures include:

I. Legislation:

•One Step at a Time targets AFDC mothers living in public housing who have limited education, no employment history, children age one or older, and have been on public aid for two years or longer. The program requires participants to enroll in a series of "steps toward employment."

•Relocation to Illinois implements recently enacted State legislation which limits, for families who move to Illinois, for a 12 month period, AFDC payment levels to that of their former state of residence.

•A Chance for Self-Sufficiency tests a transitional education and training program for recipients who have earned their way off of welfare, but require more training to ensure long-term self-sufficiency and job mobility. It also tests the efficiency of allowing a community-based organization (Bethel-New Life in Chicago) to provide orientation, employment training, education, job placement and job counseling, and housing subsidy instead of the State itself.

•Multi-Pronged Welfare Reform Demonstration includes five distinguishable components, each of which is designed to contribute to eventual self-sufficiency by either augmenting service delivery, enhancing family stability or promoting fiscal responsibility. The program include: 1) Youth Employment and Training Initiative; 2) Homeless Families Support Program; 3) Family Responsibility; 4) Paternal Involvement Project; and 5) Income Budgeting Project.

II. Waivers

•One approved this year for the Youth Employment and Training Initiative allows the State to use federal JOBS matching funds to provide services to inner-city AFDC you whose participation in specified programs would count toward required State JOBS levels.

•AFDC waivers were granted in May 1989 for the Chance for Self-Sufficiency program to: 1) mandate that families with children under age 6 participate in the project; 2) allow Bethel-New Life to exempt resources in excess of $1000 for self-employed applicants; 3) to allow supplementation for housing.

III. Other motions include: 1) the Learnfare bill, designed to encourage teenage welfare mothers to stay in school; and 2) a bill to cut additional benefits to welfare mothers having more than one child (this bill passed in the State Senate earlier this year but failed in the House).

MODEL PROGRAMS

Project Match: A Long-Term Welfare-to-Work Program

CONTACT: Toby Herr
312-266-6464

LOCATION: 1276 N. Clybourn
Chicago, IL 60610

MISSION: 1) to provide long-term assistance to welfare dependent families as they move through multiple career stages toward economic self-sufficiency; and 2) to document and disseminate lessons learned about the process of leaving welfare.

SUMMARY: Project Match uniquely understands the difficulty involved in leaving welfare and persistent poverty and recognizes that it involves false starts, setbacks and incremental gains. The program, therefore, makes a commitment of long-term support (3-5 years) to its participants. Its service goals include helping participants enroll in and complete training and education programs, obtain and keep jobs, advance to better jobs, and become quickly reemployed when they lose their jobs.

Participants may move through Project Match in a variety of ways. After receiving an initial assessment, a participant is placed in one or more of a range of activities, including education, training, employment, and community volunteer work. The combination and sequence of activities vary for each participant as does the length of time in the program. Key services include job development (i.e., help to find a job), job and school retention support (e.g., help to keep a job or stay in school), and recognition for attainment of incremental milestones (e.g., working for two months, regularly attending GED classes).

SCOPE: Project Match has worked with more than 740 residents of the Cabrini-Green community in Chicago. Service sites include the Winfield/Moody Health Center, the program's primary service site, and a second site funded by the Department of Health and Human Services at a Head Start in Cabrini Green. Northwestern University's Center for Urban Affairs and Policy Research and the Erikson Institute of Chicago serve as research sites.

EVALUATION: A study of participants suggests the relative success of the Project Match approach. The average number of months worked among participants increased by about one month in each of the three years studied, and hourly wages increased by 23% between year one and year three.

FUNDING: Sources include mostly State funds (e.g. Illinois Department of Public Aid and the Illinois State Board of Education) but also a federal grant from the Department of Health and Human Services through their Office of Community Service's Demonstration Partnership Program. The Primary funders of the Project's policy research work include The Joyce Foundation and Woods Charitable Funds. The Project receives other local foundation support and private donations.

Women's Self-Employment Project

LOCATION: 166 W. Washington Street Suite 730
Chicago, IL 60602
Connie Evans, Executive Director 312-606-8255

MISSION: 1) to raise the income and degree of economic self-sufficiency of low- and moderate-income women through a strategy of self-employment; and 2) to serve as a catalyst for developing viable options for alleviating poverty.

SUMMARY: WSEP is the only non-profit, city-wide financial services/entrepreneurial training program targeting poor women in Chicago. Since 1986, WSEP has successfully supported the efforts of low-income women to increase family economic self-sufficiency, leave welfare, create new options for their children, achieve empowerment, demonstrate credit-worthiness, and launch their own micro businesses. WSEP has distributed over $500,000 in small, short-term loans and has provided business tools and information to nearly 3000 women.

WBI: The Women's Business Initiative, a WSEP program, offers 150 Chicago women receiving AFDC a chance to get self-employment training and begin their own small businesses, without losing their AFDC benefits. WBI provides business training sessions twice a week for twelve weeks in which participants: 1) complete a comprehensive business plan; 2) develop their products and services; 3) network with and provide peer support to their colleagues; 4) practice business skills, including marketing and presentation.

Participants receive public aid in the form of subsidized child care, continued eligibility for AFDC cash assistance and Medicaid, and eligibility for child care and Medicaid for up to one year after leaving AFDC cash assistance. Finally, women who participate:

1) Must be committed to opening and operating a business;
2) Will complete a comprehensive business plan;
3) Must arrange to attend classes regularly and on time;
4) Can apply to WSEP's Revolving Loan Fund for a micro business loan.

FUNDING: WSEP is the only agency in Illinois to receive a Job Opportunities for Low-Income Individuals (JOLI) grant from the U.S. Dept. of Health and Human Services ($500,000 for three years). WSEP also receives private foundation money.

LEGISLATION: Rep. Barbara Flynn Currie introduced HB707 (Illinois Self-Employment Training Legislation), co-sponsored by Sen. Alice Palmer, and signed into law by Gov. Edgar in July 1992. This law permits AFDC clients to accumulate up to $5000 worth of assets used for self-employment ventures without losing their AFDC eligibility for two years and requires the Illinois Department of Public Aid to include self-employment in the Illinois JOBS plan.

CONTACTED BY: Helene Grady, 202-401-4886

The Albany Park Community Center

LOCATION: 3403 West Lawrence Avenue #300
Chicago, IL 60625

CONTACT: Frank Albanese, Executive Director
312-583-5111

MISSION: to increase the stability of families and to aid the healthy development of children. The programs are designed to strengthen families and to protect children, while assisting with their development. Their primary objectives are to promote a suitable environment in which to raise children, a stable neighborhood, the steady employment of adults -- especially heads of households -- and a healthy living environment for individuals and families.

SUMMARY: While providing a wide range of services to its local community, The Albany Park Community Center, Inc. tackles specifically the problem of child care and early child education for welfare families. The Center is a not-for-profit, community-based organization located in the multi-ethnic, working poor neighborhood of Albany Park, but it operates at eight locations in and around the Albany Park community. Since 1975, the Center has provided programs in areas such as: early childhood education and day care, family programs, programs for school-age children, literacy and adult education, and community service.

One objective of the child education and day care programs is to assist parents who meet income and program guidelines in maintaining economic self-sufficiency. The Pre-School Day Care serves 40 children from 3 to 5 years old. The Center is open from 7:30 am to 5:30 pm and provides the service primarily for working-poor parents who meet income and program guidelines. The School-Age Day Care program meets these same needs for families with children aged 5 to 13 who need provision after-school and on holidays and vacations. The Center additionally promotes self-sufficiency through its Adult Literacy Tutoring Program, its Adult Basic Education classes for adults 16 years or older not enrolled in high school, its GED preparation classes, its Adult Education Information and Referral program, and its Life Skills/Lifelong Learning program.

FUNDING: The Center is a United Way agency. It also receives State money and private donations from foundations and individuals.

REFERRED BY: John Bouman
Legal Assistance Foundation of Chicago
312-341-1070

CONTACTED BY: Helene Grady, 202-401-4886

The Martin Luther King, Jr. Community Services, Inc.
Single Parent Employment Development Program

CONTACT: Kara Fiene
815-233-9915
LOCATION: 511 S. Liberty Ave.
P.O. Box 663
Freeport, Illinois 61032
***Freeport is a town of approximately 26,500 residents; it is in the northwest corner of Illinois, about 30 miles west of Rockford, 20 miles south of Wisconsin, and 60 miles from the Iowa border.

MISSION: to provide single parents in the Freeport area assistance in finding jobs and gaining self-sufficiency.

SUMMARY: The Single Parent Employment Development Program targets welfare clients' difficulty in obtaining jobs because of inaccessibility to interviews and openings as well as a lack of basic skills training. The program was created to assist clients in accessing employment with long-term career potential that could lead to self-sufficiency. The SPED program, therefore, includes a ten-hour per week on-the-job training for those clients who are eligible. The main component of SPED, the Single Parent Initiative Resource and Linkage Program (SPIRAL), connects single parents with transportation, child care and other resources essential to their attaining and maintaining employment. An Advisory Committee consisting of Human Resource professionals that represent various area businesses meets quarterly to discuss practical ways to assist the women.

Any single parent in Stephenson County who is 16 years of age or older is eligible for these services which also reach out to parents in Joe Davies and Ogle Counties. Support is provided through groups, workshops, and/or individual contacts. Some of the targeted areas for support groups include:

- family issues
- parenting concerns
- alcohol and substance abuse prevention
- parent-child interaction
- self-esteem
- healthy living
- preparing for college
- career decisions
- home management skills

In the Career Matched Mentoring Program the SPIRAL Advisory Committee members are matched with clients interested in their field of work. The mentor has monthly contact with the participant by phone, home visits, and worksite visits. Participants receive assistance in setting career goals and guidance with regard to the steps they need to take to reach those goals. In a similar program, the Mom-to-Mom Mentoring, "mentor mothers" are paired according to common interests with single parents to whom they provide education, friendship and support. All of these mentor relationships are supervised by directors at the Center.

FUNDING: The Single Parent Employment Development Program has been funded in part by the "Community Partnership Fund," a 1990 grant developed by the Illinois Department of Public Aid. The Martin Luther King, Jr. Community Center is also a United Way Member Agency.

REFERRED BY: Susan Eby, Illinois Dept. of Public Aid, 217-782-1210
CONTACTED BY: Helene Grady, 202-401-4886

Tri-County Urban League, Inc.
Employment Program

LOCATION: 317 MacArthur Highway
Peoria, IL 61605
***Peoria is a city of 113,504 residents situated in central Illinois, approximately 150 miles from both Chicago and St. Louis.

CONTACT: Annie Gordon, Associate Director
672-4362

MISSION: to serve the community with several programs designed to ease the employment training and retention process for low-income adults in the Peoria area. Its education, training, support and personal fulfillment programs target young adults, displaced homemakers, teenagers and entire family units.

SUMMARY: Focusing on helping welfare recipients back to work, the Employment component of the Tri-County Urban League consists of several programs to assist participants in career guidance and placement. Its programs include:

- Job Placement and Referrals: designed to assist individuals in obtaining gainful employment to match their skills, talents and capabilities.

- Pre and Post Job Guidance: helps those minority participants who need to learn the basic skills for obtaining employment and keeping a job. This program includes follow-up counseling for any problems that interfere with participants' job retention.

- Vocational Guidance: includes sessions on career exploration, educational opportunities, and job training, as well as support groups on specific issues. This component focuses on helping displaced homemakers with skills development.

The League's New Horizons Center also offers programs to promote family stabilization and education. Its components include: a Parent- Child Education Center, an Effective Black Parenting Class, Teens Organized for Pride and Success, and Man to Man, a series of workshops specifically designed for males ages 13-19. A speaker meets weekly to discuss subjects related to sexuality, parenting, family, careers, cultural awareness, etc.

FUNDING: The program is funded basically through United Way funds, but also through State money and a federal grant from the Department of Health and Human Services to provide programs for Afro-American males.

REFERRED BY: Arlene Happach,
Children's Home Association, Peoria
309-685-1047

CONTACTED BY: Helene Grady, 202-401-4886

INDIVIDUAL EXPERIENCES

Mary Hartsfield
c/o Women for Economic Security
312-663-3574

Mary, a single mother of three children, had been on AFDC for sixteen years but has now broken free of the welfare cycle. At sixteen years old, Mary had a baby and started on AFDC under her mother's benefits; at 18 she was independently on AFDC. She dropped out of high school and had tried GED classes and Job Searches, but neither of these worked out for her. Mary had had three or four low-paying jobs and had been evicted several times (the last time was about one year ago) from her residences.

Mary identifies several obstacles in her long road off of welfare. Primarily, even though she had had a few jobs, Mary quickly realized that it did not pay for her to work. She had had little work experience and little education; therefore, when she found a job, it was always for very low pay. She could not afford child care for her three children and had no insurance with these jobs. Additionally, Mary cites transportation, both to find a job and to afford to get to work everyday, as one of the biggest obstacles to her self-sufficiency. Another major problem that Mary discusses is the difficulty that she had raising her children in a welfare home. She had to send one of her sons to Iowa to live with relatives in order to save him from the gang pressure that especially afflicts welfare children because the gangs offer them the money that their parents cannot.

Two programs in particular played instrumental roles in Mary's road to self-sufficiency: the Legal Assistance Foundation and Women for Economic Security. The Legal Assistance Foundation took Mary's landlord to court for illegal eviction a year ago and won Mary's case. This win has helped to keep her head above ground for awhile. The second group, Women for Economic Security, has given Mary the self-confidence as well as the basic skills and information that she needed to attain her GED and to motivate her to continue her schooling. Mary has worked as a volunteer for WES for 3 years now, is off welfare thanks to her court settlement, and serves on the Social Services Advisory Council Board for the State of Illinois. Additionally, Mary has testified before the regional field hearing of the House Ways and Means Committee in Chicago and has appeared in several media articles and pieces.

From my conversation, I feel that Mary is a very enthusiastic and involved resource on the grass-roots level who could present herself and her experiences very well to the press, to members of the Working Group, and anyone else who might be interested in her experiences and opinions.

Referred by: Jackie Lynn
Women for Economic Security
200 S. Michigan Avenue
Suite 1400
Chicago, IL 60604
312-663-3574

Interviewed by: Helene Grady
401-4886

Maria Joan
708-980-4171
DuPage County, IL

Maria is a 38 year-old single mother of four boys ages 19, 15, 14, and 6. In 1981, Maria was laid off from her $11.75 an hour factory job when the plant closed and moved to Mexico. While on unemployment compensation, her husband broke into her home with a gun and stole everything she owned. She slept in a car for 8 months while her children were being cared for by DCFS. In order to get her children back, she went on AFDC; she acquired housing with the help of a section 8 voucher. She receives only public child support; one father of her children owes them more than $59,000 in child support payments but has not been found.

In describing the problems within the welfare system that hold women such as herself back, Maria emphasizes child support enforcement, child care, transportation, and education. Maria still receives AFDC benefits because she has realized that for her work does not pay. She cannot afford child care for her youngest son who will start school this year. She could work only part time after he is in school. In order to have better schools for her children, Maria moved to the suburbs of Chicago, but she cannot afford the transportation costs of getting into the City for work. Maria has also had problems keeping her sons away from the gangs that feed on the boys' economic disadvantages. One of her sons is currently in juvenile hall in Harrisburg, IL for gang-related crimes.

Maria has become very active in fighting for rights for the economically disadvantaged. She works as a volunteer for Women for Economic Security and works with advocacy groups. She has had much exposure to the press; she has written an article entitled "My Life" and has been interviewed by the Chicago Tribune. She testified at the Energy Assistance hearings in Illinois, has been interviewed by Channel 2 local news in a piece entitled "The Hidden Poverty in DuPage County," and has appeared in a videotape produced by "Voices for Illinois Children." Among other topics, Maria advocates strongly for increased funding of Head Start (three of her four children finished a Head Start program), abortion rights, mandatory AIDS testing for teenagers, and restoration of the Low-Income Home Energy Assistance Program.

From my conversation with her, I consider Maria a very informed and articulate welfare recipient who can express her experiences well and who would be more than willing to talk with anyone about those experiences and about her opinions/ suggestions.

Referred by: Jackie Lynn
Women for Economic Security, 312-663-3574
Interviewed by: Helene Grady, 401-4886

Mary Gonzalez
312-476-3927
"Back of the Yards," Chicago

Mary, a 48 year-old wife and mother of two children (a 13 year-old daughter and a 17-year old son), grew up on welfare and is now fighting to stay off of welfare. She lost her job two years ago after 25 years with the same meat-packing house which closed down her department. She receives severance pay and holds flea markets weekly in order to survive without public aid. Although she is not currently on welfare, Mary has been involved with Women for Economic Security where she interacts largely with welfare recipients dealing with problems similar to hers.

In describing her experiences with the welfare system, Mary has emphasized several points for discussion, including child care and the poverty level. Child care, Mary believes, is the biggest thing holding women back from self-sufficiency. Mary also points to the low poverty level; many families such as hers are above the poverty level but, with no insurance and few benefits, still need public aid to stay on track.

Mary's experience with Women for Economic Security has been very positive. She explains that their life skills class (a 9 week course in basic skills and self-esteem) for AFDC women pulled her out of a deep depression that hit when she lost her job. Currently, Mary works out of her own home, starting a program called "Mary's Kids" for children ages 6-15 with which she tries to create a family atmosphere for these children from primarily broken-down homes. Her group, consisting of children from her immediate neighborhood, has started a garden for the 4-H club, goes on outings, etc.

Although she is not currently on welfare, I think that Mary could be a good example of the many borderline families struggling to stay off public aid. She hates the system and knows why she hates it. Mary has some exposure to the press, having been interviewed by cable television and having spoken at the People's Inaugural, a program for the homeless in Chicago in January. Although this is not as much experience as some others, Mary seems very open about her story and willing to talk to the public.

Referred by: Jackie Lynn
Women for Economic Security
312-663-3574

Interviewed by: Helene Grady, 401-4886

Beatrice Lynn Hardy
312-434-9613

Beatrice Lynn is a 31-year old widow and mother of three children. She began on AFDC when she moved with her husband to Chicago; he eventually began working, and they went off welfare. However, she left her husband five years ago and because she was not receiving child support from her husband, went back on welfare for three years. At the time, she had one child in school full-time, one part-time and one at home.

Lynn describes several obstacles that she encountered while on welfare that made it difficult for her to get off AFDC. The thing that she hated the most about the system was the way that it forced her to live a lie for three years. While on AFDC, Lynn was not receiving enough money to survive with her children. Therefore, she had to work on the side in order to make the extra money she needed, but she could not tell the government that she was earning money. She feels that she had no choice but to work "off the books." Other problems that Lynn encountered include: lack of child care, inability to afford transportation, and child support enforcement. Lynn explains that even when the government was collecting the child support, she never saw the money because they simply used it against her benefits.

Eventually Lynn became involved with the Women's Self- Employment Project to which she was referred by an art teacher who saw some potential in her work. She was on AFDC at the time she joined WSEP's Buddy System program. Here she worked with four other women in similar situations who also wanted to start a business. This "ladies success circle" provides WSEP with collateral for their loans through peer pressure rather than financial means. Lynn used her first $1500 loan to begin a graphic arts business, Lynn's Designs. After 18 months, she had expanded her business from business cards and signs to Afro-centric posters and calendars, t-shirts and murals. Her second loan, for $3500, bought more supplies, and Lynn's business continues today. She is now supporting herself and her children without public aid.

Although Lynn does not have any prior experience with the press or with public hearings, I would not hesitate to contact her about a visit or an interview at any time. She cares very much about the system and about welfare recipients and would be willing to expose her story for the sake of education.

Referred by: Connie Evans, Executive Director, WSEP
312-606-8255
Interviewed by: Helene Grady 401-4886

Joan Kyles
312-643-8467
Chicago, IL

Joan, a 28-year old single mother of three children, grew up on welfare in her mother's home. Joan graduated high school but during her first year in college, she had a child and went back to the welfare system. Joan was not receiving child support and never has received support from the father in seven years.

During these seven years as a welfare mother, Joan has encountered several obstacles that have made it difficult for her to work her way off of welfare. Her primary problem has been the fact that welfare inhibits mothers from working even when they try to work. Joan had held two jobs but quit both of them because the day she was hired, her public aid was cut. She could not afford self-sufficiency with a job without her benefits also. Joan was lucky with child care in that her mother took care of her children for her.

Two years ago, Joan got involved with the Women's Self-Employment Project, and it has helped to change her life. Joan had been a street peddler when she heard about the program that could lend her money and offer her support in her business intiative. The most valuable aspects of the program for Joan have been the sisterly support of people in similar positions and the ability it offers for her to hold onto her AFDC benefits for two years while she is self-employed. These assets have made it possible for Joan to start her own home-cleaning business called Kyles Cleaners. She works out of her own home, her business is successful, and she expects to be free from public aid within a year.

Joan has never testified at a hearing and does not have any press exposure. She has been very open about her story, however, and although she might not be as politically motivated as some of the other women I interviewed, her story is an interesting and exemplary one. She is willing to speak with anyone else who might be interested.

Referred by: Connie Evans, Women's Self-Employment Project
312-606-8255

Interviewed by: Helene Grady, 401-4886

Kathy Price
815-233-2505
Freeport, IL

Kathy, a 33 year old mother of two children, spent over eight years on AFDC. Her husband left her and the children eleven years ago and has never been contacted. At that time, Kathy, who had been working full-time, started on AFDC despite continuing to work full-time. She could not make ends meet and needed additional assistance. When her employer shut down, in late 1987, Kathy decided to start school full-time which she did in the spring of 1988. By December 1991, Kathy had earned an associates degree. During these three years, she was completely dependent upon AFDC.

Kathy clearly identifies specific obstacles within the welfare system that had made it difficult for her to gain self-sufficiency despite her working full-time. Primarily, Kathy cites education as a reason for her dependence. She made three times less salary than a coworker in a similar position because the coworker had the college degree that Kathy lacked. Additionally, she emphasizes child care expenses and the lack of insurance as major obstacles. At one point when Kathy had no insurance coverage, one of her children was injured, needed surgery, and Kathy had to pay for the treatment herself. Finally, Kathy has never received any child support from her ex-husband.

Some of her success today, Kathy attributes to the Martin Luther King, Jr. Community Services Center whose Employment Development Program trained her for a job and helped to find her an interview while she was still finishing school. During her last semester, Kathy divided her time between school and her on-the-job training arranged through the King Center. The training experience led to a permanent position as a programmer analyst, a position that Kathy still holds today. Since she began work full-time, in December of 1991, Kathy has been completely free of public assistance.

Kathy has not had much press exposure, being covered only once by local media when she spoke at a luncheon for the King Center. However, Kathy clearly can explain the difficulties she faced as a working AFDC mother, and her story is very inspirational and optimistic.

Referred by: Kara Fiene,
Martin Luther King, Jr. Community Services, Inc.
Single Parent Employment Development Program
815-233-9915

Interviewed by: Helene Grady, 202-401-4886

PRESS REPORT

Chicago Tribune

Welfare reform has been a very prominent part of the *Tribune*'s editorial and news coverage over the past year. The paper, though officially politically "independent," seems to take a liberal stance on the issue. Generally, its editorials and commentaries have recognized the need for broad reform of the welfare system, the inadequacy of the 1988 Family Support Act because of states' inability to meet matching requirements, and some disadvantages of many of the programs that make up the recent wave of state reforms such as those demonstrations in NJ, WI, and Illinois. The writers seem to see access to child care, education, and training as essential to any type of self-sufficiency program. In general, while usually defending welfare mothers and children, the paper tends to support Clinton's vision for welfare reform but also wants to see concrete actions implementing his ideals.

Most of the coverage of the issue has been through editorials, but some commentaries and news stories have also appeared. Key reporters seem to be Carol Jouzaitis who writes news stories on the issue of reform and on Clinton's administration as well as Hugh Dellios who also covers the issue as a news topic. Various columnists have contributed their opinions to the paper and several non-designated editorials have appeared over the last year and a half.

The coverage has repeatedly included the expert opinion of Doug Dobmeyer from the Illinois Public Welfare Coalition (312-829-5568). Highlighted programs include: 1) Illinois' Project Chance, a job training and literacy program whose funding has been cut this year; 2) Illinois' Earnfare; 3) the Day Care Action Council of Illinois (Shelley Peck, 312-561-7900); 4) Options for People, a successful non-profit community welfare-to-work program (312-921-3000); 5) Suburban Job Link (John Plunkett 312-522-8700); and 6) Chicago Commons West Humboldt ETC (Jody Raphael 312-772-0900).

<u>The specific articles include:</u>

Feb. 9, 1992: Commentary; Clarence Page; "The Flip Side of Welfare 'Reform'":

Page highlights NJ's child benefits reform proposal as an example of a recent wave of behaviour-modification approaches to reform. Wary of workfare and other state proposals that only "impose new hardships instead of removing old ones," he implies that a stronger national stand for "genuine reform" needs to be adopted. Finally, Page describes President Bush's campaign tactics as merely renaming the provisions of the 88 FSA as his own ideas.

Feb. 11, 1992: Editorial; "Reform Welfare, but Cautiously":

This piece comments on Bush's support of the new wave of state welfare reforms that demand something from recipients in return for public aid and on Bush's vow to make waivers easier to obtain. It defends the notion of welfare, saying that most recipients are not dependent from generation to generation. It implies, however, that reform is needed; but cautions strongly against federal waivers being automatic (cites the New Jersey waiver as an example of the danger of the lack of federal control).

April 20, 1992: Editorial; "Welfare reform, Wisconsin-style":

This piece discusses the political pressure surrounding welfare reform which makes "the line between genuine reform and opportunistic bashing a thin one." It considers the Wisconsin intiative for reductions in benefits to teens having babies an "unhealthy mixture of both" of these circumstances which "panders to middle-class resentments." The points of the piece include: 1) reform is needed but should not result in a cutback in aid for children 2) a defense of AFDC families; they do not generally have more children for the additional benefit.

April 29, 1992: News; "Welfare reform revisited in tightfisted legislature" by Hugh Dellios:

Dellios outlines pending action in Springfield to reform welfare by: 1) freezing benefit levels for people moving into Illinois and 2) stopping additional payments per child to AFDC mothers who have more than one child. The article presents both sides but emphasizes the opposition's argument which says that these reforms are based on misperceptions about the quality of life on AFDC. The opposition also points out that the recession has left people bitter and in favor of cuts in public aid. Dellios quotes Doug Dobmeyer from the Illinois Public Welfare Coalition as an expert opinion for the opposition.

May 1, 1992: News; "Lawmakers look to trim welfare list" by Hugh Dellios and Robert Vitale:

The authors review pending Illinois legislation, particularly the "Learnfare" pilot program that would force teenage welfare mothers to go to school. The article cites Lynda Wright, a former recipient and worker for the Illinois Public Welfare Coalition (is no longer with the Coalition), and Joseph Antolin, Deputy Director for the IL Dept. of Public Aid.

July 19, 1992: "Voice of the People" Column; "How to make the welfare system work" by Sandra O'Donnell:

O'Donnell advocates for more federal funding of the '88 Family Support Act with lower state matching requirements. She also stresses the principle of making work pay, recognizing the need to include child care and health care in a self-sufficiency program for working parents.

September 10, 1992: News; "Clinton tells his welfare reform plan" by Mitchell Locin:

Locin covers the campaign rhetoric on welfare reform: Clinton v. Bush. He emphasizes Clinton's trying "to piece together a winning coalition by performing a juggling act between loyal constituencies and disaffected Democrats." Locin infers that Clinton is trying to sell his welfare reform plan in a way that appeals to all of his interests.

February 2, 1993: Editorial; "Earnfare earns its keep":

The author supports Illinois' Earnfare program which "places former transitional assistance recipients into part-time jobs with Illinois employers. The State pays the minimum wage for a 62-hour-a-month job, plus $111 a month in food stamps and some commuting costs." Employers get free labor for six months and the opportunity can lead to a permanent job for the client.

February 3, 1993: News; "Clinton focuses on jobs, welfare" by Carol Jouzaitis and Michael Arndt:

The report reviews basic points of Clinton's reform vision and its relation to the Stimulus plan.

February 4, 1993: Editorial; "Welfare as we'd like to know it":

This column comments on Clinton's plan to "end welfare as we know it." It points out that the '88 Act never got off the ground because the recession kept the states from meeting their matching requirements. It supports reform but adds that Clinton's bold proposals are not yet supported with concrete action; it leaves the burden of welfare reform on Clinton. (see attached copy).

February 11, 1993: News; "State plans to launch 5 welfare programs" by Rob Karwath:

Karwath outlines five Illinois demonstration proposals approved by HHS. He highlights Illinois' Project Chance, a program that will be set up to target noncustodial fathers, and he quotes Doug Dobmeyer as an expert opinion.

March 3, 1993: "Voice of People" column; "Closing off promise of Project Chance" by Shelley Peck (Day Care Action Council 312-561-7900):

Peck discusses the need for child care for AFDC mothers in getting off welfare; cites Project Chance as a successful model that is being cut by the Illinois government.

March 9, 1993: News; "Poor need more time, study says" by Nancy Lawson:

Lawson reports that recipients need more than two years to get off welfare. Advocates hope Clinton's limit will be flexible. Key source for the article is: Jody Raphael from Chicago Commons West Humboldt ETC.

March 30, 1993: News; "A welfare option that works" by Julie Poppen:

Poppen highlights small non-profits whose welfare-to-work efforts have been successful. Two programs are highlighted: Options for People (312-921-3000) and Suburban Job Link (John Plunkett, head, 312-522-8700).

April 15, 1993: News/Commentary; "Cap on welfare still a family matter" by Sharman Stein:

Stein discusses the question of whether AFDC mothers would continue to have children if the additional benefit was revoked; generally defends the mothers but presents both sides of the issue.

April 26, 1993: Commentary; "Poor suffer as states jump on the welfare 'reform' bandwagon" by Michael Gauf:

This piece comments again on the wave of state "punitive" reforms, saying that reform should not mean simply budget-cutting. Rather, states need to concentrate on self-sufficiency programs that might cost money.

Chicago Sun-Times

Welfare reform has not been as prominent an issue in the *Sun-Times* as it has been in the *Tribune*. This paper, generally considered politically conservative, has presented a series of editorials on welfare reform that fashion a moderate stand on the issue. Overall, the editorial board tends to support more federal involvement, decreasing state responsibility, as well as overall reform of the system. No model programs or key contacts are highlighted in the editorial coverage.

***Because the Library of Congress has no access to an index for the *Sun-Times* after the early 1980s and because the paper itself could only release to the public the listings of editorials, only these editorials were used in compiling this report.

<u>The specific editorials include:</u>

December 11, 1992: "Clinton can't ignore inner city problems":

This piece criticizes Clinton's lack of direct focus on inner city problems since his campaign. It supports welfare reform as is discussed in *Mandate for Change*.

February 8, 1993: "Edgar should lead a review of DCFS":

The author sees Clinton's opening of the debate on welfare reform as an opportunity for Illinois to evaluate its own programs. It offers one State program by which relatives are paid money to take in children from their extended family as an alternative to foster care as an example of things that need to be reevaluated.

February 9, 1993: "Send the IRS after deadbeats":

Here, the paper advocates a stronger message on child support enforcement: "Paying child support is as important as paying taxes." It suggests that because state agencies do not have the capabilities for such an enormous task, that collection be turned over to the IRS.

February 16, 1993: "Put unspent U.S. cash to work":

This piece proposes that Congress eliminate state matching requirements for JOBS programs. Because of the recession, states cannot afford to pay their share and lose their federal dollars, money which then lies unspent.

April 22, 1993: "Setting welfare cap is worthy proposal":

This commentary supports the Illinois proposal to cap payments to mothers who have additional children while on welfare. It considers current incentives "backward." Further, it does not see children as the potential victims of such reform because the families would still receive food stamp benefits, child care or health care.

June 8, 1993: "Rosty plan means JOBS funds":

Again, this piece asks that state matching requirements be revoked. It supports Rep. Rostenkowski's proposal that would reduce matching requirements and make other changes in the JOBS program.

Peoria *Journal Star*

The *Journal Star*'s (circulation: 85,024 coverage of Illinois welfare reform has been fairly complete, even though it rarely discusses a national welfare reform plan. The paper presents a relatively moderate stance on the issue, usually discussing both sides, with the exception of one key reporter named Toby Eckert who presents a liberal opinion. Issues such as Illinois' welfare reform proposals including Learnfare, a cap on additional benefits per child, a requirement for able-bodied recipients to work, and a program to force teenage welfare mothers to go to school are discussed widely. Key expert opinions include Doug Dobmeyer from the Illinois Public Welfare Coalition and Joseph Antolin from the Illinois Department of Public Aid. Other than State proposals, the paper does not highlight specific model community programs.

<u>The specific articles include:</u>

February 17, 1992: News; "Welfare reform bills stress stick" by Toby Eckert:

Eckert reviews the pending legislation in Illinois sponsored by Sen. Frank Watson (R-Greenville). He highlights two bills in particular: 1) a cap on additional benefits to mothers with more than one child; and 2) a requirement for able-bodied recipients to go to work. Eckert presents both sides of the debate: Watson defends his bills and Doug Dobmeyer (Il Public Welfare Coalition) represents the opposition.

March 29, 1992: Commentary; "Edgar hints at some form of welfare reform" by Toby Eckert:

Eckert criticizes the reform bills pending in Springfield as unreasonable alternatives. He defends welfare families and emphasizes the need for job training and education components in any reform bill, as he states: "Simplistic slash-and-burn approaches will do little to further genuine reform. Unless lawmakers are willing to make the investments needed to truly improve the lot of the needy, we're stuck."

May 1, 1992: News; "Tie vote stalls welfare reform" by Toby Eckert:

Eckert reports on the stalling of the bill to cap welfare benefits for mothers due to a 7-7 tie in a Senate committee. He discusses Learnfare a bill which passed through the committee
that would require teenage welfare recipients and their children to attend school. He presents both sides as Joseph Antolin speaks for the State and Lynda Wright

(Public Welfare Coalition) defends welfare families.

January 27, 1993: News; "Bills offer incentives to leave welfare track" by Toby Eckert:

Here Eckert reviews legislation introduced by House Republicans which would add a $50 increase in benefits to encourage teen parents on welfare to stay in school. The bills would also impose copayments on Medicaid recipients and require child immunizations before AFDC families would receive benefits. Eckert reviews the support for the bill and also presents the opposition, represented by Doug Dobmeyer (Public Welfare Coalition) who is quoted saying, "The bills were manufactured somewhere on Pluto and have no basis in reality."

February 4, 1993: News; "Welfare plan might work in 'ideal world'" by Pam Louwagie:

Louwagie writes in response to Clinton's speech to the NGA in which he emphasized three ideas for welfare reform: work, an expanded EITC, and a national database for tracking "deadbeat dads." The article surveys local responses to his ideas. It talks to Brent Hursey-McLaughlin, assistant to the director at Peoria's South Side Mission, who is apprehensive about the reality of reform; Amy Owens and Arleatha Foster, residents of the New Promise Shelter, who discuss the need to make work pay; and Dean Schott, from the Illinois Department of Public Aid, who verifies Illinois' increase in welfare recipients in recent years.

April 25, 1993: Commentary; "Better off on welfare" by Shari Mannery:

Mannery presents Cynthia Davis, a high school grad and single mother living in pubic housing and on AFDC, as a case study example of how it does not pay for welfare mothers to go to work.

May 5, 1993: News; "Vote targeting mothers on welfare delayed in House" by Bill O'Connell:

O'Connell presents an update on this bill as it reaches the House. William Oppen from the Illinois Dept. of Public Aid, supported by Gov. Edgar, the Illinois Catholic Conference and Voices for Children, speaks against the bill.

June 23, 1993: News; "Child-support deadbeats pay up or paint" (AP) by Jennifer Dixon:

The paper prints Dixon's article which discusses a Wisconsin law to force deadbeats into community service if they do not pay their obligations. It recognizes the necessity of better child-support enforcement.

July 12, 1993: News; "Welfare compromise created budget deal" by Toby Eckert:

Eckert reports on the role of a welfare compromise in helping the two parties to agree on a budget. The Republicans allowed an increase in AFDC benefits while Democrats agreed to fund certain welfare reform initiatives.

Springfield *State Journal-Register*: Capitol City Newspaper

Although welfare reform has been a prominent issue in Illinois and its legislature, it has not been covered extensively in the *State Journal-Register*. The editorials that the paper has printed seem to take a conservative stand, supporting tough, "punitive" reforms like some of those that have been introduced within the State. The paper additionally seems to have put the pressure on President Clinton to live up to his promise to "end welfare as we know it." Where it supports this ideal, it does not necessarily feel confident that the present Administration can handle this responsibility. No key news reporters seem to concentrate on welfare issues, and the paper has not highlighted any specific programs or individuals involved in welfare reform.

***Because of an inability to attain copies of the paper from March 1993 to the present, articles from the April 19, May 4, May 5, May 12, June 2, and June 4 issues have not been included in this report.

<u>The specific articles include:</u>

July 22, 1992: Editorial; "Welfare Reform has to include 3 key elements":

This piece calls for strong reform in order to target "the real drain on the welfare system...the long-term recipient, like the teenage mother." It proposes a program of "education + marriage + work." Finally, the author praises state "punitive" reforms such as the ones in Wisconsin and California.

February 3, 1993: News; "$31 billion Clinton plan for economy" provided by the New York Times News Service:

The article reviews the President's speech to the NGA, emphasizing his ideas for welfare reform.

February 8, 1993: Editorial; "Clinton must take lead in reforming the welfare system":

This editorial questions Clinton's leadership in welfare reform; it says that he has called for the reform, but asks why he has been stalling on making a move. It emphasizes that he could not be stalling because of a lack of Republican support on the Hill for welfare reform because most Republicans support reform measures. Finally, it makes two suggestions for reform: that the proposal sticks to the two-year limit and that states be granted more freedom through waivers.

Attachment II

Model Programs

The model programs that we have included so far are:

1. New Hope Project, Milwaukee, WI
2. Project Match, Chicago, IL
3. Teen Parent Demonstration, Chicago, IL
4. Parents' Fair Share Demonstration, New Jersey
5. Riverside GAIN, CA
6. ASSETS, Alabama
7. LEAP, Mississippi
8. CAP, New York
9. Single Parent Employment Demonstration, Utah
10. Kenosha JOBS, WI
11. Paternity Affidavit Program, Washington

Please let us know your reactions, comments, and additions to this list.

The New Hope Project

CONTACT: Julie Kerksick
414-342-3338

LOCATION: 623 North 35th Street
Milwaukee, WI 53208

MISSION: 1) to demonstrate to leaders, policy makers and citizens that there is a better, more humane, more cost-effective way to deal with poverty and joblessness than the current welfare system; 2) to bring about changes in federal and state policies.

> **The New Hope Project is a significant model program that focuses on making the transition from welfare to work a timely and affordable option. It is a valuable test of several aspects of the welfare-to-work transition and of the supports that are needed to make work pay for welfare recipients.**

SUMMARY: The New Hope Project, which represents a unique partnership between private and public sectors, is seen by many policy makers as a significant test of how to make work pay. The Project is a three year demonstration that will assess the effect of subsidizing work for individuals and families who are currently poor. It offers participants: 1) help in finding a job (a community service job if they are unable to find a job after 8 weeks); 2) wage subsidies that assure an income above the poverty level; 3) health insurance; and 4) child care. Benefits are available only if an individual is working at least thirty hours per week.

When fully operating, the Project will work with 650 families either currently on welfare, unemployed but not on welfare, or working but still poor. The questions that will be examined by the demonstration include:

- Will people currently on public assistance respond to the opportunity to work when disincentives are removed?
- Are there a sufficient number of jobs within the private sector?
- Can community service jobs successfully fill any gaps between available private sector jobs and low-skilled unemployed individuals?
- Do more people achieve economic self-sufficiency through the New Hope Project than through other means?
- How does the cost of the New Hope Project compare to what is currently spent in direct and indirect costs for social welfare?

An independent, outside evaluation of the Project will be done by the Manpower Demonstration Research Corporation, the premier evaluator of welfare-to-work programs.

PILOT: For the past fifteen months, New Hope has run a pre-pilot program with fifty-two participants. The purpose was to test the procedures and to use the experience to make changes in the program or administration prior to moving to the full-scale pilot of 600 families. When the current fifty-two participants entered the New Hope Project, thirty-four were receiving AFDC, twelve were receiving food stamps only, and four were receiving no help of any kind from the welfare system. As of May 1993, 43 participants are working full-time; 32 of these have regular sector full-time jobs and 11 have community service jobs. One participant is working part-time, four are unemployed/in full-time job search, and four participants are inactive.

FUNDING: The budget for the project is $20.7 million. To date, New Hope has raised almost $3.5 million from local and national corporations and foundations (e.g. $1.7 from the Bader and Ford Foundations to fund the evaluation). The Project has raised $550,000 from the State in General Purpose Revenues, and $300,000 from the City of Milwaukee. Remaining funds are being sought from private, State and federal sources.

Project Match: A Long-Term Welfare-to-Work Program

> Unlike The New Hope Project, Project Match takes a long-term approach to the transition from welfare to work. Project Match looks specifically at how to help the welfare population with the greatest needs for support services to attain self-sufficiency through work.

CONTACT: Toby Herr
312-266-6464

LOCATION: 1276 N. Clybourn
Chicago, IL 60610

MISSION: 1) to provide long-term assistance to welfare dependent families as they move through multiple career stages toward economic self-sufficiency; and 2) to document and disseminate lessons learned about the process of leaving welfare.

SUMMARY: Project Match uniquely understands the difficulty involved in leaving welfare and persistent poverty and recognizes that it involves false starts, setbacks and incremental gains. The program, therefore, makes a commitment of long-term support (3-5 years) to its participants. Its service goals include helping participants enroll in and complete training and education programs, obtain and keep jobs, advance to better jobs, and become quickly reemployed when they lose their jobs.

Participants may move through Project Match in a variety of ways. After receiving an initial assessment, a participant is placed in one or more of a range of activities, including education, training, employment, and community volunteer work. The combination and sequence of activities vary for each participant as does the length of time in the program. Key services include job development (i.e., help to find a job), job and school retention support (e.g., help to keep a job or stay in school), and recognition for attainment of incremental milestones (e.g., working for two months, regularly attending GED classes).

SCOPE: Project Match has worked with more than 740 residents of the Cabrini-Green community in Chicago. Service sites include the Winfield/Moody Health Center, the program's primary service site, and a second site funded by the Department of Health and Human Services at a Head Start in Cabrini Green. Northwestern University's Center for Urban Affairs and Policy Research and the Erikson Institute of Chicago serve as research sites.

EVALUATION: A study of participants suggests the relative success of the Project Match approach. The average number of months worked among participants increased by about one month in each of the three years studied, and hourly wages increased by 23% between year one and year three.

FUNDING: Sources include mostly State funds (e.g. Illinois Department of Public Aid and the Illinois State Board of Education) but also a federal grant from the Department of Health and Human Services through their Office of Community Service's Demonstration Partnership Program. The Primary funders of the Project's policy research work include The Joyce Foundation and Woods Charitable Funds. The Project receives other local foundation support and private donations.

Teenage Parent Demonstration

> The federal Teenage Parent Demonstration program has been very successful in its work to prevent welfare dependency. Its participants have a 19% higher rate of success than other AFDC mothers. After two years enrollment, 79% of the participants were in school, job training or a job -- compared to 66% of those receiving regular AFDC assistance.

GOAL: to rigorously test on a large scale new policies and programs aimed at reducing the incidence of long-term welfare dependency.

SUMMARY: The demonstration was sponsored by the U.S. Department of Health and Human Services, Administration for Children and Families and Assistant Secretary for Planning and Evaluation. Beginning in 1986, four-year demonstration grants totalling over $7 million were awarded through a competitive process to the Illinois Department of Pubic Aid and the New Jersey Department of Human Services. Under these grants, the states engaged in a one-year program design and implementation phase and three years of full-scale demonstration.

MANDATORY DEMONSTRATIONS: The Illinois Department of Public Aid implemented its program, Project Advance, in the areas served by its Roseland, Auburn Park, Southeast, and South Suburban offices. New Jersey implemented its program, Teen Progress, in two sites -- one serving the City of Camden and the other serving the City of Newark.

The programs were employment-focused and designed to offer universal coverage to all first-time teenage parents receiving AFDC; participation in the programs was mandatory. Under federal guidelines, the demonstration programs required first-time teenage parents to attend school, participate in job training, work, or actively pursue activities preparatory to school, work, or training, or face a substantial reduction in their welfare grant until they complied with program requirements. The programs provided the young mothers with intensive case management, including: in-house workshops on a wide range of topics including self-esteem, motivation, family planning, career choices, and parenting; education, training, and employment services; and child care and transportation services.

TARGET POPULATION: There were a total of 5,962 eligible young mothers in the demonstration service areas during a two-and-a-half year enrollment period and 5,297 (89%) of them enrolled in the study sample. 2,647 of the study sample members were selected at random to participate in Project Advance or Teen Progress; the remainder continued to be served by the local welfare programs. This population was extremely diverse:

- average age was 18
- 5% were 15 or younger
- 80% had a child under a year old; 60% had an infant
- 1/3 had completed high school; only 1/2 of those who had not were still in school
- average reading and math skill level at the eigth grade level
- 1/2 were living with a parent
- less than 1/3 received any support from the noncustodial father of their child

SIGNIFICANT RESULTS: The demonstration programs are being evaluated by Mathematical Policy Research, Inc. under contract to the demonstration sponsors. Numerous reports based on process and ethnographic research methods, as well as an impact analysis report covering an average of about 30 months after enrollment in the study sample, have been produced. A longer-term follow-up of the study sample and their children is underway, with results to be released in 1996.

The Parents' Fair Share Demonstration: Operation Fatherhood

Parents' Fair Share is the nation's first federally funded program to provide services and support to noncustodial parents. This interesting nine state demonstration, created by the Family Support Act, is a model for service strategies likely to be encouraged in welfare reform.

LOCATION: Union Industrial Home for Children
864 Bellevue Avenue
Trenton, NJ 08618

CONTACT: Barbara Kelley-Sease, Executive Director, Union Industrial Home
609/695-1492

GOALS: 1) to reduce poverty among children receiving public assistance by encouraging and requiring their noncustodial parents to establish paternity and pay child support; 2) to increase the employment and earnings of noncustodial parents who are unemployed and unable to adequately support their children; and 3) to assist these parents in providing other forms of support to their children when appropriate.

SUMMARY: The nine Parents' Fair Share Demonstration programs use a variety of approaches, built around four core services: employment and training, peer support and instruction in parenting skills, mediation, and enhanced child support enforcement. Fathers generally enter the program because they need a job, and they want to become more actively involved with their children. However, they themselves have a wide of range of problems, including substance abuse and legal problems over child support arrears. The Operation Fatherhood program addresses these problems in several ways. First, they offer the men job skills sessions and help with the job search. Second, informal group sessions teach the participants more about their role as a single parent. These sessions are mandatory for program participants. Topics for the sessions include:

- **Personal Development** sessions cover issues involving fatherhood, manhood, values, communication, decision-making and self-esteem.

- **Fatherhood** sessions cover childhood growth and development, behavior and parenting skills.

- **Relationships** sessions cover the qualities and types of relationships in general, dealing with anger, and establishing goals to improve relationships.

- **Health and Sexuality** sessions cover sexual behavior, family planning and birth control.

SCOPE: Operation Fatherhood works with noncustodial fathers age 16-35 living in Mercer County who are unemployed or underemployed. The program has met its required enrollment level of 300 for the pilot phase which lasts from April 1992 - December 1993. 33 men have been placed into on-the-job training slots and 39 entered unsubsidized employment. To date, child support garnishments were entered for 25 of the participants and collections initiated for 18.

FUNDING: Operation Fatherhood is an initiative of the U.S. Department of Health and Human Services, the Manpower Demonstration Research Corporation, and a consortium of foundation partners, including the Pew Charitable Trusts, AT&T and the Ford Foundation. The funding includes $750,000 of federal money, $325,00 in State money and $200,000 in private funds.

Riverside County's GAIN Program

> The Riverside GAIN program is the single most effective welfare-to-work program evaluated by MDRC. Its heavy emphasis on getting people into employment from their first day on welfare is an excellent example of the sort of culture change in a welfare office which welfare reform will seek to achieve.

CONTACT: Lawrence E. Townsend, Jr.
Director, Department of
Public Social Services
4060 County Circle Drive
Riverside, CA 92503
909/358-3005

MISSION: to return adult AFDC recipients to productive employment through education, training and placement services.

RESULTS: As MDRC reports in its April 20, 1993 review of GAIN, Riverside had the most impressive results for single parents. In the second year, it raised the program group's earnings by $1,179, or 53 percent over the group average. Its total improvement in earnings, over the first two years, reached $2,099 per person. The County also saved $701 in welfare payments in the second year, a 17 percent reduction compared to the amount of payments made to the MDRC control group. Total welfare savings reached $1,397 per person after two years. These earnings and welfare impacts were the largest in any of the six counties studied by MDRC, and are larger, according to MDRC, than those found after just two years in previous large-scale welfare-to-work programs.

SUMMARY: The GAIN program is administered by each of the 58 counties in California. However, current GAIN statute and regulation provide a significant amount of flexibility to the individual counties. Riverside County has used this flexibility in an interesting way to create a program with very high participation and employment results. Three key program elements differentiate Riverside from other counties: Employment Focus, Participation, and Job Development.

The Riverside program works on the model of placing participants into employment as quickly as possible because it views real job experience as the best training available to clients. Riverside GAIN managers and staff receive a strong and unequivocal message that their responsibility is to assist AFDC clients in becoming employed. The County enforces a minimum job performance standard of 12 placements per month per worker. Orientation focuses on the expectation that all clients will become employed. Job Club is designed as a training ground to help clients understand the benefits of working, how to locate and secure employment, how to sell themselves, and how to use these skills in the future. Then, in Job Search, clients apply what they have learned in Job Club. Additionally, clients who are in basic education or training components of the program understand that they are there to improve their skill level so they can effectively enter the job market.

With the aim of securing the voluntary and enthusiastic participation of clients, Riverside County GAIN staff extensively market the GAIN program by identifying the benefits of participation for the client and closely monitoring the progress of the client through the various GAIN components. If necessary, immediate and timely action, sometimes resulting in a financial sanction, is taken to obtain a satisfactory level of participation by the client.

With regard to job development, Riverside GAIN staff, rather than rely solely on the client or other agencies to identify potential job placements, are aggressively involved in locating job vacancies and recruiting employers specifically for GAIN clients. This effort includes acquainting prospective employers with the GAIN program and providing services which make it more appealing to hire GAIN clients to those employers.

ASSETS: Avenues to Self-Sufficiency Through Employment and Training Services

CONTACT: Joel Sanders or Gudrun Hanson
Public Assistance Division
Alabama Dept. of Human Resources
50 Ripley Street
Montgomery, AL 36130
(205) 242-1950

ASSETS is a demonstration program that redesigns service delivery so as to expedite service and redirect funds. It is an exciting model for welfare simplification.

SUMMARY: Through ASSETS, the Alabama Department of Human Resources has initiated a fundamental restructuring of benefit programs. The Department has consolidated the Food Stamp program and AFDC into a single cash assistance program. Child support cooperation among recipients is required, and the JOBS program and Food Stamp Employment and Training Services are also incorporated into ASSETS. The program works to:

- prevent individuals and families from becoming economically dependent
- provide more accessible and understandable benefits to recipients
- encourage recipient independence and flexibility in managing their household budgets and stress the expectation that clients can become responsible managers of their lives
- reduce administrative complexity
- reduce erroneous payments
- save administrative funds associated with insuring, transporting and storing Food Stamps
- permit administrative costs and staff resources to be diverted to the reduction and prevention of economic dependency.

ASSETS uses a case management model utilizing a single worker for eligibility determination and employment and training activities. Under the new program, income is counted the same way for both Nutrition Assistance and AFDC, resources are evaluated in the same manner for both programs, earned income deductions are computed using Food Stamp rules, monthly reporting is eliminated, the requirement for expedited services is simplified and applied to both AFDC and NA, benefit levels are standardized based on income increments, and sanction policies are standardized both within and across program lines. ASSETS also includes a comprehensive Work and Training Services program (WATS) modeled after the Federal JOBS program.

SCOPE: The demonstration program began July 1, 1990 in Limestone County and has since been implemented in Clarke County on November 1, 1991 and in Madison County on January 1, 1991. The project will continue for four years. Waivers were granted for AFDC, Child Support Enforcement and the Food Stamp program in January, 1989. Some of the waivers were granted to conform need standards of AFDC with those of the Food Stamps program and to require participation for more than six months in employment and training programs. Others were granted to cash-out the Food Stamps program and to modify income reporting and budgeting methods.

Abt Associates, Inc. is performing an evaluation through randomly selected demonstration and comparison counties. The final impact report is due in 1994.

Project LEAP -- Learn, Earn and Prosper

Project LEAP is an innovative partnership program that has used telecommunications to increase the accessibility of education programs for welfare recipients in secluded areas of rural Mississippi. It is a premier model program in service delivery.

CONTACT: Dr. Ed Meek, Project Director
601/232-7238

LOCATION: Department of Resource Development
The University of Mississippi
University, MS 38677

MISSION: to eliminate the high rate of adult illiteracy in Mississippi, which is the source of many of the state's social problems, including poverty and joblessness.

SUMMARY: Project LEAP is an exciting partnership of education, government, and private industry serving the educational needs of welfare recipients. LEAP serves as a local service provider in the overall JOBS program. Now in its second year, LEAP uses satellite technology in an innovative way in order to reach 3000 students in 80 sites in 62 counties statewide. It combines satellite, cable television, and computer technology with traditional classroom-based instruction in offering literacy, GED, and job-readiness training.

In its first year, LEAP concentrated on establishing literacy programs in the most rural parts of Mississippi, generally in areas where there were no adult education programs. Sites are located in a wide range of facilities, including public schools, libraries, armories and even what some would describe as rural "shacks." After only six months of operation, the first 668 students served by LEAP achieved the following:

- 79% of upper level have received the GED
- 16% have become employed while in LEAP
- 30% have progressed to a higher learning level (there are 3 levels)
- 13% have entered community college or other training programs; some have enrolled at The University of Mississippi
- 5% have been removed from public assistance

LEAP's interactive, instructional programs are broadcast five hours a day, four days a week, via satellite and are carried on the Mississippi Cable Training Network. Each educational center is staffed by a teacher and aides. Master teachers, who present a core curriculum, enrich local classroom activities via satellite from studios on the campus of the University of Mississippi. Reception of these signals by the centers is made possible by satellite-receiving antenna or through the Mississippi Cable Training Network. Additionally, two of the nation's most sophisticated mobile learning laboratories, both equipped with 12 computers and powerful instructional software developed in Mississippi, enhance Project LEAP training. Constructed by CENTEC of Jackson, Mississippi, the 30-foot-long mobile labs include a wide range of computer-assisted programs.

FUNDING: Project LEAP is funded through the JOBS program of the U.S. Department of Health and Human Services, the Mississippi Department of Human Services, the Governor's Office for Literacy, the University of Mississippi, and in cooperation with the Mississippi Cable Training Network.

The Child Assistance Program (CAP)

CAP, a model program in child assurance and making work pay, tests several innovative methods for increasing self-sufficiency through work and family support.

CONTACT: Mike Warner, Program Manager
518/473-7344

LOCATION: 40 N. Pearl Street
Albany, New York 12243

MISSION: 1) to help families with dependent children gain economic security and escape poverty; and 2) to remove the stigma of welfare.

SUMMARY: The Child Assistance Program is a New York State DSS pilot program to provide wage supplements to single AFDC parents who can both work and obtain child support orders. CAP is a valuable model program since it gives parents primary responsibility for their children. Although CAP provides a lower basic benefit level (about two-thirds of the AFDC grant), it provides more favorable treatment of earned income. Overall, the pilot program tests: 1) whether the offer of economic incentives will induce AFDC recipients to obtain child support court orders and earn at least $350 per month to qualify for the economic and enhanced case management incentives; and 2) whether the incentives will increase self-sufficiency and decrease recidivism.

More specifically, CAP involves a major restructing of benefit levels and service delivery. CAP benefits are reduced by only 10 cents on the dollar up to the poverty level and then 67 cents on the dollar up to the benefit limit at 150% of the poverty level, whereas AFDC takes away benefits almost dollar for dollar. CAP also pays recipients their benefits, as well as child care support, directly and allows them to manage a personal budget. If recipients need training, it ties directly into JTPA or other pre-existing employment and training services.

CAP is based on a holistic, case management system in which recipients develop their own plan for improving their families economic and social situation. Case workers have a much smaller load, thus they can give more individualized attention and help clients receive necessary services quickly.

Waivers for AFDC, Child Support, Medicaid and the Food Stamp Program were granted in September, 1988. CAP requires AFDC waivers for certain provisions, including: 1) replacing continuing eligibility rules and earnings disregards with incentives; 2) implementing monthly budget and vendor payments to increase self-reliance; and 3) to impose work program and training requirements since employment is necessary for CAP.

SCOPE: Operating in seven counties since 1988, CAP is available to all single AFDC recipients with children who are able to get a support order on a voluntary basis. The program was implemented in counties between October, 1988 and April, 1989. It will run through April, 1994.

EVALUATION: A demonstration group of approximately 200 participating families is currently being evaluated by Abt Associates, Inc., a Massachusetts research and consulting firm. According to preliminary results, one year after recipients learned about CAP, employment and income both rose significantly. 21 percent of treatment group families' income rose above the poverty line, compared to 16 percent of the control group. Additionally, treatment group families received 14 percent more in support payments than control group families. However, due to the limited time of the study and the benefit structure, CAP did not help reduce public dependency in its first year. The degree to which CAP can increase family incomes and decrease welfare dependency in the long term will be the true measure of the success of the program. Abt will release its final report in 1994.

Utah's Single Parent Employment Demonstration Program

> **The Single Parent Employment Demonstration uses measures to mandate JOBS participation and provide work incentive in order to make work pay for low-income families.**

CONTACT: D. Michael Stewart
Executive Director, Utah DHS
120 North 200 West
Salt Lake City, Utah 84103
801/538-4001

GOAL: to transform the AFDC program from an income maintenance system to an employment program and to have 70-75 percent of participants achieve an income above poverty in two years, or at least a net increase of $250.00.

SUMMARY: On October 5th, 1992, federal agencies approved the demonstration and forty-four necessary federal waivers involving six major programs including AFDC, Food Stamps, Medicaid, Child Support, Child Care and JOBS. Under the demonstration program:

- Self sufficiency planning is required prior to eligibility determination for financial assistance, with one-time payments used to divert certain applicants from assistance through employment and child support;

- Child support collection is prioritized for program participants;

- JOBS exemptions are eliminated. All parents and children not attending school are expected to participate, with a $100 reduction in the family's grant for nonparticipation. Participation includes employment, work experience, job search, job seeking skills, training, education, or other activities to enhance employment potential;

- Eligibility and benefit determination are simplified and financial incentives for work are increased, including: raising the resource limit to $2,000 and the automobile limit to $8,000; replacing the current disregards with $100 plus 45 percent; and expanding eligibility for transitional Medicaid and child care services.

SCOPE: The demonstration began January 1, 1993 at the Kearns office which serves part of Salt Lake County, an urban area. In March, the program was started in St. George, a small city, and in Roosevelt, a rural area with high unemployment and a high percentage of Native Americans. The Kearns office contains both an experimental and control group.

EVALUATION: An indepedent evaluation is being conducted by The Social Research Institute at the Graduate School of Social Work, University of Utah. The preliminary results, as of May 1993, are very positive. 4 to 5 percent of all demonstration participants, including experimental group participants, are securing employment each month. This is double the control group percentage and the state average. The number of experimental group families receiving financial assistance declined by 151, or 14 percent, in the first five months. In comparison, the number of control group families receiving AFDC declined by 5 percent. Despite enhanced work incentive disregards and a $40 payment for full participation, monthly grant costs for the experimental group declined by $49,000, or 13 percent, during these five months. Control group grant costs declined by 2 percent. The additional cost above the normal JOBS cost for the experimental group of 1,100 cases averages about $45,000 or $540,000 annually. The proposal projected that AFDC grant savings would equal the additional employment service cost toward the end of the second year.

Kenosha County JOBS Program

CONTACT: Larry Jankowski
JOBS Program Director
8600 Sheridan Road,
PO Box 4248
Kenosha, WI 53141-4248
414/697-2550

The Kenosha County JOBS Program works to break the cycle of welfare dependency by placing clients in employment situations as early as the first week on welfare. Additionally, the program's innovative physical and administrative design serves as a model for reinventing the structure of the welfare system.

MISSION: to empower participants in public assistance programs to attain and sustain economic self-sufficiency.

SUMMARY: The Kenosha County JOBS Program offers a unique package designed to move welfare recipients into the work force as quickly as possible. The program is based on several assumptions, including: 1) AFDC is intended to be temporary; 2) the AFDC recipient is capable of employment and of reaching economic self-sufficiency; and 3) the AFDC recipient is always better off employed than being completely dependent on public assistance. Its main strategies include a commitment to the integration and consolidation of services, to engaging participants in JOBS Program activities as soon as possible and to the greatest degree possible, and to involving each participant in a progressive series of activities that require the same level of commitment in terms of time and energy as full-time employment.

The Kenosha County Job Center serves as the core of all county services. At the Center, staff from any one participating agency are not seated together in the general work space, but commingle with other agency staff to provide for maximum communication and to facilitate the building of common caseloads among groups of related staff. The Job Center includes classroom space as well as a professionally staffed, on-site child care room for children of participants who are involved in Job Center activities.

The Program's WorkFirst initiative engages AFDC applicants in JOBS Program activities before the receipt of the first welfare check. WorkFirst strives to provide at least 32 hours per week of JOBS Program activity for the first 23 weeks of mandatory or voluntary JOBS participation and to place all new AFDC applicants into a work situation within eleven weeks of application. The Simulated Work Week engages JOBS program participants in employment and training activities that require the same level of commitment as full-time employment.

Economic Support and JOBS Program intake are done sequentially on the same day, and the applicant is told that receipt of AFDC is conditioned on continuous involvement in Job Center activities for at least the next twenty-three weeks. A two-week Motivation Workshop builds self-esteem and a two-week Job Seeking Skills Workshop covers the basics of the job search process. If a full-time or a part-time job is not found by the end of the sixth week of Initial Job Search, a Community Work Experience, On-the-Job Training, or Work Supplementation slot is assigned to begin the Monday of week eleven.

RESULTS: In 1992, the JOBS Program provided service to 2,933 AFDC recipients. 85 percent of all mandatory and voluntary participants received services. This compares to a 16 percent participation rate nationwide and a 32 percent rate for Wisconsin. In 1992, 935 Kenosha participants were placed in 1,212 jobs -- a placement rate of 32 percent compared to a 20 percent statewide. An average of one out of every three participants reported earned income due to employment each month.

Washington State Paternity Affidavit Program

> Washington State has a statewide Paternity Affidavit Program designed to persuade new fathers to sign paternity establishment forms, in the hospital at the time of birth. Washington is the first state to run a focused paternity establishment initiative.

CONTACT: John Hoover
Support Enforcement Officer,
Paternity Affidavit Program
(206) 586-3555

LOCATION: PO Box 9162
Olympia, WA 98507-9162

MISSION: Washington State has a focused initiative to persuade new fathers to sign paternity establishment forms, in the hospital, at the birth of their children.

SUMMARY: While many states provide the opportunity for new fathers to establish paternity at the hospital, Washington has a focused initiative which includes carefully informed consent, training for hospital social workers and midwives and timely follow-up with the father to establish and enforce the support order. Since July 1989, Washington law has required the attending physician, midwife, or their agents (the hospital) to give the unwed father a chance to acknowledge paternity of his newborn. They are given ten days from the birth date to do so, and for each signed and notarized affidavit, OSE pays the agent "finder fee" of $20. Before signing the paternity acknowledgment, both parents are given written information about the benefits and responsibilities of paternity, including the duty to support and support enforcement services. The hospital sends a copy of the acknowledgement with its invoice to OSE.

Once the Office of Support Enforcement receives its copy of the acknowledgment, it serves the father with a notice of parental responsibility. If the mother and child are on welfare, support enforcement begins when the state authorizes financial and medical assistance for the new baby. If the mother applies for public assistance at the time of birth, the order for support is initiated at the same time.

SCOPE: About 100 hospitals in the state are participating and staffs at 50 of them have received training in the new paternity consent process. OSE also did extensive training with local vital statistics registrars.

EVALUATION: The number of affidavits received has increased each year since the program began. In 1990 6,500 were received and in 1992 the number rose to 10,000. Cases have moved quickly from order establishment into enforcement, and few if any of the original acknowledgments have been contested.

FUNDING: Washington State Department of Social and Health Services

Attachment III

Fact Sheets

The following fact sheets are in use:

* AFDC
* AFDC-UP
* EITC
* Child Support Enforcement
* Child Care Programs

The following are new drafts:

* JOBS -- the original sheet is being revised to be included in this section.
* Waivers

Please let us know your comments, changes, or additions that should be included in this list.

Fact Sheet

ADMINISTRATION FOR CHILDREN AND FAMILIES

OFFICE OF FAMILY ASSISTANCE

Aid to Families with Dependent Children Program

Aid to Families with Dependent Children (AFDC) provides financial assistance to needy families with dependent children. Federal and state governments share in its cost. The federal government provides broad guidelines and program requirements. Responsibility for program formulation, benefit determinations, and administration lies with the states. Eligibility for benefits varies by state and is based on the state's standard of need as well as the income and resources available to the recipient.

Eligibility Requirements

In order to be eligible for AFDC, a family must have a dependent child who is:

- Under age 18 (A state may elect to extend the age limit to include 18-year-olds who are expected to complete secondary school or the equivalent level of vocational or technical training before turning 19.);
- Deprived of parental support or care because of a parent's death, continued absence, incapacity, or the unemployment of the principal family earner in a two-parent family under the AFDC-Unemployed Parent (UP) program;
- Living in the home of a parent or other specified, close relative;
- A resident of the state; and
- A U.S. citizen or an alien permanently and lawfully residing in the U.S.

Along with the dependent child, an application for AFDC includes any eligible natural or adoptive parent and any eligible blood-related or adoptive sibling with whom the child is living.

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Phone: (202) 401-9215 \\ April 1993

Income and Financial Need Considerations

Each state sets its own need standard for determining eligibility. The term "need standard" refers to what a state determines that a particular size family needs to live. A state takes into consideration the needs as well as the income and resources of all individuals in the assistance unit. The state "disregards" some family income, thus permitting it to be retained along with AFDC payments.

The determination of income eligibility is a two-step process. First, the gross income of the assistance unit, after applicable disregards, cannot exceed 185 percent of the state-determined need standard. The disregards include the first $50 per month of child support received by the family and optional earned income disregards for certain students.

Second, the family income is compared to the state's need standard. In addition to the disregards described above for the 185 percent test, the state must disregard the Earned Income Tax Credit (EITC) and the following amounts of earned income:

- $90 per month for work expenses for individuals employed full- or part-time;

- For an individual who received AFDC in at least one of the prior four months:

  a) all of the monthly earned income of a child who is a full-time student or who is a part-time student and not employed full-time;

  b) $30 and one-third of such person's remaining income for the first four consecutive months, and $30 for each of the eight subsequent months;

- For full-time workers – actual expenses for dependent care up to $175 per month for each dependent child who is at least age two or each incapacitated adult, and up to $200 per month for each dependent child who is under age two. (For part-time workers, a lesser amount may be applicable at state option.)

Resource Limitations

The federal statute sets a maximum limit of $1,000 in resources per assistance unit. Resources include such things as stocks, bonds, and real property. The family's place of residence, burial plots, and funeral agreements valued up to $1,500 are excluded from this resource limit as is that amount of equity in an automobile. The state may set lower dollar amounts for total resources, funeral agreements, and the automobile, and may also exclude from consideration household necessities.

Benefit Calculations

Each state establishes its own payment standard to determine the assistance unit's benefit amount. The payment standard may be lower than the need standard and is generally the amount which the state actually pays to a family for assistance. The state determines the benefit amount by considering the countable income of all persons included in the assistance unit and applying it against the state's payment standard. Income disregarded in determining eligibility is also disregarded in calculating benefits.

Work Program Requirements

The Family Support Act of 1988 established a Job Opportunities and Basic Skills Training (JOBS) program and revamped the requirements for state-operated welfare-to-work programs. All states have JOBS programs in place. The program provides training, work experience, and education opportunities for AFDC recipients. Unless otherwise exempt, AFDC recipients are required to participate in JOBS as a condition of eligibility. The goal of JOBS is to promote self-sufficiency.

Program Operation

All 50 States, the District of Columbia, Puerto Rico, the Virgin Islands, and Guam participate in the AFDC program. American Samoa is authorized under the Family Support Act of 1988 to operate an AFDC program. States must submit plans and plan amendments to the Department of Health and Human Services for approval.

Federal Financial Participation

The federal government reimburses the states for operating an AFDC program with matching funds. Federal financial participation is provided to the states at different rates for various activities. Administrative and training costs are matched at a 50 percent rate; optional fraud control activities at 75 percent; and statewide automated information systems at 90 percent. AFDC benefit payment costs are matched under a formula which takes into account a state's per capita income relative to national per capita income. The federal matching rate for AFDC benefits may range from 50 percent for states with the highest per capita income to 83 percent for the state with the lowest per capita income.

Caseload and Expenditures -- Fiscal Year 1992

AFDC Caseload

Average No. of Monthly Families	**4,768,495**
Average No. of Monthly Recipients	**13,625,342**

Benefit Expenditures

Total	**$21.9 billion**
Average Monthly Benefits (per Family)	**$383.45**
Average Monthly Benefits (per Recipient)	**$134.20**

ADMINISTRATION FOR CHILDREN AND FAMILIES

OFFICE OF FAMILY ASSISTANCE

AFDC Unemployed Parent Program

The Aid to Families with Dependent Children-Unemployed Parent (AFDC-UP) program provides assistance to families in which a child is deprived because one of the parents in the household is unemployed. Under the provisions of the Family Support Act of 1988, the program is mandatory in all states.

The Family Support Act of 1988 allows certain states to limit the period of assistance. However, these states must provide eligible families with AFDC-UP benefits for at least six months a year. AFDC-UP covers families in which both parents are living in the household and the principal earner, whether the father or the mother, is unemployed.

Eligibility Requirements

In order to be eligible for AFDC-UP, a family must meet all of the regular eligibility requirements for AFDC. A family must have a dependent child who is:

- under age 18;
- living in the home of both parents;
- a resident of the state; and
- a U.S. citizen or alien permanently and lawfully residing in the U.S.

In addition, eligibility is based on the unemployment of the parent who is the principal earner. The principal earner is whichever parent earned the greater amount of income in the 24-month period immediately preceding application for aid.

Before a family can receive aid, the principal earner must have been unemployed for at least 30 days. As defined in regulation, a person who works less than 100 hours a month is considered to be unemployed.

The principal earner must demonstrate a recent attachment to the labor force by having (a) six or more quarters of work in any 13-calendar-quarter period ending within one year prior to application for aid, or (b) received (or qualified for) unemployment compensation within one year prior to application for aid.

A principal earner may establish quarters of work in the following ways:

- Receive $50.00 or more of earned income in a calendar quarter;
- Qualify for a quarter of coverage under the Social Security program; or
- Participate in the Job Opportunities and Basic Skills Training (JOBS) program.

At the option of the state, a principal earner may establish up to four of the six required quarters of work in the following ways:

- Attend an elementary school, a secondary school, or a vocational or technical training course full-time that is designed to prepare the individual for gainful employment; or
- Participate in an education or training program established under the Job Training Partnership Act (JTPA).

If qualified, the principal earner must apply for and accept unemployment compensation.

Work Requirements

In any month, including the 30-day period prior to receipt of aid, the principal earner cannot refuse, without good cause, a bona fide offer of employment.

If the principal earner is exempt from participating in work or training activities because of living too far away from the JOBS program location, that individual must register with a public employment office in the state.

At least one parent in a family must participate for at least 16 hours a week in a work supplementation program, a community or other work experience program, on-the-job training, or a state-designed work program.

If a parent is under age 25 and has not completed high school, the state may require the parent to participate in educational activities directed at attaining a high school diploma (or equivalent), or in another basic education program.

If the principal earner fails to meet the work and training requirements, and the second parent is not participating in JOBS, the needs of the principal earner and of the other parent will not be taken into account in determining the family's need for assistance and the amount of its assistance payment.

Caseload and Expenditures -- Fiscal Year 1992

AFDC-UP Caseload	
Average Monthly Families----------------	321,771
Average Monthly Recipients -------------	1,347,755
AFDC-UP Benefit Expenditures	
(Federal and State) --------------	$2.1 billion
AFDC-UP Average Monthly Benefits	
Per Family -------------------------	$550.46
Per Recipient ----------------------	$131.42

HHS FACT SHEET

U.S. DEPARTMENT OF HEALTH AND HUMAN SERVICES

August, 1993

A Brief Overview of the EITC and Welfare Reform

Contrary to popular understanding, work is not a guarantee to escaping poverty. In 1991, 9.2 million workers were poor, 2.1 million of whom worked full-time, year-round. Fully 5.5 million people lived in poor families with children which contained one full-time, year-round worker.

The Earned Income Tax Credit (EITC) is a refundable tax credit designed to help the working poor. The credit offsets the tax liability of low-income heads of household and is paid as a percentage of earnings to a certain maximum.

The recently-passed reconciliation bill includes a major expansion of the EITC which would achieve President Clinton's goal of enabling families of four with a full-time worker to reach the poverty line. The five-year cost of this expansion is $20.8 billion, with $7.0 billion spent in fiscal year 1998.

Under the provision, working poor families with two or more children would receive a $4 wage supplement through the EITC for every $10 of the first $8,425 they earn. A family of four with full-time, full-year minimum wage earnings would receive the maximum credit of $3,370.

For families with two or more children, the credit phases out at a rate of 21 cents for each dollar earned above $11,000. Eligible tax filers making up to $27,000 in earnings will still receive a credit.

For the first time, a credit will also be available for low-income workers without children. A childless worker would receive a maximum credit of $306 based on earnings between $4,000 and $5,000. Nearly five million workers without children who have very low incomes (less than $9,000) and are between the ages of 25 and 64 would also benefit.

Compared to the situation with no EITC at all, the enacted legislation would amount to a 40 percent higher return from working for low-income families with children. Compared to current law, a two-parent family with two children and one wage-earner working full-time at minimum wage would get $1,375 more per year. In effect, this raises the pay for such a person by 16 percent over the situation under prior law.

The expansion will substantially increase the anti-poverty effectiveness of government tax and welfare policy. In 1994, when the enacted legislation is fully implemented, approximately 1.5 million people will be removed from poverty, even if no more people go to work. And we expect more people to go to work.

Enactment of the expanded EITC is an important first step in the welfare reform effort. One of the major principles in reforming welfare is to "make work pay." The expansion of the EITC significantly increases the return from work and increases the incentive to begin work. It lays a solid foundation for the Administration's welfare reform plan--anticipated later this year--to make work a more viable option than welfare.

Fact Sheet

ADMINISTRATION FOR CHILDREN AND FAMILIES

OFFICE OF CHILD SUPPORT ENFORCEMENT

Child Support Enforcement Program

The goal of the Child Support Enforcement (CSE) Program, which was established in 1975 under Title IV-D of the Social Security Act, is to ensure that children are financially supported by both their parents. Recent laws, including the Family Support Act of 1988, provide for strong child support enforcement measures to assure that parental responsibility is met.

The CSE program is usually run by state and local human services departments, often with the help of prosecuting attorneys, other law enforcement agencies, and officials of family or domestic relations courts.

Child Support Enforcement services are available automatically for families receiving assistance under Aid to Families with Dependent Children (AFDC) programs. A family receives up to the first $50 of any current child support each month without a decrease in the AFDC payment. Any remainder reimburses the state and federal governments for AFDC payments made to the family. AFDC recipients must assign to the state any rights to support that they or eligible children may have.

Child support services are also available to families not receiving AFDC who apply for such services. Child support payments that are collected on behalf of non-AFDC families are sent to the family. For these families, states must charge an application fee of up to $25, but may pay such fee from state funds. Some states may also charge for the cost of services rendered.

The most recent census data show that in 1989 approximately 10 million women were raising a total of 16 million children under age 21 whose fathers were not living in the household. Of these women, only 58 percent, or 5.7 million women had been awarded child support. Among the women due child support payments in 1989, half received the full amount due, a quarter received partial payment, and a quarter received nothing. Of the total $16.3 billion owed for child support in 1989, $5.1 billion was not paid.

During FY 1992, almost $8 billion in child support payments was collected under this program. Paternity was established for more than 515,000 children that year, clearing the way for the establishment of child support orders and other vital links between the children and their non-custodial parents.

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There are four major services provided by the Child Support Enforcement Program:

1. Locating Absent Parents
2. Establishing Paternity
3. Establishing Child Support Obligations
4. Enforcing Child Support Orders

1. **Locating Absent Parents** - Child support enforcement officials use local information and resources of State and Federal Parent Locator services to locate parents for child support enforcement, or to find a parent in parental kidnapping/custody disputes.

These resources include:

State:	Federal:
Motor Vehicles/Drivers Licenses	Internal Revenue Service
Employment/Unemployment Records	Department of Defense
State Income Tax	Social Security Administration
Public Assistance Records	Veterans Administration
	Selective Service System
	Federal civilian personnel records

About four million cases are processed annually by the Federal Parent Locator Service. The FPLS provides an address in approximately 80 percent of the cases submitted.

2. **Establishing Paternity** - Establishing paternity (legally identifying a child's father) is a necessary first step for obtaining an order for child support when children are born out of wedlock. Establishing paternity also provides access to:

- Social security, pension and retirement benefits;
- Health insurance and information; and
- Interaction with members of both parents' families

Many fathers voluntarily acknowledge paternity. Otherwise, father, mother, and child can be required to submit to genetic tests. The results are highly accurate. States must have procedures which allow paternity to be established at least up to the child's eighteenth birthday.

3. **Establishing Support Obligations** - States must have guidelines to establish how much a parent should pay for child support. Support agency staff can take child support cases to court, or to an administrative hearing process to establish the order. Health insurance coverage can also be ordered.

4. **Enforcing Child Support Orders** - A parent can be required to pay child support by income withholding -- money held out of the paycheck by the employer and sent to the child support office or court. Overdue child support can be collected from federal and state income tax refunds. Liens can be put on property, and the property itself may even be sold with the proceeds used to pay child support arrearages. Unpaid child support can be reported to credit bureaus so that a parent who owes child support may have trouble making purchases on credit.

ADMINISTRATION FOR CHILDREN AND FAMILIES

CHILD CARE PROGRAMS

The Administration for Children and Families (ACF) administers a variety of programs to help low-income families obtain child care services. ACF child care services focus on assisting individuals in low-income families who are employed, or are in training for employment, and who need child care to achieve or sustain self-sufficiency. Child care assistance is available through the states in the following four programs: the Child Care and Development Block Grant; At-Risk Child Care; Child Care for AFDC Recipients; and Transitional Child Care.

Child Care and Development Block Grant (CCDBG)

The Child Care and Development Block Grant provides low-income families with the financial resources to find and afford quality child care for their children. In addition, CCDBG increases the availability of early childhood development and before- and after-school care services. Funds are available to states, Indian Tribes, and territories to provide grants, contracts, and certificates for child care services for low-income families. To be eligible, a family must need child care either because a parent is working, attending a training or educational program, or because the family receives or needs to receive protective services.

This program emphasizes the role of parents in choosing the care that best meets their family's child care needs. Parents may choose from a variety of child care providers, including center-based, family child care and in-home care, care provided by relatives, and sectarian child care providers.

Grantees must ensure that child care providers meet minimum health and safety requirements and set procedures. In addition, during normal hours of operation, parents must have unlimited access to their children and the providers.

FY 1992 funds were awarded to 261 grantees, including 52 states, 4 territories, and 205 Indian Tribes.

Since September 1991, ACF has provided states with more than $1.5 billion in CCDBG funds. For FY 1993, almost $893 million is available. No state matching funds are required.

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At-Risk Child Care

The At-Risk Child Care program gives states the option of providing child care to low-income working families who are not receiving AFDC, who need child care in order to work, and who would be at risk of becoming dependent on AFDC if they did not receive child care assistance. Families must contribute to the cost of care according to their ability to pay.

The central point of program planning, design, and administration with the state welfare agency. In this way, state agencies, which also have the responsibility for providing welfare, employment, and related services under the Job Opportunities and Basic Skills Training (JOBS) program, can coordinate child care with these services.

States may provide child care in the following ways:

- Directly;
- By arranging care through providers by use of purchase of service contracts or vouchers;
- By providing cash or vouchers in advance to the family;
- By reimbursing the family;
- By adopting such other arrangements as the state agency deems appropriate.

All child care providers must meet applicable state and local standards and allow for parental access.

Congress appropriated $300 million for this program for FY 1993. State matching funds are required.

Title IV-A Child Care

Title IV-A Child Care provides funds for AFDC applicants and recipients through the AFDC and JOBS programs. This financial support allows them to pursue employment or work training and approved education which will help them to become economically self-sufficient.

Congress appropriated $371 million for FY 1993. State matching funds are required. In FY 1991, 154,720 families, including those receiving transitional child care, were served.

Transitional Child Care

Transitional child care continues child care assistance for up to 12 months after a recipient leaves AFDC as a result of increased work hours, higher wages, or the loss of earned income disregards. Congress appropriated $75 million in federal funds for FY 1993. State matching funds are required. For FY 1992, a monthly average of over 60,000 children were served.

Other ACF Child Care Activities

Several other ACF activities play a vital role in the delivery of child care services:

- AFDC Child Care Disregards support AFDC recipients' efforts to work by providing offsets against income from work for a portion of recipients' child care costs.

- The Head Start program, while not specifically targeted to provide child care, offers comprehensive services to enhance the development of low-income pre-school children. Head Start and the CCDBG can develop mutually beneficial arrangements to provide extended day child care for Head Start children who need it due to their parents' work or training schedules, or to provide CC&DBG recipients with a Head Start experience.

- Dependent Care Planning and Development Grants are made to states to pay 75 percent of the planning and development costs for establishing information and referral systems and school-age child care.

- The Social Services Block Grant (SSBG) enabled states to provide social services which are best suited to the needs of its residents. Services can include child care.

- Child Welfare Services are available to states to provide child care and to help child care centers meet licensing requirements. In addition, as a complement to the state grant program, the Temporary Child Care/Crisis Nurseries program awards grants to public and non-profit agencies for research, demonstration, and training.

WELFARE WAIVERS

In February of 1993 President Clinton met with the nation's governors to talk about his commitment to welfare reform. As part of this process the President made it clear he wanted to encourage state creativity and flexibility in the administration of public assistance programs. In the past year 4 state waivers for welfare reform programs have been approved.

GEORGIA - Georgia has created a program known as the Personal Accountability and Responsibility Project. The program provides family planning and parenting services and allows the state to deny increases in benefits for families that have additional children after they have been receiving welfare for two years.

The waiver allows Georgia to reduce welfare payments when an able bodied adult refuses an offer of full-time employment or quits a job without a cause if they are not caring for children under the age of 14.

The waiver was approved on November 1, 1993.

IOWA - Under Iowa's welfare demonstration project AFDC recipients will be encouraged to take jobs and accumulate assets through a new program of Individual Development Accounts. Funds deposited in the accounts will not be counted as ordinary income and can be withdrawn only to pay for education, training, home ownership, business start-up or family emergencies.

AFDC recipients will be encouraged to take jobs under a new formula which disregards 50 percent of their earnings in the calculation of welfare payments. During the fist four months of employment, all income will be disregarded for individuals who do not have significant work histories.

The current law limiting each family's assets to $1,000 will be substantially changed to enable each member of an AFDC family to possess up to $5,000 in assets. The vehicle asset ceiling will also rise from $1,500 to $3,000 per automobile.

The waiver also allows for the creation of a Family Investment Program for AFDC parents. They will be eligible for enhanced training and support services in exchange for an agreement that welfare receipt will be temporary or time time-limited.

The waiver was granted on August 8, 1993 and the demonstration will run for five years.

VERMONT - Vermont's "Family Independence Project" (FIP) will encourage AFDC families to work by enabling them to keep more income and accumulate more assets than is normally allowed.

The plan also requires that most people who have received AFDC for a certain period of time be required to participate in public or community service jobs (30 months for single parent families, 15 months for families participating in the unemployed parent component of AFDC). When people stay on welfare for more than 30 months the state will be able to restrict the way they can spend their welfare checks and bar them from choosing cash for food stamps.

FIP allows child support payment to bypass the state and go directly to the custodial parent entitled to receive them.

The demonstration was approved on April 12 and will run for 7 years and be rigorously evaluated by using experimental and control groups.

WISCONSIN - On November 1, 1993, Wisconsin was granted a waiver to operate a welfare demonstration program called "Work Not Welfare" in two counties. The program includes several significant and controversial provisions.

* The program will limit the receipt of AFDC benefits to two years in a four-year period. Once benefits are exhausted, recipients will be ineligible for 36 months. Exceptions will be made under certain conditions, such as a lack of appropriate jobs in a depressed economic area.

* The program requires people on AFDC to work or look for jobs.

* The program provides case management, employment activities and work experience to facilitate employment.

* The program allows child support payments to bypass the state and go directly to the custodial parent entitled to receive them.

The demonstration will be carefully evaluated and will run for 11 years.

Attachment IV

Working Group Information

Included in this section:

1. A description of the Working Group and a list of members
2. Summary of Working Group outreach efforts
3. Summary of the regional hearings
4. Summary of Working Group involvement with AFDC clients

The Working Group on Welfare Reform, Family Support and Independence

SUMMARY OF INITIATIVE

To fulfill his pledge to "end welfare as we know it," President Clinton announced on June 11, 1993 the formation of a Working Group on Welfare Reform, Family Support and Independence. The Working Group, made up of senior level appointees representing eight different Departments and seven White House offices, is charged with preparing a plan for welfare reform that provides opportunity but also rewards work and demands responsibility.

To accomplish this task, the Working Group assigned staff to issue groups researching background information and developing policy options in the following areas: Making Work Pay, Child Support Enforcement and Insurance, Child Care, Noncustodial Parents, Post Transitional Work, Transitional Support, Private Sector Job Development, Welfare Simplification, and Prevention. These issue groups have produced draft issue papers that are being reviewed by the Working Group. The Working Group will then formulate a series of proposals for the President.

PUBLIC INPUT

The Working Group has made public involvement and input a top priority as it develops its proposal for the President. To achieve this, the Working Group has taken several steps:

* **Hearings/Public Events** -- The Working Group conducted a series of five regional hearings in order to provide the public with an opportunity to present the Working Group with their ideas and opinions. The hearings were held in Chicago, Washington, DC, Cranford, NJ, Sacramento, and Memphis. The Working Group also held several site visits to model programs, county welfare offices, and individual communities.

* **Meetings/Briefings** -- Working Group staff have held meetings with several advocacy coalitions, including women's groups, the business community, hunger groups, housing groups, religious groups, rural groups, African American organizations, Hispanic organizations, Welfare Rights Organizations, and Native American organizations. These meetings will continue as the Working Group progresses with its proposal.

* **Working Papers** -- The Working Group will publish working papers to provide information and spark public discussion of the issues underlying the welfare reform effort. These papers will be widely circulated.

* **Speakers Bureau** -- The Working Group has a speakers bureau that has arranged for Working Group members and staff to speak at over 40 conferences already this year.

* **Intake Center** -- The Working Group has established an intake center for all mail and information requests.

Working Group on Welfare Reform, Family Support and Independence

Chairs

Bruce Reed	*Deputy Assistant to the President for Domestic Policy*
David Ellwood	*Assistant Secretary for Planning and Evaluation, Department of Health and Human Services*
Mary Jo Bane	*Assistant Secretary for the Administration for Children and Families, Department of Health and Human Services*

Members

Ken Apfel	*Assistant Secretary for Management and Budget, Department of Health and Human Services*
Michael Alexander	*Executive Assistant to the Secretary, Department of Agriculture*
Walter Broadnax	*Deputy Secretary, Department of Health and Human Services*
Robert Carver	*Deputy Assistant Secretary for Returns Processing,Treasury Department*
Norma Cantu	*Assistant Secretary for Civil Rights, Department of Education*
Andrew Cuomo	*Assistant Secretary for Community Planning and Development, Department of Housing and Urban Development*
Maria Echaveste	*Administrator of Wage and Hour, Department of Labor*
Chris Edley	*Associate Director for Economics and Government, Office of Management and Budget*
Joycelyn Elders	*Surgeon General*
Maurice Foley	*Office of Tax Policy, Treasury Department*
Thomas Glynn	*Deputy Secretary, Department of Labor*
Ellen Haas	*Assistant Secretary for Food and Consumer Services, Department of Agriculture*
Elaine Kamarck	*Office of the Vice President*
Augusta Kappner	*Assistant Secretary for Vocational and Adult Education, Department of Education*
Madeleine Kunin	*Deputy Secretary, Department of Education*
Avis LaVelle	*Assistant Secretary for Public Affairs, Department of Health and Human Services*
Marsha Martin	*Executive Director, Interagency Council on the Homeless*
Alicia Munnell	*Assistant Secretary for Economic Policy, Treasury Department*
Wendell Primus	*Deputy Assistant Secretary for Human Services Policy, Department of Health and Human Services*
Doug Ross	*Assistant Secretary, Employment and Training Administration, Department of Labor*
Isabel Sawhill	*Associate Director for Human Resources, Office of Management and Budget*
Eli Segal	*Assistant to the President for National Service*
Marshall Smith	*Undersecretary, Department of Education*
Eugene Sperling	*Deputy Assistant to the President for Economic Policy*
Michael Stegman	*Assistant Secretary for Policy Development and Research, Department of Housing and Urban Development*
Joseph Stiglitz	*Council of Economic Advisors*
Fernando Torres-Gil	*Assistant Secretary for Aging, Department of Health and Human Services*
Jeff Watson	*Deputy Assistant to the President for Intergovernmental Affairs*
Kathi Way	*Special Assistant to the President for Domestic Policy*

OUTREACH EFFORTS
WELFARE REFORM WORKING GROUP

Outreach to advocacy organizations has been one of the top priorities of the Working Group on Welfare Reform, Family Support and Independence. The first stage of the outreach efforts have consisted of reaching out to a broad range of organizations with general information about the mandate of the Working Group and the principles on which the welfare reform proposal for the President will be based.

Since the creation of the Working Group, members have met with over 230 organizations in over 95 meetings, including meetings with religious organizations, women's advocacy groups, legal groups, fathers' rights advocates, African American organizations, Native American organizations, child support advocates, social workers, hunger groups, housing advocates and Hispanic organizations.

Over the past four months, the Working Group staff has:

* organized the Working Group's five regional hearings and site visits
* coordinated 55 meetings between advocacy organizations and the issue groups and approximately 40 meetings with Working Group members. A total of 230 organizations have had contact with the Working Group through these meetings in addition to approximately 150 groups that have testified at the regional hearings.
* read, answered and catalogued over 670 pieces of mail
* created a mailing list for welfare reform of over 2300 names of interested individuals and organizations around the country.
* established a speaker's bureau that has arranged for members of the Working Group to represent the Working Group at over 40 conferences and meetings hosted by numerous advocacy organizations. Examples of these meetings include the annual conferences hosted by the National Association of Social Workers, National Alliance of Business, National Black Child Development Institute, National Council of La Raza, and Women Work (formerly known as the National Displaced Homemakers Network).
* begun to set up state-by-state files on welfare reform efforts and key individuals in major states.

This effort has resulted in some enlightening discussions from which the Working Group has become aware of the particular issues surrounding welfare reform. The Working Group has also been able to dispel some of the myths that have circulated with regard to the intentions and opinions of the Working Group. We have largely heard concerns with regard to time limits and also the racial subtext of welfare reform. Groups have generally advocated for flexibility within a blanket reform program, for strengthening the current education and training programs, for increasing access to quality day care, for rent reform and coordination of services among agencies, and for a stronger child support enforcement system.

Most recently, the outreach effort has revolved largely around the business community. The Working Group has held seven meetings with major national organizations representing the business community. The Working Group is seeking the business community's ideas and experiences in order to draft a reform proposal. We are also trying to lay the groundwork for the business community's support for the plan and commitment to providing jobs. As this support is essential to a credible proposal, the Working Group is now planning an intense outreach schedule for the business community for the next two months.

The next step in the overall outreach effort will be to meet with the advocacy communities to discuss the alternative proposals under consideration by the Working Group.

WELFARE REFORM WORKING GROUP
REGIONAL VISIT SUMMARY

The Working Group on Welfare Reform, Family Support and Independence conducted five public forums from August to November 1993. The forums were held in Chicago, Ill., Washington, D.C., Cranford, N.J., Sacramento, CA., and Memphis, TN. The Working Group heard from over 220 witnesses, including 24 witnesses who once or are currently receiving AFDC and three witnesses with child support problems.

An essential element of the four regional visits outside of Washington, D.C., was the time spent in the community gathering information. Working Group members went to neighborhoods, visited programs, and met with local residents before each hearing. Overall, the Working Group visited 12 program sites and two private residences, held informal focus group discussions with 66 AFDC recipients, and met with 34 caseworkers. Finally, most members that attended a public forum outside of Washington, D.C., observed an AFDC eligibility interview in a local welfare office.

FORUM SUMMARIES

Each forum had a particular focus. The first three forums centered on three of the President's themes: Make Work Pay, Child Support Enforcement, and Education and Training. The fourth forum explored welfare reform in a rural setting.

<u>Chicago, Illinois</u>
<u>August 10-11, 1993</u>

The Chicago visit focused on the principle of Making Work Pay. The Working Group visited Project Match in the Cabrini-Green housing project, where they conducted informal focus groups with staff and participants of Project Match and the New Hope Project of Milwaukee, Wisconsin. Working Group members also observed AFDC eligibility interviews and met with caseworkers at four Illinois Department of Public Aid offices.

During the morning session of the Chicago forum the Working Group heard from six AFDC recipients and program directors from Project Match, New Hope Project, Chicago Commons, and the Teen Parent Demo. The afternoon session featured testimony by Mayor Richard M. Daley, Jr., Congressman Bobby Rush, and Illinois Department of Public Aid Acting Director Robert Wright. Overall, 37 witnesses presented testimony to the Working Group in Chicago.

Washington, D.C
August 19-20, 1993

The Washington, D.C. event was a day and a half policy forum discussing the four principles with state and local elected officials, researchers, advocates, and AFDC recipients. The Working Group heard from 66 witnesses over two days. In addition to five AFDC recipients, other notable witnesses included Del. Eleanor Norton Holmes (D- D.C.), Patricia Ireland, National Organization for Women; Will Marshall, Progressive Policy Institute; Robert Greenstein, Center for Budget and Policy Priorities and William H. Kolberg, National Alliance of Business.

Cranford, N.J.
September 9-10, 1993

The New Jersey visit focused on Improving Child Support Enforcement. The Working Group visited the Parents Fair Share demonstration project "Operation Fatherhood" in Trenton, N.J., where they conducted informal focus groups with staff and non-custodial fathers. The Working Group then met with court, probation, and administrative representatives of the N.J. child support enforcement system. Finally, the Working Group visited the Middlesex County Social Services office and conducted informal focus groups with staff and AFDC participants from The Work Group, a model welfare-to-work program from Camden, N.J..

During the morning session of the New Jersey forum the Working Group held a roundtable discussion with single parents, non-custodial parents and advocates for both groups. Of the 30 witnesses, the Working Group heard from four single parents and three non-custodial parents. Other notable testimony was presented by Governor Jim Florio, Assemblyman Wayne Bryant, William Waldman of the N.J. Department of Human Services, N.Y. State Senator Stephen M. Saland, and N.Y. Dept. of Social Services Commissioner Michael Dowling.

Sacramento, CA
October 7-8, 1993

The California visit focused on Education, Training, and Support services, examining lessons from the California GAIN program. The Working Group visited the Alameda County GAIN office and conducted informal focus groups with staff and participants from both Alameda and San Francisco County GAIN programs. The Working Group then visited the Contra Costa County GAIN program for additional focus group meetings.

The morning session of the California forum was a roundtable discussion of the lessons from the GAIN program. The afternoon session covered the four principles and included an open public comment period. Of the fifty witnesses testifying, six were AFDC recipients. Other witnesses included John Wallace from MDRC, Larry Townsend of Riverside County, and Robert Friedman of the Corporation for Enterprise Development. Elected officials presenting testimony included Assemblyman Tom Bates, State Senator Mike Thompson, and County Supervisor Grantland Johnson.

Memphis, TN
November 8-9, 1993

The focus of the Tennessee visit was on both economic development and service delivery in a rural setting. At the suggestion of Congressman Harold Ford (D-TN), the Working Group visited Project Self-Initiative at Hurt Village and conducted a community meeting with staff and residents. Working Group members then visited the private homes of two AFDC recipients in rural counties to see and hear about welfare services and living conditions in a rural setting. Working Group members also held a lunch meeting with staff and AFDC recipients in Fayette County, and travelled to Tipton County for additional focus groups and eligibility interviews.

The morning session of the forum discussed ways that a national welfare reform plan could create incentives for job development in a rural setting. The afternoon session reviewed the challenges and barriers to delivering social services in a rural setting. The Working Group heard from 3 AFDC recipients as part of the 39 witnesses testifying. Other witnesses included former Congressman Ed Jones, Congressman Harold Ford (videotaped remarks), Ray Bryant of the Lower Mississippi Delta Development Commission, Julia Vindasius of the Arkansas Good Faith Fund, and Department of Human Services commissioners from the states of Tennessee, Arkansas, Alabama, Mississippi, and North Carolina.

WORKING GROUP CONSULTATION WITH WELFARE RECIPIENTS

The President's Working Group on Welfare Reform, Family Support and Independence has undertaken significant efforts to gain information, insight and suggestions from a wide variety of individuals and groups. The intensive consultation which Working Group members and staff have had with the recipients of public assistance has been especially valuable.

The Working Group has been able to gain the personal views and experiences of welfare recipients through a number of public forums, small informal focus groups, and individual discussions at sites around the country. These efforts complement the Group's ongoing discussions with over 230 advocacy organizations interested in social services and welfare issues.

Public Forums

The Working Group has held several all-day forums open to the public, interested individuals and organizations. At each forum, current and former welfare recipients have been assured the opportunity to present testimony, and have furnished moving and constructive information to the Working Group.

- In Chicago, 25 year-old single mother Roxanne B. talked about escaping from an abusive marriage only to find frustration and hardship trying to play by the rules in the welfare system. In March, 1992 she applied for AFDC and was offered full benefits. Since she was receiving voluntary child support at that time, Ms. B. refused the full grant and opted for only food stamps and medicaid. Two months later, however, her husband terminated his child support payments. When she reapplied for a full AFDC grant, she was told the application would take 45 days to process. While waiting for her assistance application to be processed, she was evicted from her home. Fortunately, she was able to find a compassionate landlord willing to let her move in without rent or a deposit based on her promise of the pending welfare check. Her AFDC check did not come until five months and many battles after she had applied. Despite her efforts to play by the rules and seek only the minimum support she needed, Ms. B. felt punished by the system, treated as though she didn't have feelings, children, commitments, ideas or choices. She said "Since then, I have questioned many times my decision to trade one form of abuse for another."

- In Washington, D.C., Patty L., a former welfare recipient, talked about her ex-husband who owes over $105,000 in child support. Even though he earns $40,000 a year and has been with the same firm for seven years, the county child support enforcement agency has failed to get a withholding order in place. Through the Montgomery County Family Independence Project, Ms. L. was able to improve her skills and find a job. She is still living in government subsidized housing and supports her two sons on an annual salary of $15,000. Ms. L. reminded us that it is important to continue to help families after their AFDC payments cease: "Even though I found a job, because the pay is low, we would not have been able to survive without some type of assistance.

- Sheila W., a current D.C. welfare recipient, expressed her frustration that whenever she tried to go to work or improve her education, the system would "pull the rug out from under" her, burying her in red tape and jeopardizing her benefits for independently finding part time work. She said: "The feeling of a job gives you control over your life and makes you part of the human race," but the welfare system discourages "bouts of independence."

Focus Groups

In order to gain more personal and in-depth understanding about welfare, the Working Group also arranged numerous small focus group sessions with welfare recipients in their own communities. These visits have allowed members to talk in informal and less structured settings with participants in AFDC and other social service programs, exploring their personal welfare problems and concerns.

- In California, Working Group members gained tremendous insight into the pros and cons of the GAIN program through intensive discussion sessions with individual participants.

- In Chicago, members visited local Public Aid offices and sat in on intake interviews with AFDC applicants. Members also met informally with Public Aid staff and participants in the Project Match program based in Cabrini Green and in Milwaukee's New Hope Project throughout the afternoon.

- In New Jersey, the Group met with participants in the Work Group from Camden, and examined the special problems experienced by non-custodial fathers in similar small group discussions arranged with a number of men participating in the Operation Fatherhood program.

  In Tennessee, members met with AFDC recipients and agency staff in Memphis and surrounding rural counties. The Group focused on economic development and ways to overcome the barriers to services and jobs that rural recipients confront.

In addition to the activities of Working Group members, 80 staff visited a dozen income maintenance and human services sites in the Washington D.C. area and met with several hundred AFDC clients. The Working Group ensured that every individual working on the development of the Administration's Welfare Reform plan had the opportunity to visit a welfare or service program.

Advocacy Groups

Working Group members and staff have also consulted widely with advocacy groups representing welfare recipients, low income children and families, program administrators, elected officials, business and labor groups and community organizations.