TABLE 10:24

PERCENT DISTRIBUTION OF TANF RECIPIENT CHILDREN BY RACE
OCTOBER 1998 - SEPTEMBER 1999

STATE	TOTAL CHILDREN	WHITE	BLACK	HISPANIC	AMERICAN NATIVE	ASIAN	OTHER	UNKNOWN
U.S. TOTAL	5,318,722	25.8	39.5	26.0	1.7	4.6	0.8	1.6
ALABAMA	38,428	21.5	78.0	0.2	0.1	0.0	0.2	0.0
ALASKA	17,260	37.4	8.6	4.1	43.0	5.3	0.4	1.2
ARIZONA	42,615	25.0	11.0	40.3	21.0	0.4	0.6	1.7
ARKANSAS	21,524	31.6	66.9	0.6	0.1	0.1	0.6	0.1
CALIFORNIA	1,381,384	20.2	17.3	49.0	0.6	12.4	0.0	0.5
COLORADO	29,855	39.3	17.3	38.4	1.3	1.2	1.0	1.6
CONNECTICUT	59,991	22.3	36.4	38.4	0.1	0.5	0.0	2.3
DELAWARE	12,639	23.2	62.1	8.6	0.4	0.5	0.8	4.4
DIST. OF COL.	40,080	0.1	99.2	0.2	0.0	0.0	0.0	0.4
FLORIDA	155,337	21.5	57.1	19.6	0.0	0.2	0.3	1.3
GEORGIA	115,620	18.0	78.9	2.0	0.0	0.3	0.0	0.7
GUAM	6,611	1.1	0.1	0.2	0.0	97.6	0.5	0.5
HAWAII	31,477	8.9	1.7	1.0	0.0	44.3	39.8	4.2
IDAHO	2,148	81.4	0.4	11.6	6.2	0.2	0.0	0.3
ILLINOIS	277,314	15.5	75.8	8.0	0.2	0.5	0.0	0.0
INDIANA	77,627	42.1	51.9	5.2	0.0	0.0	0.7	0.0
IOWA	40,006	74.1	18.4	4.0	0.6	0.5	0.6	1.8
KANSAS	23,910	47.9	35.0	9.4	1.5	0.3	1.8	4.1
KENTUCKY	71,792	75.0	22.7	0.8	0.1	0.3	0.0	1.2
LOUISIANA	104,742	12.0	86.7	0.4	0.2	0.4	0.1	0.2
MAINE	24,381	94.2	1.5	0.4	1.2	1.1	0.0	1.7
MARYLAND	64,493	19.5	75.6	1.1	0.1	1.1	0.8	1.8
MASSACHUSETTS	96,441	38.6	19.4	33.8	0.1	6.8	0.0	1.3
MICHIGAN	200,661	34.3	58.6	0.4	0.8	1.4	3.5	1.0
MINNESOTA	89,002	33.2	32.8	8.4	9.2	14.6	0.0	1.8
MISSISSIPPI	33,164	11.1	87.5	0.2	0.1	0.0	0.3	0.7
MISSOURI	102,356	37.6	59.4	1.4	0.1	0.6	0.6	0.2
MONTANA	9,182	44.9	1.7	0.7	50.6	0.4	0.0	1.7
NEBRASKA	23,118	44.7	40.5	8.1	3.4	1.3	2.0	0.0
NEVADA	15,287	42.1	39.4	14.0	2.4	1.0	0.1	1.0
NEW HAMPSHIRE	10,697	76.7	2.9	3.2	0.0	0.4	0.1	16.6
NEW JERSEY	124,835	10.6	60.0	28.4	0.0	0.4	0.4	0.1
NEW MEXICO	53,120	18.3	3.8	58.1	17.4	0.3	1.5	0.7
NEW YORK	568,349	16.3	40.8	37.7	0.2	1.7	0.4	2.8
NORTH CAROLINA	102,166	24.7	66.1	2.8	2.9	0.4	2.5	0.7
NORTH DAKOTA	6,202	31.0	2.4	2.5	62.3	0.2	0.4	1.2
OHIO	210,464	39.3	54.3	3.3	0.1	0.3	1.0	1.7
OKLAHOMA	36,984	39.1	40.2	6.0	13.3	0.3	0.0	1.1
OREGON	30,703	70.0	9.8	13.6	2.6	2.5	0.5	1.0
PENNSYLVANIA	212,041	28.8	53.0	12.5	0.0	2.6	0.8	2.2
PUERTO RICO	78,465	0.2	0.1	99.4	0.0	0.0	0.0	0.2
RHODE ISLAND	28,711	51.9	16.1	0.0	0.0	0.0	0.0	32.0
SOUTH CAROLINA	33,724	21.2	77.2	0.9	0.0	0.1	0.0	0.6
SOUTH DAKOTA	6,266	15.1	0.0	0.0	82.4	0.0	2.4	0.2
TENNESSEE	111,387	31.9	65.9	1.0	0.1	0.1	0.2	0.9
TEXAS	220,374	16.9	29.0	52.8	0.3	0.5	0.0	0.6
UTAH	18,541	66.0	4.2	17.8	8.4	2.2	0.0	1.3
VERMONT	11,746	79.6	1.7	0.5	0.1	0.4	0.0	17.7
VIRGIN ISLANDS	2,714	0.4	73.7	25.5	0.0	0.0	0.0	0.4
VIRGINIA	64,483	26.4	69.4	2.5	0.1	0.7	0.0	0.7
WASHINGTON	120,585	58.9	12.5	13.0	4.7	4.2	4.7	2.0
WEST VIRGINIA	20,545	87.3	10.4	0.2	0.1	0.1	1.8	0.1
WISCONSIN	35,859	7.2	24.4	2.1	21.6	0.2	1.6	42.9
WYOMING	1,317	60.6	5.8	11.2	21.6	0.0	0.0	0.8

SOURCE: NATIONAL EMERGENCY TANF DATAFILE AS OF 4/14/2000

TABLE 10:25

PERCENT DISTRIBUTION OF TANF RECIPIENT CHILDREN
RECEIVING FEDERAL DISABILITY BENEFITS
OCTOBER 1998 - SEPTEMBER 1999

STATE	TOTAL CHILDREN	YES	NO	UNKNOWN
U.S. TOTAL	5,318,722	1.0	96.6	2.4
ALABAMA	38,428	0.0	100.0	0.0
ALASKA	17,260	0.7	99.0	0.3
ARIZONA	42,615	0.0	98.3	1.7
ARKANSAS	21,524	1.4	98.3	0.3
CALIFORNIA	1,381,384	1.2	98.3	0.5
COLORADO	29,855	0.0	99.3	0.7
CONNECTICUT	59,991	3.9	93.8	2.3
DELAWARE	12,639	1.4	94.7	3.9
DIST. OF COL.	40,080	1.2	97.4	1.3
FLORIDA	155,337	0.6	98.4	1.1
GEORGIA	115,620	3.1	96.5	0.4
GUAM	6,611	0.1	99.3	0.6
HAWAII	31,477	0.0	99.4	0.6
IDAHO	2,148	0.1	99.6	0.3
ILLINOIS	277,314	0.0	99.7	0.3
INDIANA	77,627	4.7	95.3	0.0
IOWA	40,006	0.1	99.4	0.5
KANSAS	23,910	0.0	97.5	2.5
KENTUCKY	71,792	0.3	98.7	1.0
LOUISIANA	104,742	0.0	99.8	0.2
MAINE a/	24,381			
MARYLAND	64,493	0.8	98.0	1.2
MASSACHUSETTS	96,441	1.3	97.4	1.3
MICHIGAN	200,661	2.3	96.7	1.0
MINNESOTA	89,002	0.0	98.3	1.7
MISSISSIPPI	33,164	0.0	99.3	0.7
MISSOURI	102,356	4.4	95.5	0.1
MONTANA	9,182	2.1	96.2	1.7
NEBRASKA	23,118	4.5	95.5	0.0
NEVADA	15,287	2.4	95.9	1.7
NEW HAMPSHIRE	10,697	1.1	98.2	0.7
NEW JERSEY	124,835	0.0	99.9	0.1
NEW MEXICO	53,120	0.0	99.3	0.7
NEW YORK	568,349	0.4	97.4	2.2
NORTH CAROLINA a/	102,166			
NORTH DAKOTA	6,202	1.8	97.0	1.2
OHIO	210,464	0.3	98.1	1.6
OKLAHOMA	36,984	0.0	98.9	1.1
OREGON	30,703	2.1	97.1	0.9
PENNSYLVANIA	212,041	0.5	97.2	2.2
PUERTO RICO	78,465	0.1	98.5	1.4
RHODE ISLAND	28,711			
SOUTH CAROLINA a/	33,724	1.3	98.1	0.6
SOUTH DAKOTA	6,266	0.0	97.8	2.2
TENNESSEE	111,387	0.0	99.1	0.9
TEXAS	220,374	0.6	72.6	26.8
UTAH	18,541	0.2	99.1	0.7
VERMONT	11,746	4.0	94.7	1.2
VIRGIN ISLANDS	2,714	0.1	98.7	1.2
VIRGINIA	64,483	0.0	99.3	0.7
WASHINGTON	120,585	2.3	96.7	1.0
WEST VIRGINIA	20,545	2.4	97.3	0.3
WISCONSIN	35,859	1.4	53.3	45.3
WYOMING	1,317	0.7	98.5	0.8

NOTE: 'a/' = Data not reported.
SOURCE: NATIONAL EMERGENCY TANF DATAFILE AS OF 4/14/2000

TABLE 10:26

PERCENT DISTRIBUTION OF TANF RECIPIENT CHILDREN
BY RELATIONSHIP TO THE HEAD OF HOUSEHOLD
OCTOBER 1998 - SEPTEMBER 1999

		RELATIONSHIP TO HEAD OF HOUSEHOLD							
STATE	TOTAL CHILDREN	HEAD OF HOUSEHOLD	SPOUSE	PARENT	CHILD	GRAND-CHILD	OTHER RELATED	UNRELATED	UNKNOWN
U.S. TOTAL	5,318,722	0.3	0.0	0.0	88.1	6.8	2.6	0.7	1.5
ALABAMA	38,428	0.0	0.0	0.0	73.3	19.1	7.4	0.2	0.1
ALASKA	17,260	0.0	0.0	0.0	93.4	4.3	1.6	0.3	0.3
ARIZONA	42,615	0.0	0.0	0.0	82.2	11.9	4.0	0.0	1.9
ARKANSAS	21,524	0.2	0.0	0.0	75.3	20.2	4.0	0.0	0.2
CALIFORNIA	1,381,384	0.0	0.0	0.0	95.3	3.3	0.7	0.2	0.5
COLORADO	29,855	0.0	0.1	0.0	82.7	13.3	2.3	0.2	1.3
CONNECTICUT	59,991	0.0	0.0	0.0	82.7	11.2	3.7	0.0	2.3
DELAWARE	12,639	0.5	0.1	0.1	71.5	15.5	7.4	0.7	4.3
DIST. OF COL.	40,080	0.0	0.0	0.4	90.7	6.2	2.1	0.1	0.4
FLORIDA	155,337	3.2	0.0	0.0	73.3	12.9	7.7	1.8	1.1
GEORGIA	115,620	0.0	0.0	0.0	79.2	14.7	5.6	0.1	0.4
GUAM	6,611	0.1	0.0	0.0	95.9	1.5	2.1	0.0	0.5
HAWAII	31,477	0.0	0.0	0.0	88.8	7.3	3.3	0.0	0.7
IDAHO	2,148	0.0	0.0	0.0	47.1	40.3	12.3	0.0	0.3
ILLINOIS	277,314	0.1	0.0	0.1	95.4	3.5	0.8	0.0	0.1
INDIANA	77,627	0.2	0.0	0.0	89.2	7.7	2.6	0.2	0.0
IOWA	40,006	0.0	0.0	0.0	89.4	7.3	2.8	0.0	0.6
KANSAS	23,910	0.0	0.0	0.0	79.1	13.3	4.6	0.5	2.5
KENTUCKY	71,792	0.1	0.2	0.0	87.1	8.4	3.2	0.0	1.1
LOUISIANA	104,742	3.8	0.7	0.0	77.9	10.8	6.1	0.3	0.5
MAINE	24,381	0.0	0.0	0.0	93.6	3.5	1.3	0.0	1.6
MARYLAND	64,493	0.0	0.0	0.0	82.0	11.9	4.8	0.0	1.2
MASSACHUSETTS	96,441	0.1	0.0	0.0	90.0	6.5	2.0	0.0	1.3
MICHIGAN	200,661	0.1	0.0	0.0	92.1	5.1	1.6	0.2	1.0
MINNESOTA	89,002	0.0	0.0	0.0	89.7	5.4	2.9	0.3	1.7
MISSISSIPPI	33,164	0.0	0.0	0.0	80.4	14.7	4.1	0.0	0.7
MISSOURI	102,356	0.0	0.0	0.0	88.6	8.7	2.4	0.2	0.1
MONTANA	9,182	0.0	0.0	0.0	24.9	2.2	0.5	0.0	72.4
NEBRASKA	23,118	2.0	0.1	0.7	90.8	2.5	2.0	0.4	1.5
NEVADA	15,287	0.1	0.0	0.0	77.4	16.6	4.2	0.1	1.5
NEW HAMPSHIRE	10,697	0.0	0.0	0.0	84.7	5.2	9.3	0.1	0.7
NEW JERSEY	124,835	0.0	0.0	0.0	81.3	12.5	4.9	1.2	0.1
NEW MEXICO	53,120	0.0	0.0	0.0	92.4	4.8	1.9	0.2	0.7
NEW YORK	568,349	0.0	0.0	0.0	90.7	4.9	1.8	0.2	2.2
NORTH CAROLINA	102,166	0.4	0.0	0.3	67.1	20.5	6.9	0.1	4.7
NORTH DAKOTA	6,202	0.0	0.0	0.0	88.2	6.9	3.6	0.0	1.2
OHIO	210,464	0.0	0.0	0.1	80.0	1.4	5.7	11.1	1.6
OKLAHOMA	36,984	0.0	0.0	0.0	81.7	13.4	3.7	0.0	1.2
OREGON	30,703	0.0	0.0	0.0	80.8	0.0	0.0	0.0	19.2
PENNSYLVANIA	212,041	0.6	0.0	0.0	85.4	9.4	1.9	0.1	2.6
PUERTO RICO	78,465	0.3	0.0	0.1	98.0	0.8	0.1	0.0	0.6
RHODE ISLAND a/	28,711								
SOUTH CAROLINA	33,724	0.2	0.0	0.0	71.5	19.6	7.4	0.5	0.6
SOUTH DAKOTA	6,266	0.0	0.0	0.0	67.8	21.3	10.7	0.0	0.2
TENNESSEE	111,387	0.0	0.0	0.0	85.5	10.3	3.1	0.0	1.1
TEXAS a/	220,374								
UTAH	18,541	0.0	0.0	0.0	85.9	9.1	4.3	0.0	0.7
VERMONT	11,746	0.0	0.0	0.0	96.9	0.0	1.7	0.1	1.3
VIRGIN ISLANDS	2,714	1.0	0.0	0.1	97.9	0.5	0.4	0.1	0.0
VIRGINIA	64,483	0.1	0.2	0.0	77.1	15.6	6.3	0.0	0.7
WASHINGTON	120,585	0.0	0.0	0.0	90.2	6.0	2.6	0.2	1.0
WEST VIRGINIA	20,545	0.2	0.0	0.0	85.9	9.5	3.8	0.5	0.0
WISCONSIN	35,859	0.6	0.4	0.5	57.4	0.4	10.0	0.7	29.9
WYOMING	1,317	0.0	0.0	0.0	67.4	22.0	9.8	0.0	0.8

NOTE: 'a/' = Data not reported.
SOURCE: NATIONAL EMERGENCY TANF DATAFILE AS OF 4/14/2000

TABLE 10:26.1

PERCENT DISTRIBUTION OF TANF RECIPIENT CHILDREN IN CHILD-ONLY CASES
BY RELATIONSHIP TO THE HEAD OF HOUSEHOLD
OCTOBER 1998 - SEPTEMBER 1999

		RELATIONSHIP TO HEAD OF HOUSEHOLD							
STATE	TOTAL CHILDREN	HEAD OF HOUSEHOLD	SPOUSE	PARENT	CHILD	GRAND-CHILD	OTHER RELATED	UNRELATED	UNKNOWN
U.S. TOTAL	1,382,291	0.9	0.0	0.0	65.5	22.0	8.5	2.1	1.1
ALABAMA	17,669	0.0	0.0	0.0	43.6	40.5	15.4	0.4	0.1
ALASKA	1,889	0.0	0.0	0.0	59.8	29.5	10.6	0.2	0.0
ARIZONA	14,630	0.0	0.0	0.0	57.8	32.4	9.4	0.0	0.5
ARKANSAS	9,740	0.0	0.0	0.1	49.0	42.3	8.6	0.0	0.0
CALIFORNIA	420,763	0.0	0.0	0.0	90.3	8.3	1.0	0.2	0.2
COLORADO	8,682	0.0	0.2	0.0	47.5	43.8	6.6	0.5	1.4
CONNECTICUT	12,783	0.0	0.0	0.0	38.5	45.6	15.9	0.0	0.0
DELAWARE	4,341	0.3	0.0	0.1	37.4	40.7	17.9	1.7	2.0
DIST. OF COL.	8,614	0.0	0.0	0.3	65.2	25.0	9.1	0.4	0.0
FLORIDA	59,189	8.1	0.0	0.0	43.1	30.4	17.8	0.6	0.0
GEORGIA	41,297	0.0	0.0	0.1	47.9	37.6	14.3	0.1	0.1
GUAM	511	0.0	0.0	0.0	68.9	13.6	16.9	0.0	0.5
HAWAII	3,023	0.0	0.0	0.0	18.9	58.6	22.5	0.0	0.0
IDAHO	1,181	0.0	0.0	0.0	4.7	73.0	22.3	0.0	0.0
ILLINOIS	46,277	0.0	0.0	0.0	80.2	15.8	3.7	0.0	0.3
INDIANA	7,368	2.0	0.0	0.0	16.7	62.4	18.2	0.7	0.0
IOWA	7,845	0.0	0.0	0.0	53.8	34.1	12.1	0.0	0.0
KANSAS	7,597	0.0	0.0	0.0	48.6	37.3	12.8	1.3	0.0
KENTUCKY	22,978	0.2	0.1	0.0	66.1	24.2	9.2	0.0	0.2
LOUISIANA	35,692	11.3	0.9	0.0	45.7	26.4	15.1	0.3	0.3
MAINE	5,143	0.0	0.0	0.0	82.5	12.9	4.1	0.1	0.4
MARYLAND	14,555	0.0	0.0	0.0	33.5	47.8	18.7	0.0	0.0
MASSACHUSETTS	27,839	0.2	0.0	0.0	73.2	20.1	6.4	0.0	0.0
MICHIGAN	51,019	0.1	0.0	0.0	76.9	17.5	4.9	0.6	0.0
MINNESOTA	20,715	0.0	0.0	0.0	69.8	19.3	10.0	0.7	0.2
MISSISSIPPI	14,574	0.0	0.0	0.0	60.4	30.8	8.8	0.0	0.0
MISSOURI	27,532	0.0	0.0	0.0	59.7	30.7	9.0	0.7	0.0
MONTANA	1,451	0.0	0.0	0.0	14.2	11.2	3.1	0.0	71.5
NEBRASKA	4,570	8.6	0.0	0.7	70.0	7.5	6.0	0.3	7.0
NEVADA	5,455	0.1	0.0	0.1	43.1	45.0	11.3	0.3	0.2
NEW HAMPSHIRE	2,338	0.0	0.0	0.0	36.6	22.0	41.4	0.0	0.0
NEW JERSEY	31,803	0.0	0.0	0.0	45.7	39.1	14.0	1.2	0.0
NEW MEXICO	6,904	0.0	0.0	0.0	72.8	19.5	7.4	0.3	0.0
NEW YORK	95,466	0.2	0.0	0.0	69.8	21.0	7.9	1.1	0.0
NORTH CAROLINA	40,641	0.1	0.1	0.0	29.5	48.9	16.9	0.1	4.4
NORTH DAKOTA	1,408	0.0	0.0	0.0	59.0	26.7	13.3	0.1	1.0
OHIO	59,897	0.0	0.0	0.1	42.5	0.9	18.1	38.4	0.0
OKLAHOMA	10,089	0.0	0.0	0.0	43.6	44.0	11.6	0.1	0.7
OREGON	6,549	0.0	0.0	0.0	30.7	0.0	0.0	0.0	69.3
PENNSYLVANIA	42,946	2.7	0.2	0.1	46.5	38.7	8.4	0.1	3.3
PUERTO RICO	151	13.6	0.0	0.0	39.7	22.9	0.9	0.0	22.9
RHODE ISLAND a/	3,560								
SOUTH CAROLINA	14,400	0.0	0.0	0.1	37.9	43.7	17.2	1.2	0.0
SOUTH DAKOTA	2,555	0.0	0.0	0.0	25.0	50.8	24.2	0.0	0.0
TENNESSEE	27,787	0.0	0.0	0.0	49.7	38.2	11.7	0.0	0.4
TEXAS a/	60,961								
UTAH	4,375	0.0	0.0	0.1	47.2	36.0	16.5	0.0	0.2
VERMONT	1,283	0.0	0.0	0.0	85.8	0.0	12.5	0.2	1.5
VIRGIN ISLANDS	49	4.0	0.0	0.0	76.5	11.9	7.7	0.0	0.0
VIRGINIA	23,613	0.3	0.1	0.0	41.2	40.9	16.7	0.1	0.9
WASHINGTON	18,800	0.0	0.0	0.0	53.0	31.8	15.0	0.3	0.0
WEST VIRGINIA	3,126	0.1	0.0	0.0	25.1	55.6	19.0	0.2	0.0
WISCONSIN	17,989	0.8	0.5	0.6	61.6	0.4	19.6	0.7	16.0
WYOMING	680	0.0	0.0	0.0	39.2	41.9	18.9	0.0	0.0

NOTE: 'a/' = Data not reported.
SOURCE: NATIONAL EMERGENCY TANF DATAFILE AS OF 4/14/2000

TABLE 10:27

PERCENT DISTRIBUTION OF TANF RECIPIENT CHILDREN WITH TEEN PARENT STATUS IN THE FAMILY OCTOBER 1998 - SEPTEMBER 1999

STATE	TOTAL CHILDREN	TEEN PARENT STATUS YES	NO	UNKNOWN
U.S. TOTAL	5,318,722	0.4	94.3	5.2
ALABAMA	38,428	0.4	99.6	0.1
ALASKA	17,260	0.2	99.5	0.3
ARIZONA	42,615	0.1	98.2	1.7
ARKANSAS	21,524	1.8	97.7	0.5
CALIFORNIA	1,381,384	0.4	99.1	0.5
COLORADO	29,855	0.5	98.8	0.7
CONNECTICUT	59,991	0.3	97.4	2.3
DELAWARE	12,639	1.2	94.0	4.8
DIST. OF COL.	40,080	0.1	98.7	1.2
FLORIDA	155,337	1.5	97.4	1.1
GEORGIA	115,620	0.0	99.5	0.4
GUAM	6,611	0.0	0.2	99.8
HAWAII	31,477	0.0	0.0	100.0
IDAHO	2,148	0.1	99.6	0.3
ILLINOIS	277,314	0.6	99.2	0.2
INDIANA	77,627	0.6	99.4	0.0
IOWA	40,006	0.1	99.4	0.5
KANSAS	23,910	0.0	97.5	2.5
KENTUCKY	71,792	0.1	98.8	1.0
LOUISIANA	104,742	0.5	99.3	0.2
MAINE	24,381	2.0	96.4	1.6
MARYLAND	64,493	0.0	72.9	27.1
MASSACHUSETTS	96,441	0.6	98.1	1.3
MICHIGAN	200,661	0.1	99.0	1.0
MINNESOTA	89,002	0.0	98.3	1.7
MISSISSIPPI	33,164	0.0	99.3	0.7
MISSOURI	102,356	1.5	98.5	0.1
MONTANA	9,182	0.0	0.0	100.0
NEBRASKA	23,118	1.0	99.0	0.0
NEVADA	15,287	0.4	97.9	1.7
NEW HAMPSHIRE	10,697	0.1	74.9	24.9
NEW JERSEY	124,835	0.3	99.7	0.1
NEW MEXICO	53,120	0.2	99.1	0.7
NEW YORK	568,349	0.1	97.6	2.2
NORTH CAROLINA	102,166	0.0	0.0	100.0
NORTH DAKOTA	6,202	0.4	98.4	1.2
OHIO	210,464	0.2	98.1	1.6
OKLAHOMA	36,984	0.0	98.9	1.1
OREGON	30,703	0.2	98.9	0.9
PENNSYLVANIA	212,041	0.6	97.2	2.2
PUERTO RICO	78,465	0.3	98.5	1.3
RHODE ISLAND	28,711	9.4	0.0	90.6
SOUTH CAROLINA	33,724	0.5	98.9	0.6
SOUTH DAKOTA	6,266	0.0	0.0	100.0
TENNESSEE	111,387	0.9	98.2	0.9
TEXAS	220,374	0.1	99.3	0.6
UTAH	18,541	0.0	99.3	0.7
VERMONT	11,746	0.0	98.8	1.2
VIRGIN ISLANDS	2,714	0.1	99.8	0.0
VIRGINIA	64,483	0.3	98.9	0.7
WASHINGTON	120,585	0.9	98.2	1.0
WEST VIRGINIA	20,545	0.5	97.3	2.2
WISCONSIN	35,859	0.0	26.3	73.6
WYOMING	1,317	0.4	98.9	0.8

SOURCE: NATIONAL EMERGENCY TANF DATAFILE AS OF 4/14/2000

TABLE 10:28

PERCENT DISTRIBUTION OF TANF RECIPIENT CHILDREN BY EDUCATIONAL LEVEL
OCTOBER 1998 - SEPTEMBER 1999

STATE	TOTAL CHILDREN	YEARS OF EDUCATION 1-6	7-9	10 AND OVER	UNKNOWN*
U.S. TOTAL	5,318,722	26.4	9.8	6.2	57.6
ALABAMA	38,428	35.5	12.1	11.1	41.3
ALASKA	17,260	0.0	0.1	0.1	99.9
ARIZONA	42,615	32.2	14.3	2.9	50.6
ARKANSAS	21,524	36.9	13.2	7.6	42.3
CALIFORNIA	1,381,384	34.9	13.3	6.1	45.7
COLORADO	29,855	31.4	11.2	5.2	52.2
CONNECTICUT	59,991	32.5	12.4	9.5	45.6
DELAWARE	12,639	0.1	0.0	0.8	99.1
DIST. OF COL.	40,080	37.3	9.4	5.5	47.8
FLORIDA	155,337	0.0	0.0	0.1	99.9
GEORGIA	115,620	0.0	0.1	0.1	99.8
GUAM	6,611	0.0	0.0	0.0	100.0
HAWAII	31,477	0.0	0.0	0.0	100.0
IDAHO	2,148	0.2	0.1	0.3	99.4
ILLINOIS	277,314	0.0	0.0	0.0	100.0
INDIANA	77,627	31.1	9.2	59.6	0.0
IOWA	40,006	32.9	12.0	9.9	45.2
KANSAS	23,910	24.8	7.1	3.8	64.3
KENTUCKY	71,792	19.6	9.4	2.7	68.3
LOUISIANA	104,742	20.4	8.4	6.7	64.5
MAINE	24,381	11.3	3.4	8.7	76.6
MARYLAND	64,493	17.7	6.4	2.2	73.7
MASSACHUSETTS	96,441	38.0	14.1	7.2	40.6
MICHIGAN	200,661	38.5	14.4	7.1	40.0
MINNESOTA	89,002	26.7	9.5	2.5	61.3
MISSISSIPPI	33,164	38.1	11.9	6.9	43.1
MISSOURI	102,356	32.8	12.2	8.3	46.8
MONTANA	9,182	33.5	12.1	3.1	51.4
NEBRASKA	23,118	18.5	7.7	3.0	70.8
NEVADA	15,287	34.3	10.0	3.5	52.2
NEW HAMPSHIRE	10,697	14.6	5.3	2.8	77.3
NEW JERSEY	124,835	35.2	12.6	9.3	42.9
NEW MEXICO	53,120	35.0	12.9	8.7	43.4
NEW YORK	568,349	35.5	12.5	6.9	45.1
NORTH CAROLINA	102,166	34.5	11.1	4.5	49.9
NORTH DAKOTA	6,202	34.6	10.0	3.2	52.2
OHIO	210,464	31.5	12.6	5.7	50.2
OKLAHOMA	36,984	31.2	9.8	4.7	54.3
OREGON	30,703	0.4	1.0	0.8	97.8
PENNSYLVANIA	212,041	0.3	0.5	1.0	98.3
PUERTO RICO	78,465	44.6	16.2	7.8	31.4
RHODE ISLAND	28,711	18.0	0.1	33.1	48.8
SOUTH CAROLINA	33,724	37.3	14.5	5.2	43.0
SOUTH DAKOTA	6,266	34.8	14.2	7.3	43.7
TENNESSEE	111,387	34.8	12.4	8.3	44.5
TEXAS	220,374	0.3	2.9	3.0	93.7
UTAH	18,541	0.0	0.0	0.0	100.0
VERMONT	11,746	25.4	8.6	1.7	64.3
VIRGIN ISLANDS	2,714	36.6	13.0	4.8	45.5
VIRGINIA	64,483	35.4	10.0	3.3	51.2
WASHINGTON	120,585	34.2	12.6	6.5	46.7
WEST VIRGINIA	20,545	32.7	11.9	3.7	51.7
WISCONSIN	35,859	3.4	1.4	25.1	70.1
WYOMING	1,317	31.6	10.4	4.8	53.1

NOTE: '*' = Including no formal education.
SOURCE: NATIONAL EMERGENCY TANF DATAFILE AS OF 4/14/2000

TABLE 10:29

PERCENT DISTRIBUTION OF TANF RECIPIENT CHILDREN BY CITIZENSHIP STATUS
OCTOBER 1998 - SEPTEMBER 1999

STATE	TOTAL CHILDREN	U. S. CITIZEN	NON-CITIZEN	UNKNOWN
U.S. TOTAL	5,318,722	96.1	2.6	1.3
ALABAMA	38,428	100.0	0.0	0.0
ALASKA	17,260	97.2	2.5	0.3
ARIZONA	42,615	96.9	1.4	1.7
ARKANSAS	21,524	88.9	9.7	1.4
CALIFORNIA	1,381,384	94.3	5.1	0.5
COLORADO	29,855	99.1	0.2	0.7
CONNECTICUT	59,991	96.9	0.8	2.3
DELAWARE	12,639	95.0	0.2	4.8
DIST. OF COL.	40,080	99.4	0.2	0.4
FLORIDA	155,337	97.3	1.6	1.1
GEORGIA	115,620	99.2	0.4	0.4
GUAM	6,611	96.5	3.0	0.5
HAWAII	31,477	98.8	0.6	0.6
IDAHO	2,148	98.3	1.4	0.3
ILLINOIS	277,314	99.6	0.4	0.0
INDIANA	77,627	100.0	0.0	0.0
IOWA	40,006	99.3	0.1	0.5
KANSAS	23,910	96.7	0.8	2.5
KENTUCKY	71,792	98.6	0.3	1.0
LOUISIANA	104,742	99.5	0.1	0.5
MAINE	24,381	97.5	0.9	1.6
MARYLAND	64,493	97.7	1.1	1.2
MASSACHUSETTS	96,441	94.0	4.7	1.3
MICHIGAN	200,661	98.3	0.7	1.0
MINNESOTA	89,002	86.1	7.3	6.6
MISSISSIPPI	33,164	99.2	0.1	0.7
MISSOURI	102,356	99.5	0.4	0.1
MONTANA	9,182	97.9	0.3	1.7
NEBRASKA	23,118	95.6	4.4	0.0
NEVADA	15,287	98.2	0.1	1.7
NEW HAMPSHIRE	10,697	95.1	1.2	3.7
NEW JERSEY	124,835	97.8	0.0	2.2
NEW MEXICO	53,120	99.1	0.2	0.7
NEW YORK	568,349	92.2	3.8	4.0
NORTH CAROLINA	102,166	94.9	0.2	4.9
NORTH DAKOTA	6,202	96.1	2.7	1.2
OHIO	210,464	97.6	0.8	1.6
OKLAHOMA	36,984	98.9	0.0	1.1
OREGON a/	30,703			
PENNSYLVANIA	212,041	96.3	1.5	2.2
PUERTO RICO	78,465	99.1	0.6	0.4
RHODE ISLAND b/	28,711			
SOUTH CAROLINA	33,724	98.8	0.5	0.7
SOUTH DAKOTA	6,266	99.8	0.0	0.2
TENNESSEE	111,387	98.9	0.2	0.9
TEXAS	220,374	98.9	0.6	0.6
UTAH	18,541	97.9	1.4	0.7
VERMONT	11,746	98.5	0.3	1.2
VIRGIN ISLANDS	2,714	98.7	0.8	0.5
VIRGINIA	64,483	97.1	2.2	0.7
WASHINGTON	120,585	90.8	8.2	1.0
WEST VIRGINIA	20,545	98.7	0.2	1.1
WISCONSIN a/	35,859			
WYOMING	1,317	99.1	0.0	0.9

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

SOURCE: NATIONAL EMERGENCY TANF DATAFILE AS OF 4/14/2000

TABLE 10:30

TANF RECIPIENT CHILDREN WITH UNEARNED INCOME
OCTOBER 1998 - SEPTEMBER 1999

STATE	TOTAL CHILDREN	UNEARNED INCOME	MONTHLY AVERAGE
U.S. TOTAL	5,318,722	2.7 %	$134.93
ALABAMA a/	38,428		
ALASKA	17,260	8.7	131.05
ARIZONA	42,615	3.1	99.31
ARKANSAS	21,524	1.8	239.25
CALIFORNIA	1,381,384	1.3	130.45
COLORADO	29,855	1.1	128.93
CONNECTICUT	59,991	4.6	165.42
DELAWARE	12,639	4.9	111.16
DIST. OF COL.	40,080	2.3	305.47
FLORIDA	155,337	2.0	108.31
GEORGIA	115,620	5.7	99.77
GUAM	6,611	0.2	146.47
HAWAII	31,477	2.5	131.84
IDAHO	2,148	1.9	97.97
ILLINOIS	277,314	0.7	105.80
INDIANA	77,627	10.3	289.35
IOWA	40,006	2.2	88.37
KANSAS	23,910	2.2	109.95
KENTUCKY	71,792	5.2	105.23
LOUISIANA	104,742	7.9	370.91
MAINE	24,381	5.5	106.56
MARYLAND	64,493	2.2	113.44
MASSACHUSETTS	96,441	5.1	118.37
MICHIGAN	200,661	0.5	133.82
MINNESOTA	89,002	2.3	137.69
MISSISSIPPI	33,164	5.2	108.23
MISSOURI	102,356	5.6	340.28
MONTANA	9,182	2.7	65.08
NEBRASKA	23,118	9.4	120.15
NEVADA	15,287	1.9	182.34
NEW HAMPSHIRE a/	10,697		
NEW JERSEY	124,835	2.3	158.75
NEW MEXICO	53,120	1.1	126.00
NEW YORK	568,349	3.0	111.74
NORTH CAROLINA a/	102,166		
NORTH DAKOTA	6,202	3.6	294.56
OHIO a/	210,464		
OKLAHOMA	36,984	3.1	141.66
OREGON a/	30,703		
PENNSYLVANIA	212,041	2.9	107.08
PUERTO RICO	78,465	0.1	41.53
RHODE ISLAND a/	28,711		
SOUTH CAROLINA	33,724	5.2	117.83
SOUTH DAKOTA	6,266	2.0	70.81
TENNESSEE a/	111,387		
TEXAS	220,374	0.6	34.68
UTAH	18,541	2.6	103.54
VERMONT	11,746	4.4	141.63
VIRGIN ISLANDS	2,714		
VIRGINIA	64,483	1.6	65.74
WASHINGTON	120,585	5.0	255.19
WEST VIRGINIA	20,545	4.1	106.19
WISCONSIN	35,859	23.9	201.31
WYOMING	1,317	16.6	75.30

NOTE: 'a/' = Data not reported.
SOURCE: NATIONAL EMERGENCY TANF DATAFILE AS OF 4/14/2000

TABLE 10:31

PERCENT DISTRIBUTION OF TANF CLOSED CASES BY REASON FOR CLOSURE
OCTOBER 1998 - SEPTEMBER 1999

STATE	TOTAL FAMILIES	EMPLOYMENT	MARRIAGE	TIME LIMIT	SANCTION	POLICY	OTHER*
U.S. TOTAL	2,513,700	23.0	0.2	0.0	6.2	16.5	54.0
ALABAMA	22,457	5.1	0.0	0.0	1.5	0.0	93.3
ALASKA	8,163	20.5	0.0	0.0	3.7	0.0	75.8
ARIZONA	56,311	23.6	0.0	0.0	10.8	0.0	65.6
ARKANSAS	8,443	14.7	0.0	0.0	18.8	44.8	21.6
CALIFORNIA	474,222	3.5	0.1	0.0	0.3	0.0	96.0
COLORADO	14,040	16.9	0.0	0.0	6.9	0.0	76.3
CONNECTICUT	27,078	25.5	0.0	0.0	0.8	0.0	73.7
DELAWARE	10,515	9.2	0.0	0.0	3.3	1.9	85.7
DIST. OF COL.	472	44.3	0.0	0.0	0.0	12.0	43.7
FLORIDA	184,850	20.9	0.0	0.0	32.1	0.0	47.0
GEORGIA	67,928	19.7	0.0	0.0	0.0	0.0	80.3
GUAM	792	4.3	0.0	0.0	31.7	0.0	64.0
HAWAII	7,375	20.8	0.4	0.0	3.2	0.0	75.6
IDAHO	2,651	29.2	0.0	0.0	24.4	6.0	40.4
ILLINOIS	153,178	37.1	0.0	0.0	0.1	57.4	5.3
INDIANA	30,335	21.2	0.1	0.0	4.7	1.0	73.1
IOWA	37,153	23.1	0.0	0.0	37.7	0.0	39.2
KANSAS	11,974	30.7	0.0	0.0	11.8	0.0	57.5
KENTUCKY	40,467	16.4	0.0	0.0	0.8	0.0	82.9
LOUISIANA	39,594	28.1	0.0	0.0	14.7	0.2	57.0
MAINE	9,668	44.9	6.2	0.0	0.4	0.0	48.5
MARYLAND	30,886	20.3	0.2	0.0	15.0	0.1	64.3
MASSACHUSETTS	39,300	55.6	1.5	0.0	0.0	6.2	36.7
MICHIGAN	91,310	51.0	0.0	0.0	6.2	35.3	7.4
MINNESOTA	30,734	81.6	0.0	0.0	0.0	0.0	18.4
MISSISSIPPI	13,481	1.0	0.0	0.0	22.8	0.0	76.2
MISSOURI	28,543	8.5	0.1	0.0	27.4	0.0	64.1
MONTANA	8,857	0.4	0.1	0.4	1.2	1.9	96.1
NEBRASKA	23,656	71.6	0.0	0.0	6.4	0.0	22.0
NEVADA	9,478	20.4	0.2	0.0	1.6	0.0	77.8
NEW HAMPSHIRE	6,570	31.5	1.2	0.0	0.9	0.0	66.4
NEW JERSEY	72,234	30.1	0.0	0.0	12.1	57.8	0.0
NEW MEXICO	21,663	22.0	0.0	0.0	4.4	0.0	73.6
NEW YORK	146,916	13.0	0.0	0.0	0.6	33.0	53.3
NORTH CAROLINA	55,755	7.2	0.0	0.0	0.0	0.0	92.8
NORTH DAKOTA	4,856	17.2	0.1	0.0	4.6	63.2	14.9
OHIO	141,688	29.6	0.0	0.0	2.3	0.0	68.1
OKLAHOMA	48,567	18.9	0.4	0.0	19.0	1.8	60.0
OREGON	23,184	53.9	1.2	0.0	5.5	0.0	39.4
PENNSYLVANIA	80,651	38.8	0.0	0.0	0.0	61.2	0.0
PUERTO RICO	9,228	13.1	0.0	0.0	1.5	0.0	85.4
RHODE ISLAND	9,147	28.9	0.0	0.0	0.0	0.0	71.1
SOUTH CAROLINA	22,659	35.5	0.0	0.0	18.9	6.8	38.8
SOUTH DAKOTA	4,226	35.8	0.0	0.0	13.4	43.0	7.8
TENNESSEE	51,294	0.5	0.0	0.0	7.6	6.6	85.3
TEXAS	166,368	39.6	0.4	0.1	0.1	57.1	2.6
UTAH	11,350	33.9	1.6	0.0	8.0	23.4	33.1
VERMONT	9,422	31.4	0.0	0.0	0.0	0.0	68.6
VIRGIN ISLANDS	536	67.2	0.4	0.0	0.0	0.0	32.5
VIRGINIA	29,201	23.0	0.0	0.0	8.0	43.5	25.5
WASHINGTON	77,310	11.9	0.8	0.0	1.0	13.6	72.6
WEST VIRGINIA	10,032	28.7	0.8	0.0	9.3	2.3	59.0
WISCONSIN	25,612	32.3	0.0	0.0	0.0	65.2	2.5
WYOMING	1,319	5.0	0.0	0.9	2.0	0.0	92.0

NOTE: '*' = All other unknown reasons including that family voluntarily closes the case.
SOURCE: NATIONAL EMERGENCY TANF DATAFILE AS OF 4/14/2000

XI. TRIBAL PROGRAMS

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

In addition to the creation of TANF, the PRWORA replaced the former Tribal JOBS program with the Native Employment Works (NEW) program intended to allow tribes to use funds for the purpose of operating a program to make work activities available to such population and such service area or areas as the tribe specifies. The NEW program provides funding for Tribes and inter-tribal consortia to design and administer tribal work activities that meet the unique employment and training needs of their populations while allowing States or Tribes to provide other TANF services.

Tribes that administer their own TANF or NEW programs have an unprecedented amount of flexibility to design their programs, to define who will be eligible, to establish what benefits and services will be available, and to develop their own strategies for achieving program goals, including how to help recipients move off of welfare and become self-sufficient. PRWORA also provided Tribes with expanded child care funding and broader authority to administer the child support enforcement program.

Additionally, Tribes can enter into new partnerships with States to ensure that Tribal families receive the support services necessary to become self-sufficient. At the Federal, State, Tribal and community level, existing relationships are being enhanced and new relationships are being forged. Early findings of research conducted by the Washington University School of Social Work and funded by ACF indicate that "communication, coordination, and collaboration among Tribes, between Tribes and States and Tribes and the federal government has increased."

The 330-plus federally recognized American Indian Tribes in the contiguous 48 States and 13 Alaska entities -- the 12 Alaska Native Regional Nonprofit Associations and the Metlakatla Indian Community of the Annette Islands Reserve -- are designated by the statute as eligible to administer the Tribal TANF program.

About 40,000[8] American Indian families were served by State governments in Fiscal Year 1999 (last year for which data are available). In addition, by September 1999, Tribal TANF programs were serving approximately four thousand families. Some Tribes also operate NEW programs either independently or in conjunction with their TANF programs. A complete list of TANF programs and NEW programs with grant amounts is shown in table 11:1.

In several States, American Indians continue to constitute a large percentage of the TANF caseload, and in some States are increasing. According to available data, in Fiscal Year 1999 the percentage of TANF adults who are American Indians was almost 76 percent in South Dakota, 58 percent in North Dakota, 50 percent in Montana, and almost 37 percent in Alaska.

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[8] Revised 1999 State data.

New Rules Governing Tribal Welfare Programs

In February of this year, ACF published a set of final regulations governing key provisions of the tribal TANF program. The effective date of this final rule was June 19, 2000.

The new tribal TANF regulations provide tribes and tribal consortia with a clear and balanced set of rules for complying with the law's performance goals of moving families into work, time limiting assistance and promoting parental responsibility. They cover requirements relating to use of funds, program elements, accountability, and data collecting and reporting. Consistent with the statute, the final rules provide tribes with flexibility to consider such factors as economic conditions and resources available to the tribe in determining work requirements, and provide for a process of negotiation with HHS in establishing time limits on assistance.

In developing their TANF plans, tribes have the flexibility to design a program to fit their own needs, while taking into consideration such factors as economic conditions, geography, tribal infrastructure, social and cultural characteristics and specialized service requirements. Tribes may establish such elements of the program as the service area and population (all Indian families within the service area or solely the enrolled members of the tribe), time limits, benefits, the definition of "family," eligibility criteria, and allowable work activities.

Tribes can also receive direct federal funding through the NEW program to develop and run welfare to work activities that meet the unique employment and training needs of their population, while allowing states to provide other TANF services. These work activities include job search, placement, work experience, on-the-job training, job creation and economic development activities. Supportive and job retention services may also be provided. Indian tribes, including Alaska Native organizations, which operated a tribal JOBS program in FY 1995 are eligible for NEW program grants.

Tribal TANF

As of September 30, 1999, there were 22 approved Tribal TANF plans covering 94 tribes and Alaska Native villages. Twenty of the 22 were fully operational. Of the remaining two, one was implemented in January, 2000 and the other was delayed for implementation from October, 1999 to June, 2000 at the request of the organization which will administer the program. Nineteen of the approved plans involve individual Tribes. The other three are multi-tribal TANF operations. One is an inter-tribal consortium of 19 Tribes in southern California and the other two are Alaska Native Regional Nonprofit Associations which serve a total of 7 Alaska Native villages or Tribes.

Several Tribes, inter-tribal consortia, and at least one other Alaska Native Regional Nonprofit Association are known to be actively exploring the option of operating TANF programs.

The amount of Tribal TANF funding (the Tribal Family Assistance Grant or TFAG) for each program is based on the amount equal to the total federal payments to the State(s) for fiscal year 1994 attributable to expenditures by the State(s) for AFDC and related services for all Indian families residing in the service area or areas identified by the Tribe pursuant to the Statute. Once determined, this amount is subtracted each year from the State TANF grant(s).

Tribal TANF Work Participation

As provided for in the statute, Tribes negotiate minimum work participation rates, time limits, and penalties against individuals with the Secretary as part of their TANF plans. Thus, the rates vary from Tribe to Tribe. In addition, because a Tribe may start a TANF program at any time, the effective dates for the Tribal TANF plans also vary.

It is too early to come to any firm conclusions about the success of Tribal TANF programs in meeting their negotiated work participation rates, for the following reasons:

First, program plans for Tribes were approved for various effective dates (see chart 11:1) and under the TANF legislation, data reporting is not required until the seventh month of the plan (an initial six-month grace period). Thus, the number of months for which data were reported is not the same for all Tribes, making it difficult to make comparisons at this time across Tribal programs. In addition, Tribal TANF programs did not start until July 1, 1997, and no Tribe was required to report data for any month prior to January 1998. Furthermore, technical system difficulties in transmitting of data have led to incomplete data for some Tribes. Finally, some Tribes have, through agreements with States, chosen to use the States' systems to transmit the data and in several cases this has yet to be accomplished. It is also important to note that TANF families, adults, and children are counted once for each month in which they were reported as receiving assistance. These same issues, particularly the issue of technical difficulties in transmitting data and the problems with the use of State reporting systems, continue to affect current reporting for FY 1999. In addition there have been ongoing technical difficulties in accessing Tribal data in the State reporting system within the Department. Because of these ongoing systems, the data can not be updated from the previous reporting period at this time. Any conclusions drawn from the data in this report should be made with this in mind.

Tribes have been provided technical assistance on data issues through a series of conferences and on-site visits to the Tribes. The Senior Statistician is in frequent contact with Tribes to discuss issues associated with the data and monitors the submittal of the data and a series of analytical programs is being developed to highlight issues. Discussions with systems staff have been held to attempt to resolve systems oriented problems. A new system with more documentation has been developed and is being implemented July 1, 2000.

As noted in the previous report to Congress, all data should still be considered preliminary. However, from the partial data available, it appears that the overall work participation rate for all families in Tribal TANF plans averages about 64 percent. It should also be noted that tribes are authorized to count work activities that may differ from the State TANF definition of work. For example: hunting, fishing, gathering, and traditional culturally-related activities may be counted as work activities. The inclusion of these more broadly defined work activities could, in some cases, cause data to reflect a higher work activity rate than would otherwise be reported using the much narrower State definitions.

Even though the data available is at best partial data for a limited number of Tribes (i.e. 1 to 9 months of data for 9 Tribes), it begins to provide a very interesting picture of the TANF population served by Tribal programs.

The data as reflected on Table 11:5 show that a total of 674 adult TANF recipients were reported in work activities. Because each adult was counted once for each month they had a work activity and some of these participants may have been engaged in more than one activity, there could be a duplicated count of individuals working. Within this limitation, table 11:5 also shows that about 11 percent of these adults were working in unsubsidized employment, while almost 46 percent had unpaid work experience and over 33 percent were doing job search and job readiness activities. It appears that the low percentage of unsubsidized employment reflects the lack of economic infrastructure and available jobs in the affected areas. The relatively high percentage (45.8%) of persons engaged in job search/readiness, vocational education and job skills development, and school attendance is reflective of the ongoing need for basic education, training, and barrier removal in this population.

Tables 11:6 through 11:10 provide additional general Tribal TANF characteristics data for the Tribes reporting. This includes information on adult TANF recipients by relationship to head of household, family type for families in Tribal TANF Programs, and the number of TANF recipient children in the family.

As shown in Table 11:6, of a total of 1,067 adult TANF recipients reported, 658 or 61.7 percent were required to work. An additional 230 or 21 percent were exempt from work and 16.7 percent were either disregarded or deemed working. Table 11:8 indicates that of 1,421 TANF families reported, 832 or 58.6 percent were single parent families and 303 or 21.3 percent were child-only cases. Table 11:9 reflects the fact that while the average family had 2.2 children, 33.3 percent of the families being served had three or more children. And, as shown in Table 11:10 the average age of children served is 8 years old, with 39.9 percent of the total children being 5 years old or younger.

The Native Employment Works (NEW) Program

Background

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

The NEW Program provided tribal grantees with more flexibility to design programs to make work activities and services available to the populations and service areas the Tribe designates. In designing programs, eligible Tribes considered unique economic, social, and political conditions that existed in the community.

Statistical Overview of the NEW Program for Program Year 1998.

Seventy-eight Tribes and Alaska Native organizations were eligible to operate NEW Programs during the 1998 NEW program year (July 1, 1998 – June 30, 1999). Each of the eligible Tribes operated a program. Seventeen tribal grantees included NEW Programs as part of their Public Law 102-477 (the Indian Employment, Training and Related Services Demonstration Act) Demonstration Projects. Grants for each eligible Tribe were restricted by statute to the amount the Tribe received in FY 1994 to operate its Tribal JOBS Program, and ranged from $5,187 to $1.7 million. The size of the NEW grant awards, excluding those made under the P.L. 102-477 program were as follows: approximately 11% of the grants were less than $10,000, 33% of the grants were $10,000 - $50,000 and over 75% were less than $100,000.

Clients Served and General Program Outcomes

Eligible Tribes served a total of 7,089 NEW program clients during the 1998 NEW program year. Forty-eight percent of clients completed the program after reaching an objective of their enrollment. Of this population, 35% of program participants completed the program by entering unsubsidized employment and 24% of participants completed the program after finishing an educational or training activity that was an objective of their program enrollment.

Client Characteristics

Of the clients served, 79% of program participants were female and 21% were male. The 539 teen parents represented 7.6% of the total client population. Thirty-five percent of the 7,089 NEW program clients also participated in the TANF Program. Fifty-three percent of program participants were recipients of the Bureau of Indian Affairs (BIA) General Assistance (GA) Program. Thirty-eight percent of grantees established target groups for determining eligibility for services. The most frequently identified target groups were: TANF recipients; non-custodial parents and other (BIA GA recipients; unemployed parents; two-parent and single-parent families; teen parents, etc.). Twenty-two percent of program participants faced barriers to employment (e.g., lack of transportation and/or child care, substance abuse, etc.).

NEW Program Activities and Services

PRWORA provided 78 tribal grantees with funding to "make work activities available" to their populations and service areas. Not counting the funding shifted to the 102-477 programs, the 61 NEW grantees funding awards totaled approximately six million dollars ($6,077,585). In general, grantees continued to network with other service providers and provided the basic work activities and services to their NEW clients. Several grantees established one-stop centers or were moving toward co-locating employment and social services. While traditional work activities were offered, grantees were also offered various non-traditional work activities for NEW clients, including a broader array of support activities. Primary program coordination linkages were with community colleges, Head Start Programs and TANF offices.

The most frequently provided NEW program activities included job search, work experience, classroom training, other tribal work activities and on-the-job-training. Clients spent their time on a variety of tasks including the following: 19% of the clients participated in job search; 15% participated in work experience and/or on-the-job training; 12% participated in some form of classroom training and 9% participated in other tribal work activities (employment seminars and community service).

Support services provided to NEW clients included transportation, child care, job retention and/or work related expenses, counseling and medical services. Approximately 32% of the program participants received transportation assistance; 24% received child care services; 17% received assistance to cover job retention and/or work related expenses; 17% received various types of counseling services; 11% received supported work services (e.g., equipment, tools and uniforms) and about 2% were provided medical services. Several NEW grantees also implemented job creation and economic development projects including: start up funding for home child care, entrepreneurial training and tribal transportation projects.

The overwhelming majority of NEW grantees accepted the challenge of serving TANF clients as well as BIA General Assistance (GA) recipients. Several grantees served TANF clients exclusively and used NEW program funds to supplement what the NEW clients received through the TANF Program.

Program Highlights

Barriers to Program Implementation

NEW grantees reported a variety of barriers to program implementation. One of the more serious barriers was the confusion over the purposes of the NEW Program. For example, some States were under the misconception that it was "business as usual" with the State referring all tribal TANF recipients to the NEW Program as was done under the former Tribal JOBS Program. Many NEW Programs reported being overwhelmed because their NEW grants were grossly inadequate to handle increased caseloads.

Other reported barriers to program operations were:

- Turnover of State agency staff
- Difficulty in coordinating with local state TANF offices
- Sanctioned TANF clients decline to participate
- Need to update equipment
- Lack of adequate program funding

Client Barriers

The most significant barriers to employment reported remain transportation and child care. Due to the remoteness and isolation of many reservations, obtaining adequate transportation remained the primary critical barrier for most clients and program operators. Job placement and work activities were often available off reservation, necessitating transportation arrangements. Public transportation is virtually non-existent on reservations. Other than transportation provided by NEW or other tribal programs, car pooling, hitchhiking and tribal taxi companies were the most common modes of transportation available.

Despite these reported barriers, several NEW Programs worked out creative arrangements. One grantee took advantage of a State program to buy a van with combined resources. Not only did operating the vanpool increase the availability of opportunities for the program's clients, it created the job of van driver. In another area, a local car dealer provided four TANF/NEW clients with use of a vehicle that could be purchased for $1.00 provided they took care of the vehicle and continued working. Also, there was a State program to offer a tax break to citizens donating a vehicle to a TANF recipient. Through coordination, one community college used its van to transport NEW clients to classes 70 miles each way, every day.

There is still a severe shortage of child care facilities and providers on many reservations. Several grantees were training clients to become child care providers and set up their own businesses. Others were getting child care facilities expanded or built.

Many of the hardest-to-serve clients experienced problems of substance abuse, mental illness and domestic violence. One grantee teamed up with an alcohol and drug prevention program to serve clients in need of those services. Most programs have to refer clients to other social service agencies for services of this nature.

Program Successes

The smallest grantee reported that it served 29 participants, placed 4 in unsubsidized employment, trained 22, and provided work experience for 8 and job search for 7. This grantee also provided child care, transportation, job retention services and counseling. Another small NEW grantee reported being able to work with only nine TANF clients, however, by coordinating resources with other tribal programs each client was placed in unsubsidized employment. Their success was attributed to utilization of community resources and inter-agency referrals to provide maximum services and job placements.

Program Innovations/Enhancements

Development of an employment and training center to house various tribal programs allowed a tribal NEW program to institute a holistic approach to client services. This program targeted teen parents and provided coordinated services to that target group. Addition of two Department of Education grants allowed the grantee to provide increased enrollments at a local college. Another NEW grantee reported receiving a contract from the State to work with TANF clients to provide work subsidies to place clients. One small grantee developed a temporary labor pool available for community work activities. This approach provided some success by leading to full-time employment.

P.L. 102-477 Programs with NEW Funds Incorporated

P.L. 102-477 established a demonstration program to allow Indians tribes to integrate program services and consolidate administrative functions under federally funded programs they administer for employment, training, and related services.

In addition to the 7,089 clients served directly under the NEW Program, seventeen tribal grantees incorporated NEW under a P. L. 102-477 program and served 14,672 clients. Of these clients served, 1,057 were TANF recipients. This number is somewhat lower than last year. Of those served under the P.L. 102-477 with NEW funds, 45% entered employment (up 16% from last year) and 25% completed an educational or training activity that was an objective of their program enrollment (also up 9%). Fifty-one percent of the program participants were female and 49% were male. Twenty-three percent were between the ages of 14 and 21.

Of the individuals served with the NEW funds under a P.L.102-477 program, 33% participated in classroom training, 19% received supportive services (car repairs, gas vouchers, etc.), 11% received supportive work services (counseling, training, etc.) and 34% received other tribal services (uniforms, clothing, shoes, tools). Eleven percent of the families served under P.L.102-477 received child care services.

Updated summaries of program reports for the P. L. 102-477 Program, as reported by the U.S. Department of the Interior, BIA, were not available at the time of this submission.

P.L. 102-477 Summary Highlights

- One grantee contracted with the state TANF Program to work directly with TANF clients. Using the "work first" philosophy, the NEW staff moved TANF clients toward self-sufficiency. The "work first" philosophy has spread to all of the grantee's employment programs encompassed under their P.L.102-477 program. In another state, the "Work First" program provided two staff persons to work in the P.L.102-477 office. One grantee reported exceeding the state's work participation requirements.

- A "Work Adjustment" component was added by one program to focus specifically on the job related problems and challenges of individuals. Clients referred to this unit were: at risk of losing a job; needing support to maintain employment; shifting from work experience to unsubsidized employment; and upgrading skills for advancement.

- A grantee, which had worked with multiple Alaska Native villages, succeeded in developing jobs through traditional networking approaches, i.e., working with local businesses, joining the Chamber of Commerce, contacting development projects, and participating in statewide job fairs.

- Several grantees prepared clients to work for the 2000 Census. One grantee used creative strategies used to obtain data, such as going to homeless shelters, youth hostels, the Alaska Native Medical Center, halfway houses and correctional facilities.

- Grantees used learning programs to educate some clients. Other educational projects included coordination with colleges to develop classes/training that specifically suited the business community's needs (construction management, hotel management, carpentry, heavy equipment, office technology, one-day training for certificates in flagging, food handling, first aid, etc.). In conjunction with Head Start, one program provided Early Childhood Development classes through a college. Another grantee's program assisted in constructing a child care facility that will have a classroom for staff and client training by the community college.

- One grantee sponsored a "Dress for Success" fashion show. The clients modeled clothing provided by local department stores. Attire appropriate for job interviews and work were displayed. The community event made the front page of the local newspaper.

State Administered TANF Programs

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

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

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

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

Appendices:

Chart 11:1	**Effective Dates of Tribal TANF Programs**
Chart 11:2	**Hours which are used to Calculate Participation Rates and Groups**
Table 11:1	**Federal TANF and NEW Grants to American Indian Entities**
Table 11:2	**Estimated Number AFDC Cases with an American Indian In the Assistance Unit in States with a Federally Recognized Tribe, FY 1992 – FY 1998**
Table 11:3	**Estimated Number of AFDC Cases with an American Indian in the Assistance Unit and Maintenance Assistance Dollars for Such Cases in States with a Federally Recognized Tribe, FY 1994**
Table 11:4	**Number of Tribal TANF Recipient Adults in Tribal Work Programs with Work Activities and Percent Distribution by Work Activity, FY 1998**
Table 11:5	**Adult Recipients in Tribal TANF Programs by Work Participation Status, FY 1998**
Table 11:6	**Adult TANF Recipients in Tribal TANF Programs by Relationship to Head of Household, FY 1998**
Table 11:7	**Families in Tribal TANF Programs by Reported Family Type,**

	FY 1998
Table 11:8	**Percent Distribution of Tribal TANF Families by Number of TANF Recipient Children in the Family, FY 1998**
Table 11:9	**Percent Distribution of Tribal TANF Recipient Children by Age, FY 1998**

Chart 11:1

Effective Dates of Tribal TANF Programs

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

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

Chart 11:2

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

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

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

Table 11:1

Federal TANF and NEW Grants
To American Indian Entities

ENTITY	TANF	NEW
ALL ENTITIES	$15,598,424	$7,633,286
Arapahoe Tribe of the Wind River Reservation, Wyoming	965,492	----
Assiniboine and Sioux Tribes of the Fort Peck Indian Reservation, Montana	----	64,671
Blackfeet Tribe of the Blackfeet Indian Reservation of Montana	----	116,825
Cheyenne-Arapaho Tribes of Oklahoma	----	53,288
Cheyenne River Sioux Tribe of the Cheyenne River Reservation, South Dakota	----	69,415
Chickasaw Nation of Oklahoma	----	29,960
Chippewa-Cree Indians of the Rocky Boy's Reservation, Montana	----	24,512
Cocopah Tribe of Arizona	----	5,187
Coeur D'Alene Tribe of the Coeur D'Alene Reservation, Idaho	----	6,568
Comanche Indian Tribe, Oklahoma	----	34,991
Confederated Salish & Kootenai Tribes of the Flathead Reservation, Montana	1,599,224	60,238
Confederated Tribes of the Colville Reservation, Washington	----	111,945
Confederated Tribes of the Grand Ronde Community of Oregon	----	54,426
Confederated Tribes of the Siletz Reservation, Oregon	661,625	----
Confederated Tribes and Bands of the Yakama Indian Nation of the Yakama Reservation, Washington	----	131,731
Crow Tribe of Montana	----	69,365
Spirit Lake Sioux Tribe of the Spirit Lake Sioux Reservation, North Dakota	----	55,904
Eastern Band of Cherokee Indians of North Carolina	----	90,972
Forest County Potawatomi Community of Wisconsin Potawatomi Indians, Wisconsin	115,793	13,184
Gila River Pima-Maricopa Indian Community of the Gila River Indian Reservation of Arizona	----	126,512
Ho-Chunk Nation of Wisconsin	----	52,217
Hualapai Indian Tribe of the Hualapai Indian Reservation, Arizona	----	6,089
Kickapoo Tribe of Indians of the Kickapoo Reservation in Kansas	----	27,269
Klamath Indian Tribe of Oregon	464,259	----

Table 11:1

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

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

Table 11:1

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

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

TABLE 11:2

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

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

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

TABLE 11:3

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

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

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

TABLE 11:4

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

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

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

TABLE 11:5

Adult Recipients in Tribal TANF Programs By Work Participation Status
FY 1998

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

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

TABLE 11:6

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

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

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

TABLE 11:7

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

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

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

TABLE 11:8

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

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

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

TABLE 11:9

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

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

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

XII. CHILD CARE

Introduction

Child care is a critical resource for working families and is especially important to families seeking to become or remain economically self-sufficient. Without quality child care that allows parents to work and supports child development and well-being, parents are less likely to be stable, dependable workers and children face the risk of school failure and long-range problems.

Many factors, including the strong and growing economy and increased opportunities for women, have resulted in dramatic increases in the labor force participation of parents. In 1999, 59.5% of mothers with children under age six worked as did 67% of mothers with children ages six through 17. Parents are working harder than ever and low-income parents are no exception. By 1999, the percentage of single mothers with incomes under 200% of poverty who were employed rose to 57% (compared to 44% in 1992). Many of these parents face an ongoing struggle balancing their obligations as workers with the even greater responsibility of doing a good job raising their children.

Families of all incomes are increasingly in need of child care. An Urban Institute study, using data from the 1997 National Survey of America's Families, reveals that 76% of children under five with working mothers were in non-parental care while their mothers worked; 41% were in care 35 hours or more each week and 38% had two or more regular child care arrangements (Capizzano & Adams, 2000). The continued strength of the economy, along with the ongoing effectiveness of welfare reform and the increasing work participation of TANF recipients will continue to place great pressure on the nation's child care resources. Welfare caseloads have dropped to their lowest levels since the 1960s and welfare recipients are now likely to be working. For these families, child care is a necessity if they are to retain their jobs and avoid having to return to cash assistance.

Recent data show that under current funding levels States across the country are serving only a small percentage of eligible families and report extensive waiting lists and unmet need. *Access to Child Care for Low-Income Working Families,* a study issued by HHS in October 1999, indicates that in an average month in FY 1998, only 10% of the 14.8 million children eligible for child care subsidies under Federal regulations received such assistance through the Child Care Development Fund. One analysis, *Child Care After Leaving Welfare: Early Evidence from State Studies,* finds that 50 to 70% of families who have left welfare are now working, but that only about 30% of these employed leavers are receiving assistance in paying for child care (Schumacher & Greenberg, 1999). Some States report not publicizing their subsidy programs because they are afraid that long waiting lists will become even longer. States also argue that waiting lists underestimate the need for care because many families, whose needs are immediate, are discouraged and do not sign up when they know a waiting list exists.

Even so, in California, an estimated 200,000 children are waiting for slots and low-income families may have to wait for more than a year before they receive child care assistance. As of last spring, there were 19,000 children on waiting lists in Massachusetts, 33,000 in Florida, and more than 33,000 in Texas. These are waiting lists for subsidies, not waiting lists for particular centers or family child care homes. Families on waiting lists for child care assistance have been shown to cut back their work hours and to be more likely to receive public assistance or go into debt. These families also have difficulty finding the kind of quality care that will help prepare their children for school.

Background

The funding components of the Child Care and Development Fund (CCDF) were brought together under PRWORA to provide assistance to low-income working families in achieving and maintaining economic self-sufficiency and toward improving the overall quality of child care. PRWORA repealed three child care programs formerly authorized under title IV-A of the Social Security Act and replaced them with new funding mechanisms which are all administered under the Child Care and Development Block Grant (CCDBG) Act rules and regulations. The CCDF is composed of entitlement funding (which includes the mandatory and matching funds) as well as discretionary funds, subject to annual appropriation. Funds are allocated to States which have flexibility to make many of the decisions on how funds will be used and where emphasis will be placed in achieving the over all goal of improving access to quality child care. In their biennial plans to ACF, States provide information about their policies on such issues as family eligibility limits, co-payments, reimbursement rates, and provider regulations

States are required to ensure that not less than 70% of the mandatory and matching portions of CCDF are used to provide child care assistance to families receiving TANF, families attempting through work activities to transition off of TANF, and families at risk of becoming dependent on TANF. States must also spend at least four percent of CCDF on activities to improve the quality and availability of care. In addition, funds are set aside for resource and referral, school-age care, infant and toddler care, and quality improvement to support State efforts to improve the availability and quality of care. In 1999, $2.2 billion in CCDF entitlement funding was provided to States in addition to more than $1 billion through the discretionary fund.

In FY 1999, States transferred a total of $2.43 billion of Federal funds from the TANF program to the Child Care Development Fund (CCDF), which is more than triple the $914 million transferred in all of FY 98. In addition, direct State spending through the TANF program on child care services totaled $1.99 billion. The combined amount from transfers and direct TANF program spending on child care was $4.43 billion. Eleven percent of FY 1999 TANF funds were transferred to the child care block grant. (The total amount of transfer from TANF to CCDF includes transfers States made from unobligated Federal TANF funds that were carried over from prior fiscal years.)

How States are Using CCDF

In FY 1998, approximately 1.5 million children received child care services each month with CCDF assistance. According to administrative data submitted by States, preschoolers between the ages of 2 and 6 represented half of the children who received care. Nearly 16% of the children served were infants and toddlers under 24 months and 35% were school-age. Seventy-two percent of children were in regulated care and 28% in care that was legally operating without regulation. Relatives cared for more than half of the children in unregulated care. Among the children in regulated care, 56% were in centers and 23% in non-relative family child care.

States vary widely in the patterns of care used by families receiving assistance under CCDF. While 14 States reported that less than one percent of their CCDF-subsidized children received care from a provider in the child's home, five states reported that between 25 and 58% of their children received such care. Similarly, States varied from 11 to 84% in the use of child care centers by subsidized families.

Building on the CCDF funds for quality, States across the country report innovative efforts to improve child care statewide and in local communities. The 1999-2001 CCDF State Plans reveal that States are using quality funds to educate parents about making good child care choices. This includes providing grants and loans to expand the number and quality of child care slots, increasing child care provider wages, benefits, and training, and monitoring the safety and quality of care. With funds especially set aside for infant and toddlers, States are recruiting additional caregivers; providing health outreach including training and consultation; offering incentives for provider accreditation and training; and sponsoring specialized training for infant and toddler caregivers. Close to 20 States now offer higher subsidy reimbursement rates to providers who can demonstrate that they provide high quality care. Most States indicate that they are working toward a system of professional development for child care providers and workers. Nearly a dozen States have implemented the North Carolina TEACH model, which combines professional development and training with salary enhancements. State-funded pre-kindergarten programs now exist in 42 States and nearly all States report efforts to link child care, Head Start, and pre-kindergarten programs more closely together.

Unmet Needs

Despite these efforts, there remains a large unmet need for quality, affordable child care. As indicated earlier, only one-tenth of the children eligible for services under CCDF were actually being served through CCDF in an average month in FY 1998. Unmet child care need can take many forms including eligible families not being served due to scarce funds, waiting lists, information gaps, policy and administrative barriers, and inadequate supply of care. It also can take the form of child care that is unsafe or fails to provide the nurturing and stimulation that has been shown to support school-readiness and long-range positive outcomes, especially for low-income children.

Confronted with great unmet need and finite resources, many States are forced to make policy choices that focus assistance on certain families while leaving out other parents who are struggling to hold onto a modest job without turning to welfare for help. While CCDF allows States to serve families with incomes of up to 85% of the State Median Income for a family of the same size, State CCDF plans reveal that only nine States actually set their eligibility limits at this level. Another nine States set maximum eligibility below 50% of the State Median Income and, as a result, a family of three earning as little as $17,332 a year would not be eligible for child care assistance. States also stretch dollars by setting low payment rates to providers, which can limit families' ability to access quality care, or by setting high family co-payment rates that may be difficult for families to afford. In addition, almost half of States allow providers to charge additional out-of-pocket costs to parents in order to make up for low reimbursement rates.

TANF has been creating new and expanded demands on State child care systems. As families have moved off TANF and into the labor market, many parents have taken jobs that require them to work evenings, weekends, and other non-traditional schedules. This relates in large part to an economy that increasingly operates seven days a week, 24-hours a day. Based on an analysis of data from the May 1997 Current Population Survey (CPS), Presser finds that approximately 40% of jobs now require working other than eight-to-five, five days a week; and low-skilled workers in services and sales are even more likely to work non-traditional hours (1999). Very little regulated care is available during evenings and weekends and other non-traditional hours.). In addition, 23 States now require the primary caretaker of infants to comply with TANF work requirements by the time their infants are six months old. Infant care is especially costly and scarce. Care for school-age children and children with special needs is also difficult to find and afford in many communities.

To be eligible for a CCDF subsidy, a child's provider must be legally operating and meet basic health and safety requirements. Like families on waiting lists, these families may be forced to pay for whatever care they can find out of their limited budgets.

Current Research

Quality of Care and Outcomes for Children

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

Research indicates that high-quality care improves children's well-being and development, promotes school readiness, and is a positive predictor of children's performance well into their school careers. For example, the National Institute for Child Health Development (NICHD) Study of early child care. *When Child-Care Classrooms Meet Recommended Guidelines for Quality* (1998), shows that children attending centers that meet professional standards for quality score higher on school-readiness and language tests and have fewer behavioral problems than do their peers in centers not meeting such standards. The study found that children fared better when child-staff ratios were lower and also when teachers had more training and education.

In another recently reported study, high-quality child care positively affected children's cognitive and social skills through the second grade. A four-year follow-up of children studied in the 1995 Cost, Quality and Child Outcomes Study, *The Children of the Cost, Quality, and Outcomes Study Go to School* (1998), discovered that children in high quality care programs when they were 3 and 4 years old scored better on math, language and social-skills development through the early elementary years than did children who had been in poor-quality preschool care. Children at higher risk of not doing well in school were found to be more sensitive to the negative effects of poor-quality care and to receive more benefits from higher quality care.

The Carolina Abecedarian Project, a rigorous study of the benefits of early childhood education for poor children, found that children who received comprehensive services had higher cognitive, reading, and math scores than did comparison group children who did not receive the intervention. Children's progress was monitored over time and follow-up studies were conducted at ages 12, 15, and 21. Long-range, those children receiving early childhood education services were more likely to delay parenthood and to attend a four-year college.

An extensive review of the research related to child care quality was conducted recently by Vandell and Wolfe at the University of Wisconsin-Madison. These researchers find that child care quality matters in several regards. When children are in settings with low child:staff ratios and in which their caregivers are interacting with them positively, children seem happier and more cognitively engaged. Second, children in higher-quality child care settings demonstrate better cognitive, language, and social competencies as reflected in standardized tests and reports by parents, teachers, and observers. Finally, child care quality appears to affect children's subsequent competencies. These researchers conclude that as demonstrated by studies of child care quality, review of State regulatory standards, and market principles, public intervention is justified to improve quality of care.

Concerns about Safety and Quality

Although it is clear that higher-quality care results in better outcomes for children, there are serious concerns, likewise supported by research, about the quality of care received by many children. Even the basic health and safety of children in care has become a national concern. In the NICHD study, *When Child-Care Classrooms Meet Recommended Guidelines for Quality* (1998), most of the settings studied did not meet all the requirements published by the American Academy of Pediatrics (AAP) and the American Public Health Association (APHA). Compliance ranged from 10 percent for infant classrooms to 34 percent for 3-year-olds. Of the 50 sets of State child care regulations, only three were found to meet AAP/APHA recommended child/staff ratios for toddlers. In addition, only nine States met the teacher training standards for infants. A recent review of six studies assessing the quality of child care found that these studies consistently rated infant care as lower quality than that provided to older children. On average, infant classrooms were rated as adequate/custodial (3-4) rather than good (5-7) quality on the Infant/Toddler Environmental Rating Scale (ITERS).

A GAO study completed in January 2000, *Child Care: State Efforts to Enforce Safety and Health Requirements,* found that while States have increased the resources devoted to regulation and monitoring in recent years and are more likely to report regular monitoring visits to child care centers and homes, only 20 States routinely conduct background checks on all providers who receive payment through CCDF. In addition, only 11 States had caseloads at or below the recommended level of 75 facilities per licensor. A third of States had caseloads that were more than twice the recommended level.

Employment and Child Care

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

In *Child Care: Child Care Subsidies Increase the Likelihood that Low-Income Mothers Will Work,* (2000) GAO demonstrates the pervasiveness of these issues by analyzing the trade-offs low-income mothers confront when they want to work but face high child care costs. According to that study, child care subsidies are often a strong factor in a parent's ability to work, and reducing child care costs increases the likelihood that poor and near-poor mothers will be able to work. The GAO observed that affordable child care is a decisive factor that encourages low-income mothers to seek and maintain employment. In a 1996 study, the GAO found that single parents who received child care assistance more often successfully completed their training, obtained jobs or experienced other positive outcomes.

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

Finally, in December 1999, the Welfare to Work Partnership conducted a survey of 600 business executives who had recently hired individuals on welfare. When asked what would do the most to improve retention rates for their new workers, support with child care issues and help with funding for these services was at the top of the list.

Child Care Policy Research Consortium Findings

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

This research is also demonstrating that child care subsidies increase the likelihood that TANF recipients will work. A longitudinal study of child care, employment and earnings during the early stages of Welfare Reform in Miami-Dade County, Florida, shows that increases in child care subsidies were associated with an increase of approximately ten percent in the likelihood that work-ready welfare recipients would become employed (Queralt, Witte & Griesinger, 1999). While this study reflects conditions in only one site and is not representative of other areas, it may be an important barometer for other States and locales. Specifically, an increase of $145 in subsidy spending per potentially eligible child (under federal rules) increased the likelihood of employment from 59 to 71% for current and former recipients with few barriers to employment. Augmenting child care subsidy funding increased not only employment rates but also the earnings of current and former welfare recipients who were already working. The $145 increase in subsidy funding per child was associated with a 3.9% increase in earnings for those with few barriers to employment and a 7.2% increase for current and former recipients with moderate to severe barriers to employment.

While the Florida study demonstrates the benefits of subsidies to family economic self-sufficiency, a Massachusetts study shows that the availability of subsidies and higher reimbursement rates support continuity of care for children (Witte & Queralt, 1999). Children's enrollment in the subsidy program was longer when the reimbursement rate paid to the provider was higher. Formal arrangements (e.g., center-based and licensed family child care homes) lasted longer than informal arrangements such as in-home and relative care.

Although evidence to confirm the importance of child care subsidies in helping families transition from welfare to work is mounting, States are unable to meet the enormous demand for child care, even given the lower-eligibility levels that they have adopted. As a result, States across the country report extensive waiting lists and unmet need. Supply studies by the Child Care Policy Research Consortium using new geo-coding (mapping) techniques are documenting the extent to which the existing supply of child care is unevenly distributed, with severe shortages in many local communities for families in a variety of circumstances (Queralt & Witte, 1999; Collins & Li, 1997). A California study found that only four percent of all licensed center slots were designated for children under age two and that only four percent of centers and 33% of family child care homes offered care during the evening, overnight, or on weekends (Waters Boots & Siegel, 1999). Large inequities in the supply of licensed care were found across counties and zip codes within counties. Even in counties where the supply was relatively high, centers were inequitably distributed between affluent and blue-collar communities. A study in Chicago found a similar lack of child care during non-standard hours (Earl & Carlson, 1999).

The Office of the Assistant Secretary for Planning and Evaluation sponsored a study examining how early childhood programs and TANF agencies are working together to better meet the needs of families with young children and families affected by welfare reform. The report, entitled "*Enhancing the Well-Being of Young Children and Families in the Context of Welfare Reform: Early Lessons from Early Childhood, TANF and Family Support Programs*" (1999) was produced by the National Center for Children in Poverty in collaboration with Mathematica Policy Research, Inc. The report provides in-depth profiles of 11 early childhood, family support, and TANF agencies that are finding innovative ways to promote the well-being of young children and to provide family support in the context of welfare reform. It also describes the range of strategies these programs are using, possibilities for replicating these strategies in other settings, and issues that require further work.

Ongoing Research

Fiscal Year 2000 Child Care Research Agenda

Continued research and evaluation are essential to improving State and local policies, promoting effective practice, and increasing the capacity to better serve low-income children and parents. With this in mind, Congress authorized $10 million for child care research and demonstration in FY 2000. This appropriation is particularly important as the first Federal funding specifically designated for child care research.

These funds provided the catalyst for a collaborative planning process involving Federal partners, State and local agencies, researchers, professional organizations, and other stakeholders that included a two-day Research Leadership Forum and a written request for input sent to more than 700 individuals and organizations. Through this process, ACF was urged to fund projects that will contribute to an increased national capacity for research and help build a sound infrastructure for emerging knowledge. At the same time, we were encouraged to fund studies that will provide short-term answers to pressing questions and yield timely, useful information for policy makers.

Drawing on the input received, the Child Care Bureau within ACF developed a FY 2000 Research Agenda. A significant component of the agenda was initiated through a January 27, 2000 Federal Register Announcement that proposes to make 19-23 grants in four priority areas: (1) Field Initiated Child Care Research Projects; (2) Child Care Policy Research Partnerships; (3) Child Care Research Scholars; and (4) the Child Care Research Fellowship Program. Projects funded under each of these priority areas will be expected to address critical questions with implications for children and families, especially low-income working families and families transitioning off welfare. In addition, projects will contribute to a comprehensive research agenda designed to increase the capacity for child care research at the national, State, and local levels and promote better linkages among research, policy, practice, and outcomes for children and families. Other components of the research agenda include development of a child care research and statistical support system and participation in other Federal child care research projects. ACF expects to announce these grants in late August 2000.

Although the FY 2000 child care research funding was advance appropriated in FY 1999, funding for FY 2001—which will be essential for continuing the newly-established research efforts—has not yet been earmarked.

Other Ongoing Research

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

Abt Associates, in conjunction with the National Center for Children in Poverty at Columbia University, is currently conducting a project entitled "*A National Study of Child Care for Low Income Families*". The study, which is in the middle of its five year project period, will provide information on (1) the effects of Federal, State and local policies and programs on the child care market; (2) the employment and child care decisions of low-income families; (3) the characteristics and functioning of family child care; and (4) the experiences children and families have with family child care. Its first report, which will focus on the effects of welfare reform and other policies and programs on the child care market, is due to be released in the fall of 2000.

Mathematica Policy Research (MPR) is nearing completion of a project, entitled "Study of Infant Care under Welfare Reform," which is comprised of three major components. Part I, the State Policy and Program Overview, will analyze the social and economic contexts, TANF policies, child care policies and supportive services in 22 states that require parents of infants to meet work/school requirements. Part II will study in-depth eight communities in six States selected from the 22 States studied. Part III will discuss future research options for programs or strategies that show promise for successfully transitioning parents with infants into work while enhancing the health and development of their infants. The final report is anticipated to be released in March 2001.

The Child Care Policy Research Consortium, some of whose early findings are noted above, will continue studying critical child care issues affecting welfare recipients and low-income working parents. The consortium is composed of colleges, universities and private research organizations; State and local child care agencies; resource and referral agencies; parent and provider groups, national organizations, and businesses. The lead organizations and States in which the partnerships are working include: (1) California Child Care Resource and Referral Network in San Francisco (working in California, Connecticut, and Florida); (2) Columbia University, School of Public Health, National Center on Children in Poverty in New York City (working in Illinois, Maryland, New Jersey and New York); (3) Harvard University, School of Public Health in Cambridge, Massachusetts (working in Chicago, Illinois); (4) Linn Benton Community College in Albany, Oregon (working in Oregon); and (5) Wellesley College, Department of Economics in Wellesley, Massachusetts (working in Massachusetts, Florida and Alabama). Studies in progress include examinations of the duration of subsidies and child care arrangements across eight states, the relationship between child outcomes and parent and expert assessments of child care quality, and the effects of welfare reform on child care supply, parent choices, and the economic self-sufficiency of low-income families.

XIII. CHARACTERISTICS OF EACH STATE PROGRAM FUNDED UNDER TANF

State Plan Trends

Based on our preliminary assessment of the State TANF plans submitted in late 1999, we have identified a number of possible interesting trends. These plans show wide diversity and reflect an expansion of services and benefits for working families, a new focus on developmental activities for children and youth, and much wider collaborations among programs and within communities. As a note of caution, at this point, many of the programs and services included in the State plans reflect intentions, rather than fully developed programs and services. However, the plans reflect the direction States indicate they are heading as they move to implement and expand these services.

- **Promoting success at work:** Many States have broadened the income eligibility standards to provide a wide range of post-employment supports to working families. Services are often provided at income levels ranging from 125% to 400% of poverty. Supports typically include child care, transportation, job search and employment services, health coverage, case management and peer counseling. Recognizing the need to foster job advancement, some States have expanded programs for education, training, and tuition grants, especially for employed parents. In several States, all of these services are now available to non-custodial parents as well.

- **Reaching all families:** States are expanding services in two areas: 1) to address the needs of clients with multiple barriers; and 2) to offer early childhood and youth development services designed to prevent future dependency. Most States are focusing on substance abuse treatment and domestic violence supports. Child and youth development services include school dropout prevention, home visitation, family support centers, teen pregnancy prevention, responsible parent programs, after-school programs, and community-based youth services. To reduce the impact of time limits and work requirements on families with special circumstances, many States provide coverage with state-only dollars for certain cases, such as two-parent families, adults with disabilities, cases with substance abuse problems; and some provide time-limit exceptions using separate State programs. Emergency assistance, including kinship care programs, family preservation, foster care and child welfare services, have also been expanded.

- **Transforming the welfare office:** With a wider array of services, case managers increasingly must recognize and address the holistic needs of families. The new plans reflect increasing devolution of authority, resources, and decision-making to counties, along with grant programs and collaborative community involvement. A number of States have granted flexibility to counties in designing their employment and training programs to meet local needs. Fewer States have granted counties discretion about broader program design issues, including eligibility criteria and benefit levels. A wide variety of coalitions or community councils are also involved in identifying needs and designing appropriate services. Workforce development or "one-stop" organizational changes are reflected on only a limited basis.

More specifically:

- ♦ Many States have expanded eligibility for a wide range of post-employment supports -- such as child care, transportation, job search, health coverage, and peer support -- to families with much higher income levels, ranging from 125% to 400% of poverty. Examples include:
- ➢ Alabama provides day care, transportation, work and training and short-term, non-recurrent benefits at 200% of poverty;
- ➢ Idaho provides employment services to custodial and non-custodial parents if their countable income is below 400% of the federal poverty guidelines, Adult Basic Education services to 300% of poverty and TANF funded child care to working families below 150% of poverty;
- ➢ New Jersey provides a variety of employment and training services to low- income, working families below 250% of poverty, including 24 months of child care, transportation, case management, housing, emergency assistance;
- ➢ Ohio's Prevention, Retention & Contingency (PRC) program permits each county to develop a broad array of services and benefits up to 200% of poverty;
- ➢ California provides employment training, job finding skills, family mediation services, parental skill building, supportive services and child support services to unemployed or underemployed non-custodial parents whose children receive public assistance;

- ♦ More States are supporting education, training and tuition, often for the employed:
- ➢ Indiana uses separate State program maintenance-of-effort (MOE) funds to provide a variety of educational resources to families, including the 21st Century Scholars program which guarantees 8th grade students the cost of 4 years of tuition if the family income is below 185% of poverty; and provides grants to part-time students whose family income is below 250% of poverty;
- ➢ Texas provides tuition assistance to students with family income below $85,000 to pursue undergraduate degrees, and it has submitted legislation modeled on Maine's Parents as Scholars program, which would establish a student financial aid program for parents who lack the skills to earn 85% of the median State income;

- ♦ States have expanded services to address barriers to work and emergency assistance including kinship care programs, family preservation, foster care, child welfare, and domestic violence.
- ➢ Illinois provides child care, emergency assistance, LIHEAP, homeless services, Empowerment Zones/Economic Communities, nutrition, domestic violence, teen parent, intensive home visiting, substance abuse, and job training services up to 200% of poverty;
- ➢ Many States have made policy decisions and investments that focus for the first time on protecting and supporting women on welfare who have experienced domestic violence;

- ♦ Some States are providing early childhood and youth development services to prevent further dependency:
- ➢ Connecticut operates family resource centers which provide preschool child care, school-age child care, adult education, youth development services and home visiting for new and expectant parents and provides school readiness services for 3-4 year olds in low-income communities;
- ➢ Idaho provides child development services through Head Start to additional children up to 200% of poverty;

- ➢ Maryland provides a wide spectrum of programs and services for youth, including: work opportunities, school dropout prevention, healthy families home visitation, family support centers, teen pregnancy prevention, responsible fathers programs, after school programs, and community-based youth services;

- ♦ To reduce the impact of time limits and work requirements on families with special circumstances, nearly half of the States provide coverage for certain cases, such as two-parent families, adults with disabilities, cases with substance abuse problems, and time limit exceptions using separate State programs:
- ➢ States with separate State programs for two-parent families include: AL, CA, CT, DE, FL, GA, HI, MD, NE, NJ, RI, SD, VA;
- ➢ Maryland serves the following types of families in separate State programs: adult or child with a disability, victim of family violence, legal immigrants, kinship care;

- ♦ A number of States have devolved authority, resources and decision-making down to the county and community level:
- ➢ In North Carolina, all counties have maximum flexibility in designing their employment programs to meet local needs. However, counties that contain no more than 15.5% of the State's cases (electing counties) are permitted by State law to design their entire program, including eligibility criteria and benefit levels. Larger counties operate under State eligibility and benefit standards.
- ➢ Arkansas permits local Temporary Employment Assistance (TEA) coalitions to offer a variety of employment and supportive services, job retention and preventive services between 133% and 185% of poverty;
- ➢ Rather than providing all funds to counties on a formula basis, Ohio awards competitive grants to the most innovative, creative and results-focused proposals;
- ➢ Tennessee counties have Families First Councils composed of employers, advocates, religious groups and welfare agencies. All services are delivered through community organizations, school systems, religious groups and non-profits.

Beyond these trends, we note a number of other additional themes about State policy choices:

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

- Second, many States' choices regarding eligibility requirements for their TANF programs appear to have the impact of increasing caseloads rather than decreasing the caseloads. For example, many States have expanded eligibility for two-parent families and increased asset and resource limits. It is too early to forecast the longer term implications of these eligibility changes. However, one matter of concern is that such policies may make families more vulnerable to reaching their time limits.

- Third, States' choices about TANF policy and implementation may affect families' access to other benefits for which they are eligible (such as Medicaid and Food Stamps), sometimes in unintended ways. The "de-linking" of eligibility for Medicaid and TANF, for example, offers States both new challenges and new opportunities. If families learn they may receive Medicaid coverage without having to receive welfare, they may be less likely to turn to welfare in the first place. At the same time, families that are not aware of this de-linking may be deterred from seeking Medicaid coverage.

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

State Eligibility Changes

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

Eligibility changes States made that increase caseload

- Eliminating the rule that two-parent families work less than 100 hours a month
- Eliminating the quarters-of-work restriction on two-parent families[9]
- Increasing income disregards
- Increasing asset limits
- Increasing the vehicle exemption
- Increasing the standard of need

Eligibility changes States made that decrease caseload

- Eliminating the $50 child support pass-through (the practice of disregarding the first 50 dollars in child support a family receives when computing their grant)
- Denying benefits to certain immigrants
- Denying benefits to teen parents not living in adult-supervised settings
- Denying benefits to teen parents who fail to attend high school or equivalent training
- Requiring individual responsibility plans
- Imposing full-family sanctions (instead of grant reductions)
- Counting SSI income
- Time limiting assistance
- Requiring child immunizations
- Deeming of immigrant sponsor's income
- Fingerprinting or other verification requirements

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

Supportive Services

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

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

To help States meet the transportation needs of TANF clients and other low income workers, the Department of Transportation's (DOT) Federal Transit Administration (FTA) is authorized to make $750 million available over five years (through FY2003) for competitive grants under the Job Access and Reverse Commute grant program. These grants, available under the Transportation Equity Act for the 21st Century (TEA-21), will facilitate the provision of transportation services in urban, suburban, and rural areas to assist welfare recipients and low income individuals access employment opportunities and will increase collaboration among transportation providers and human service agencies. The first round of competitive applications was awarded on May 13, 1999 to 179 communities and 42 States around the country. The FY 2000 budget included $75 million for this program and the President has proposed doubling this to $150 million in FY 2001.

Some States have also developed policies to support the purchase of cars through Individual Development Account programs. Although car purchases is not one of the qualified purposes under the TANF provision at section 404(h) of the Social Security Act, ACF has issued guidance indicating that States could provide use TANF or MOE funds to support alternative asset-building programs that do allow car purchases. (Also, some States implemented IDA programs under waivers under prior law and thus are not subject to the TANF limitations.) In addition, the Administration has proposed amendments to the IDAs funded under the Assets for Independence Act that would make the purchase of cars a qualified expense under that program.

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

Chautauqua County, New York is an area with very limited public transportation. As a result, the County implemented an "EARNA CAR" program in which TANF recipients, who have demonstrated reliability of work effort and have a driver's license, learn basic car maintenance by repairing a donated car. Employed graduates of the class may purchase a donated car, and a local bank helps to work out manageable loan payments.

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

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

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

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

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

Post-Employment Services

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

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

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

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

In the Post-Employment Services workshop in Arlington, VA in May 1998, Hawaii noted that it has implemented the following policy changes in its TANF program:

- Guaranteed child care for all former TANF recipients as long as they meet their income requirements for child care;
- Strengthened their information "giving" process both initially and when people are leaving to reinforce available services; and
- Initiated a domestic violence component and counseling program as part of their employment support program.

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

XIV. SPECIFIC PROVISIONS OF STATE PROGRAMS

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

The following information is based on TANF State plans and amendments, augmented by information contained in State policy manuals; discussions between regional staff and State officials; information compiled from a shared database, known as the State Summarization Database, developed through a public-private collaboration involving ACF, the Welfare Information Network, the American Public Human Service Association, the National Governors' Association, and the National Conference of State Legislatures; and information gathered by the Center for Budget and Policy Priorities (CBPP) and the Center for Law and Social Policy (CLASP) as part of their State Policy Documentation Project (SPDP). The report specifically references this last data source whenever it presents any information derived from this source.

Although the State plan is a more official source of information, because of the multiple data sources used and the amount of crosschecking done in developing the information for this Chapter, this Chapter may provide a more accurate picture of what State TANF programs are doing than does Chapter XIII. For the same reasons, the information in this chapter forms the basis for the State Policy Choices section of the Executive Summary.

Table 14:1 contains the dates and time periods covered by each State TANF plan. Four States (Massachusetts, Michigan, Vermont, and Wisconsin) needed to renew eligibility status for FY 1999 by submitting complete plans no later than the close of the first quarter of the FY 1999, or by 12/31/98. These four States all completed this process in early FY 1999. All remaining States, which submitted initial complete plans after 9/30/96, submitted new plans by the end of calendar year 1999 in order to renew their eligibility status for FY 2000.

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

Table 14:1 – EFFECTIVE DATES OF TANF STATE PLANS

STATE	EFFECTIVE DATE OF NEW PLAN
AL	10/01/99
AK	10/01/99
AZ	10/01/99
AR	12/16/99
CA	10/01/99
CO	10/01/99
CT	10/01/99
DE	10/01/99
DC	10/01/99
FL	10/01/99
GA	10/01/99
HI	10/01/99
ID	10/01/99
IL	10/01/99
IN	10/01/99
IA	10/01/99
KS	10/01/99
KY	10/01/99
LA	10/01/99
ME	11/01/99
MD	10/01/99
MA	10/01/98
MI	10/01/98
MN	10/01/99
MS	10/01/99
MO	10/01/99
MT	01/01/00
NE	10/01/99
NV	10/01/99
NH	10/01/99
NJ	10/01/99
NM	12/23/99
NY	11/01/99
NC	10/01/99
ND	10/01/99
OH	10/01/99
OK	10/01/99
OR	10/01/99
PA	10/01/99
RI	10/01/99
SC	10/01/99
SD	10/01/99
TN	10/01/99
TX	10/01/99
UT	10/01/99
VT	10/01/98
VA	01/01/00
WA	12/15/99
WV	01/01/00
WI	10/01/98
WY	10/01/99

Time Frame for Work

TANF Provision: Under TANF, parents or caretakers are required to engage in work (as defined by the State) when determined ready, or after 24 months, whichever is earlier.

- Twenty-eight States require work immediately upon receipt of benefits;
- Nine States require work within 6 months or less of receipt of benefits;
- Thirteen States require work within 24 months of receipt of benefits; and
- Under a waiver, one State requires work within 30 months of receipt of benefits.

Time Frame for Work Requirements

State	Immediately Upon Receipt of Benefits	After a Specified Number of Months of Benefits	Number of Months
Alabama	X		
Alaska		X	24
Arizona	X		
Arkansas	X		
California	X		
Colorado		X	24
Connecticut	X		
Delaware	X		
Dist. of Col.		X	1
Florida	X		
Georgia		X	24
Hawaii		X	24
Idaho	X		
Illinois	X		
Indiana	X		
Iowa	X		
Kansas		X	24
Kentucky		X	6
Louisiana		X	24
Maine		X	24
Maryland	X		

State	Immediately Upon Receipt of Benefits	After a Specified Number of Months of Benefits	Number of Months
Massachusetts		X	2
Michigan		X	2
Minnesota		X	24
Mississippi	X		
Missouri		X	24
Montana	X		
Nebraska	X		
Nevada		X	24
New Hampshire	X		
New Jersey		X	24
New Mexico		X	3
New York	X		
North Carolina		X	3
North Dakota	X		
Ohio		X	24
Oklahoma	X		
Oregon	X		
Pennsylvania		X	24
Rhode Island		X	2
South Carolina	X		
South Dakota		X	2
Tennessee	X		
Texas	X		
Utah	X		
Vermont[10]		X	30

[10] State is operating under an approved section 1115 waiver.

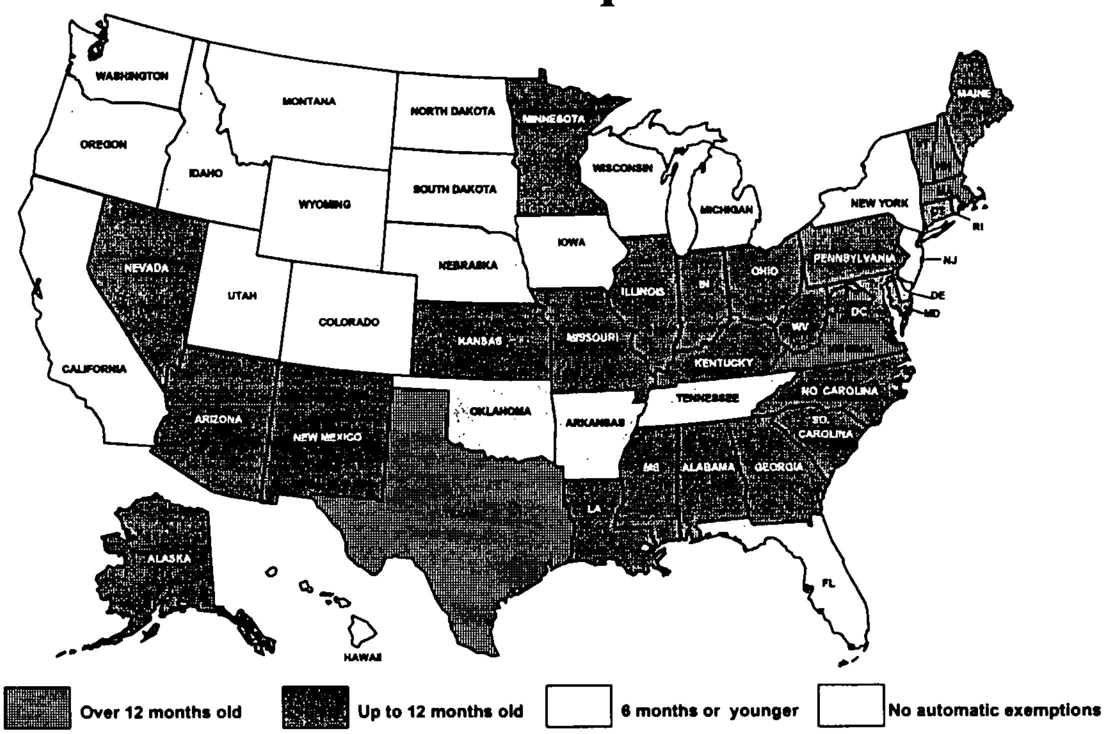
State	Immediately Upon Receipt of Benefits	After a Specified Number of Months of Benefits	Number of Months
Virginia		X	3
Washington	X		
West Virginia	X		
Wisconsin	X		
Wyoming	X		

Age of Youngest Child Exemption from Work Requirement

TANF Provision: States have the option to exempt single parents with children up to 1 year of age from work requirements, and to disregard them from the calculation of the work participation rates for a cumulative lifetime total of 12 months. States have the flexibility to provide exemptions to other families. However, all other families with an adult or minor head of household are included in the State's participation rate calculations. States that received waivers prior to enactment of PRWORA may continue exemption policies approved under those waivers for the duration of the waiver period.

- Five States (Massachusetts, New Hampshire, Virginia, Vermont, and Texas) have an age of the youngest child exemption over 12 months, ranging from age 18 months to 3 years.
- Twenty-four States exempt families with a child under age 12 months from work requirements.
- Eighteen States exempt families with a child under age 6 months from work requirements.
- Four States (Colorado, Iowa, Montana, and Utah) have no automatic age of youngest child exemption from work requirements. In these States, the determination for youngest child exemption from work requirements is generally on a case-by-case basis.

Age of Youngest Child Exemption from Work Requirement



Exemptions from State Work Requirements

State	Caring for a young child (up to age)	Disabled, temporary illness or incapacity	Caring for disabled household member	Advanced age	Domestic violence victim	Child care[11] unavailable	Pregnant	Other
Alabama	1 year	X	X	X	X			X
Alaska	1 year	X	X		X	X		X
Arizona	1 year	X	X		X	X		X
Arkansas	3 months	X	X	X		X	X	X
California	6 months[12]	X	X	X			X	X
Colorado	No automatic exemption				X			
Connecticut	1 year	X	X	X			X	
Delaware	13 weeks	X	X		X			X
Dist. of Col.	1 year	X	X	X	X	X	X	
Florida	3 months	X						
Georgia	1 year							
Hawaii	6 months	X	X	X	X	X		X
Idaho	3 months					X		
Illinois	1 year			X				
Indiana	1 year	X	X	X	X		X	X
Iowa	No automatic exemption	X						
Kansas	1 year		X	X	X			
Kentucky	1 year				X			X
Louisiana	1 year							
Maine	1 year							
Maryland	1 year	X				X		X
Massachusetts	2 years	X	X	X	X		X	
Michigan	3 months	X	X	X	X	X		X
Minnesota	1 year	X	X	X	X		X	X
Mississippi	1 year	X	X	X	X	X	X	X
Missouri	1 year	X	X	X	X	X	X	X
Montana	No automatic categorical exemptions							
Nebraska	12 weeks	X	X	X		X	X	X
Nevada	1 year				X	X		
New Hampshire	2 years	X		X			X	
New Jersey	12 weeks	X	X	X	X	X	X	X
New Mexico	1 year	X	X	X	X	X	X	
New York	3 months[13]	X	X	X			X	
North Carolina	1 year	X			X	X		X
North Dakota	4 months	X	X	X	X	X		
Ohio[14]	1 year							
Oklahoma	3 months							
Oregon	3 months[15]			X			X	X
Pennsylvania	1 year	X				X		
Rhode Island	1 year	X	X	X	X	X	X	X
South Carolina	1 year	X	X			X		X
South Dakota	12 weeks	X	X		X	X		X
Tennessee	4 months	X	X	X	X	X		X
Texas	3 years	X	X	X	X		X	X
Utah	No automatic categorical exemptions							
Vermont	3 years[16]	X	X	X			X	X
Virginia	18 months	X	X	X			X	X
Washington	3 months							
West Virginia	1 year	X	X	X	X	X	X	
Wisconsin	12 weeks							

[11] A sanction can not be imposed on a single custodial parent caring for a child who has not attained 6 years of age, if child care is unavailable.
[12] California counties have discretion to set the age of the exemption for caring for a young child, between the ages of 12 weeks and 1 year on a case-by-case basis.
[13] New York counties have discretion to increase the age of the exemption for caring for a young child up to 1 year.
[14] Ohio counties have discretion to provide additional exemptions from work requirements.
[15] Oregon's exemption is for a parent caring for a child 90 days after giving birth.
[16] Within 2 months of reaching the time limit, Vermont only exempts from work requirements families with a child under age 6 months and families where needed support services are unavailable.

State	Caring for a young child (up to age)	Disabled, temporary illness or incapacity	Caring for disabled household member	Advanced age	Domestic violence victim	Child care[11] unavailable	Pregnant	Other
Wyoming	3 months	X		X				X
Total		35	29	28	25	22	20	26

Other exemption criteria: Transportation not available; adult recipients who are not parents; living in remote area; VISTA volunteers; support services not available; determined unemployable by health care provider; caretaker of child at risk of placement in foster care; personal or family crisis; participating in drug, alcohol, or mental health treatment program.

SOURCES

State Policy Document Project - www.spdp.org - a project of CLASP and CBPP; and the public/private State Summarization Database.

STATES CLAIMING CONTINUING WAIVER INCONSISTENCIES WITH RESPECT TO WORK REQUIREMENTS

A State may have received a waiver to modify its work requirements under the former AFDC program. To the extent that the Federal TANF work requirements are inconsistent with the State's waiver work requirements, the State may be allowed to follow its approved waiver policy rather than the Federal TANF policy, until expiration of the waiver. The TANF final rules required States to file a certification with HHS by October 1, 1999, if they intended to follow inconsistent waiver policies. The following chart summarizes the waiver inconsistency claims by States with respect to work requirements:

STATE	WAIVER DURATION	WORK PARTICIPATION RATE			SANCTIONS
		EXEMPTIONS	ACTIVITIES[17]	HOURS	
Arizona	9/30/02				X
Connecticut	9/30/01	X Includes Control Group Cases	JOBS Job Search Education All Hours	X	
Delaware	9/30/02	X	Job Search Education All Hours	Subset of Cases	X

[17] "JOBS" indicates the State will count all activities previously allowed under the Job Opportunities and Basic Skills Training Program even if not included as an allowable activity under section 407(d). "ADDITIONAL" indicates that additional activities not found in section 407(d), such as Parenting Classes, Substance Abuse Treatment, etc., may be counted. "J0B SEARCH" indicates the State may operate policies of unlimited of extended job search and job readiness in lieu of section 407(c)(2)(A)(1). "EDUCATION" indicates in lieu of sections 407(c)(2)(D) and (d)(*), the State is not limited by TANF restrictions on the proportion of cases involved in educational activities or their duration. "ALL HOURS" indicates the State will apply all countable hours in determining which cases are included in the numerator of the work participation rate in lieu of core activity restrictions found in sections 407(c)(1)(A) and (B).

STATE	WAIVER DURATION	WORK PARTICIPATION RATE			SANCTIONS
		EXEMPTIONS	ACTIVITIES[17]	HOURS	
Hawaii	9/30/04	X	JOBS Additional Job Search Education All Hours	Subset of Cases	
Indiana	3/31/02	X Includes Control Group Cases	JOBS Job Search Education All Hours		X
Kansas	9/30/03		Job Search		
Massachusetts	9/30/05	X	JOBS Job Search Education All Hours		X
Minnesota	9/30/02	X	JOBS Additional Job Search Education All Hours		
Missouri	6/30/00		JOBS Job Search Education All Hours		X
Montana	12/31/03		JOBS Job Search Education All Hours Additional (Subset of Cases)		Subset of Cases
Nebraska	6/30/03	X	Job Search Education All Hours		
New Hampshire	3/31/02	X	JOBS Additional Job Search Education	Subset of Cases	

STATE	WAIVER DURATION	WORK PARTICIPATION RATE			SANCTIONS
		EXEMPTIONS	ACTIVITIES[17]	HOURS	
			All Hours		
Ohio	6/30/03	X Limited to Pregnant and Parenting Teens			X Limited to Pregnant and Parenting Teens
Oregon	6/30/03	X	JOBS Additional Job Search Education All Hours	X	
South Carolina	9/30/03	X	JOBS Additional Job Search Education All Hours		
Tennessee	6/30/07	X	Additional Job Search Education All Hours	Subset of Cases	
Texas	3/31/02	X	Additional Job Search Education All Hours		X
Utah	12/31/00		Additional Job Search Education All Hours	X	
Vermont	6/30/01	Control and Experimental Cases			
Virginia	6/30/03	X	JOBS Job Search Education All Hours	Subset of Cases	

Treatment of Earnings

TANF Provision: PRWORA does not specify how States should treat earnings in determining families' eligibility for TANF assistance. Thus, States have the flexibility to establish the income eligibility rules that best meet their residents' needs. However, as a means to help families transition from welfare to work and to help make work pay, all States disregard a portion of a family's earned income when determining eligibility and benefit levels.

- Most States made changes to the income eligibility rules under TANF. Generally, these States simplified and expanded the treatment of earnings compared to the AFDC rules. (In addition to a child care disregard, AFDC rules provided for a $90 disregard, a $30 disregard available for 12 months, plus a 1/3 disregard available for 4 consecutive months.) States made changes to the way earnings are treated generally in one of three ways:

    1. They disregarded a different percentage of all earnings (e.g., Arizona disregards 30 percent of earnings);
    2. They disregarded a different fixed dollar amount (e.g., Wyoming disregards $200 per adult); and
    3. They provided disregards that combined a different fixed dollar amount and percentage of the remaining earnings (e.g., Massachusetts disregards $120 plus 50 percent of the remaining earnings).

- Many States also extended the period of time for which disregards were available or made the disregards available without time limit.

Treatment of Earnings

State	Portion of Applicant's Earnings That Is Disregarded in Eligibility Determination	Portion of Recipient's Earnings That Is Disregarded in Benefit Determination
Alabama	20%	100% for 3 months[18] 20% in subsequent months
Alaska	$90	$150 and 33% of the remainder for 12 months $150 and 25% of the remainder for 12 months $150 and 20% of the remainder for 12 months $150 and 15% of the remainder for 12 months $150 and 10% of the remainder for 12 months
Arizona	$90 and 30% of the remainder	$90 and 30% of the remainder
Arkansas	20%	20% and 60% if the remainder
California	$90	$225 and 50% of the remainder
Colorado	$90	$120 and 1/3 of the remainder for 4 months $120 for the next 8 months $90 in subsequent months
Connecticut	$90	100% until earnings exceed Federal poverty level
Delaware	$90	$120 and 1/3 of the remainder for 4 months $120 for the next 8 months $90 in subsequent months
Dist. of Col.	$100	$100 and 50% of the remainder
Florida	$90	$200 and 50% of the remainder
Georgia	$90	$120 and 1/3 of the remainder for 4 months $120 for the next 8 months $90 in subsequent months
Hawaii	20%	20%, then $200 then 36% of the remainder
Idaho	40%	40%

[18] If reported accurately and timely.

State	Portion of Applicant's Earnings That Is Disregarded in Eligibility Determination	Portion of Recipient's Earnings That Is Disregarded in Benefit Determination
Illinois	$90	67%
Indiana**	$90	$120 and 1/3 of the remainder for 4 months $120 for the next 8 months $90 in subsequent months
Iowa	20% and 50% of the remainder	20% and 50% of the remainder
Kansas	$90	$90 and 40% of the remainder
Kentucky	$90	100% for 2 months $120 and 1/3 of the remainder for 4 months $120 for the next 8 months $90 in subsequent months
Louisiana	$120	$1,020 for 6 months $120 in subsequent months
Maine	$108 and 50% of the remainder	$108 and 50% of the remainder
Maryland	20%	35%
Massachusetts	$90	$120 and 50% of the remainder
Michigan	$200 and 20% of the remainder	$200 and 20% of the remainder
Minnesota	18%	38%
Mississippi	$90	100% for 6 months for some families** $90 in other months
Missouri	$90	67% and $90 of the remainder for 12 months $90 in subsequent months
Montana	$200	$200 and 25% of the remainder for 24 months $100 in subsequent months
Nebraska	20%	20%
Nevada	$90 or 20%, whichever is greater	100% for 3 months 50%for the next 9 months Greater of $90 or 20% in subsequent months
New Hampshire	20%	50%
New Jersey	None	100% for 1 month 50% in subsequent months
New Mexico	$150 and 50% of the remainder	$150 and 50 of the remainder
New York	$90	$90 and 46% of the remainder
North Carolina	27.5%	100% for 3 months 27.5% in subsequent
North Dakota	Greater of $90 or 27%, and 50% of the employment incentive limit" for 8 months** Greater of $90 or 27%, and 30% of the "employment incentive limit" for 2 months Greater of $90 or 27%, and 10% of the "employment incentive limit" for 2 months Greater of $90 or 27% in subsequent months	Greater of $90 or 27%, and 50% of the "employment incentive limit" for 8 months** Greater of $90 or 27%, and 30% of the "employment incentive limit" for 2 months Greater of $90 or 27%, and 10% of the "employment incentive limit" for 2 months Greater of $90 or 27% in subsequent months
Ohio	$250 and 50% of the remainder	$250 and 50% of the remainder
Oklahoma	$120 and 50% of the remainder	$120 and 50% of the remainder
Oregon	50%	50%
Pennsylvania	$90	50%
Rhode Island	$170 and 50% of the remainder	$170 and 50% of the remainder
South Carolina	50%	50% for 4 months $100 in subsequent months
South Dakota	$90 and 20% of the remainder	$90 and 20% of the remainder
Tennessee	$150	$150
Texas	$120 and 1/3 of the remainder	$120 and 90% of the remainder for 4 months $120 in subsequent months
Utah	$100	$100 and 50% of the remainder
Vermont	$90	$150 and 25% of the remainder
Virginia	$90	$120 and 1/3 of the remainder for 4 months** $120 for the next 8 months $90 in subsequent months
Washington	50%	50%
West Virginia	60%	60%
Wisconsin	None	None
Wyoming	$200	$200

NOTES

In a small number of States, the treatment of earnings is different for various groups of families, e.g., self-employed. The information in this table reflects the treatment of earnings for the largest group of families in the State.

Indiana is expected to implement a new earned income disregard on July 1, 2000. The new policy disregards 100% of earnings up to the Federal Poverty Level.

Mississippi: The 100% disregard is available only if families obtain full-time employment within 30 days of initial receipt of TANF or within 30 days following the start of participation in work activities.

North Dakota: The maximum "employment incentive limit" is $184.

Virginia: The benefit rules for participants in Virginia's welfare reform program (i.e., those subject to the state time limit) allow families to continue receiving benefits until countable earned income (after the work expense deduction and earned income disregard) reaches the Federal poverty line. This is done through "fill-the-gap" budgeting and not through an earned income disregard.

SOURCES

State Policy Document Project - www.spdp.org - a project of CLASP AND CBPP, June 2000; and the public/private State Summarization Project.

Resource Levels

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

Asset Limits

- Every State, except Ohio, denies eligibility to families with countable assets above specified limits. Most States increased the limits above the former AFDC program limit of $1,000. The higher limits for families range from $1,500 to an unlimited amount. Additionally, several States apply higher asset levels if households include an elderly person.
- Forty States increased the asset limit for both applicants and current recipients.
- Four States increased the asset limit for current recipients and maintained AFDC limits for applicants.
- Seven States maintained the same level as under the former AFDC program for both applicants and current recipients.

Vehicle Asset Level

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

- Every State increased the vehicle asset level above the prior AFDC limit for the family's primary automobile.
- Twenty-six States have chosen to simply disregard the value of at least one automobile for a family.
- The remaining States exclude a portion of a car's value ranging from $3,959 up to $12,000.

Resources

State	Asset Level	Primary Vehicle Asset Level[19]
Alabama	$2,000	Value excluded
Alaska	$1,000	Value excluded
Arizona	$2,000	Value excluded
Arkansas	$3,000	Value excluded
California	$2,000	Fair market value up to $4,650
Colorado	$2,000	Value excluded
Connecticut	$3,000	Value excluded
Delaware	$1,000	Equity value up to $4,650
Dist. of Col.	$2,000	Fair market value up to $4,650
Florida	$2,000	All cars can not to exceed a combined value of $8,500
Georgia	$1,000	Equity value up to $4,650
Hawaii	$5,000	Value excluded
Idaho	$2,000	Fair market value up to $4,650
Illinois	1 person: $2,000 2 person: $3,000	Value excluded
Indiana	Applicant: $1,000 Recipient: $1,500	Equity value up to $5,000
Iowa	Participating in work: $5,000 Not participating in work: $2,000	Value up to $3,959
Kansas	$2,000	Value excluded
Kentucky	$2,000	Value excluded
Louisiana	$2,000	Equity value up to $10,000
Maine	$2,000	Value excluded
Maryland	$2,000	Value excluded
Massachusetts	$2,500	Fair market value up to $5,000
Michigan	$3,000	Value excluded
Minnesota	Applicant: $2,000 Recipient: $5,000	Equity value up to $7,500
Mississippi	$2,000	Value excluded

[19] In addition, several States disregard automobiles if used to transport disabled family members or for work and training.

State	Asset Level	Primary Vehicle Asset Level[19]
Missouri	Applicant: $1,000 Recipient: $5,000	Value excluded
Montana	$3,000	Value excluded
Nebraska	1 person: $4,000 2 or more: $6,000	Value excluded
Nevada	$2,000	Value excluded
New Hampshire	Applicant: $1,000 Recipient: $2,000	Value excluded
New Jersey	$2,000	Value up to $9,500
New Mexico	$3,500	Value excluded for one vehicle where public transportation is available. In other areas, without public transportation, one car is excluded for each participant engaged in work.
New York	$2,000	Equity value up to $4,650
North Carolina	$3,000	Value excluded
North Dakota	1 person: $5,000 2 or more: $8,000	Value excluded
Ohio	No limit.	Value excluded
Oklahoma	$1,000	Value up to $5,000
Oregon	Progressing in IRP: $10,000 All others: $2,500	Value up to $10,000
Pennsylvania	$1,000	Value excluded
Rhode Island	$1,000	Value up to $4,650
South Carolina	$2,500	Value excluded
South Dakota	$2,000	Fair market value up to $4,650
Tennessee	$2,000	Equity value up to $4,600
Texas	$2,000	Fair market value up to $4,650
Utah	$2,000	Equity value up to $8,000
Vermont	$1,000	Value excluded
Virginia	$1,500	Fair market value up to $7,500

State	Asset Level	Primary Vehicle Asset Level[19]
Washington	Applicant: $1,000 Recipient: $4,000	Value up to $5,000
West Virginia	$2,000	Value excluded
Wisconsin	$2,500	Equity value up to $10,000
Wyoming	$2,500	Value up to $12,000

Individual Development Accounts

TANF Provision: The TANF statute specifically authorizes States to fund Individual Development Accounts (IDAs) established by TANF-eligible individuals. IDAs are restricted savings accounts that allow individuals to accumulate savings that can be used for post-secondary educational expenses, first home purchase, or business capitalization. The IDA program in the TANF statute allows individuals to contribute to an IDA such amounts as are derived only from earned income (while other IDAs might allow contributions to come from any source of income). Funds in a TANF IDA (including earned interest) are disregarded in determining eligibility and benefits in any program that uses financial considerations in such determinations.

Because of the funding flexibility under TANF, States could also use Federal TANF or State MOE funds to fund IDAs established under another authority. The following data are not limited to IDAs authorized under the specific provision in the TANF statute.

- Thirty States allow TANF recipients to establish IDAs.
  - Twenty-six for post-secondary education;
  - Twenty-two for first home purchase;
  - Twenty-five for business capitalization;
  - Four for medical expenses; and
  - Twelve for other uses, e.g., training program expenses.

Individual Development Accounts

State	Individual Development Accounts (Amount)	A Family's IDA Contribution is Matched (Match Rate)	Post-Secondary Education	First Home Purchase	Business Capitalization	Medical Expense	Other
Alabama	No						
Alaska	No						
Arizona	Yes ($9,000)	No	✓	✓	✓		✓ 1
Arkansas	Yes (unknown)	Yes (3:1)	✓	✓	✓		
California	Yes ($5,000)	No	✓	✓	✓		✓ 1
Colorado	Yes (no limit)	No	✓	✓	✓		
Connecticut	Yes (no limit)	No	✓				
Delaware	Yes ($5,000)	No	✓		✓		
Dist. of Col.	No						
Florida	No						
Georgia	Yes ($5,000)	No	✓	✓	✓		
Hawaii	No						
Idaho	No						
Illinois	Yes (unknown)	Yes (1:1)	✓	✓	✓		✓ 1
Indiana	Yes (no limit)	Yes (3:1 up to $300/year)	✓	✓	✓		✓ 1
Iowa	Yes ($50,000)	Yes (25%)	✓	✓	✓	✓	✓ 1
Kansas	No						
Kentucky	Yes ($5,000)	Yes (unknown)	✓	✓	✓		✓ 6

State	Individual Development Accounts (Amount)	A Family's IDA Contribution is Matched (Match Rate)	Post-Secondary Education	First Home Purchase	Business Capitalization	Medical Expense	Other
Louisiana	Yes ($6,000)	No	✓				✓ 1,4
Maine	Yes ($12,000)	Yes (varies)	✓	✓	✓	✓	✓ 3,5
Maryland	No						
Massachusetts	No						
Michigan	Pending implementation						
Minnesota	Yes ($3,000)	Yes (2:1)	✓	✓	✓		
Mississippi	No						
Missouri	No						
Montana	Yes (no limit)	No			✓	✓	
Nebraska	No						
Nevada	No						
New Hampshire	No						
New Jersey	No						
New Mexico	Yes ($1,500)	No		✓	✓		✓ 2
New York	Yes (no limit)	Yes (unknown)	✓	✓	✓		
North Carolina	Yes (unknown)	Unknown	✓	✓	✓		
North Dakota	No						
Ohio	Yes ($10,000)	County Discretion (up to 2:1)	✓	✓	✓		
Oklahoma	Yes ($2,000)	Yes[20]	✓	✓	✓		
Oregon	Yes (no limit)	Yes ($1.00 per hour worked)	✓				
Pennsylvania	Yes (no limit)	No	✓				
Rhode Island	Yes ($2,500)	No			✓		
South Carolina	Yes ($10,000)	No	✓	✓	✓		✓ 1
South Dakota	No						
Tennessee	Yes ($5,000)	Yes (varies)	✓	✓	✓		✓ 3
Texas	Yes ($10,000)	Yes (unknown)	✓	✓	✓	✓	
Utah	No						
Vermont	Yes ($500)	No	✓	✓	✓		
Virginia	Yes ($2,000)	Yes ($4,000)	✓	✓	✓		✓ 1,2

[20] For current recipients or people who have been recipients at some time since October 1, 1996: For persons with income in the preceding year that is less than or equal to 100% of the Federal Poverty Level, there is a $1.00 match from TANF funds, not to exceed a $500 match per year, for a period of up to 4 years. For persons with income that is more than 100% of the Federal Poverty Level or less than 150% of the Federal Poverty Level, then the match is 75 cents for each $1.00. For persons with more than 150% of the Federal Poverty Level, or less than or equal to 200% of the Federal Poverty Level, the match is 50 cents for each $1.00.

State	Individual Development Accounts (Amount)	A Family's IDA Contribution is Matched (Match Rate)	Post-Secondary Education	First Home Purchase	Business Capitalization	Medical Expense	Other
Washington	Yes ($3,000)	Yes (unknown)	✓	✓	✓		
West Virginia	No						
Wisconsin	Yes (county option)						
Wyoming	No						

1. Training program expenses
2. Education expenses of dependents
3. Work-related vehicle/transportation costs
4. Work-related clothing/tools/equipment
5. Certain emergency expenses
6. Reconstruction of substandard housing

ENCOURAGING PERSONAL RESPONSIBILITY

Individual Responsibility Plan

TANF Provision: States are required to make an initial assessment of the skills, prior work experience, and employability of each recipient who is 18 years or older or has no high school diploma or GED. The State, in consultation with the individual, may develop an individual responsibility plan.

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

Initial and Maximum Sanctions for Not Complying With Work Requirements

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

- First Instance of Noncompliance:
  - Thirty-six States impose a partial-grant reduction;
  - Fourteen States impose a 100-percent grant reduction; and
  - One State gives a verbal warning.

- Ultimate Sanction:
  - Sixteen States impose a partial-grant reduction; and
  - Thirty-five States impose a 100-percent grant reduction.

- All States increase the duration or the amount of the sanction for prolonged or repeated noncompliance with work requirements. For example, in Connecticut, the first instance of noncompliance results in a 20-percent reduction; the second, a 35-percent reduction; and ultimately to a 100-percent grant reduction. In Ohio, the initial sanction results in a 100-percent benefit reduction for 1 month or until compliance, whichever is longer, and escalates to a 100-percent benefit reduction for 6 months or until compliance, whichever is longer. In West Virginia, the first instance of noncompliance results in a benefit reduction for a minimum of 3 months, escalating to a loss of all cash for at least 6 months. The following are States sanction policies for initial and maximum sanctions for noncompliance with TANF work requirements.

Sanction Policies for Noncompliance with Work Requirements

State	First Instance of Noncompliance			Ultimate Sanction		
	Partial Grant Reduction	Loss of All Cash	Minimum Length of Sanction	Partial Grant Reduction	Loss of All Cash	Minimum Length of Sanction
Alabama	X		until compliance		X	6 months
Alaska[21]	X		1 month	X		12 months
Arizona	X		1 month		X	1 month
Arkansas	X		until compliance	X		until compliance
California	X		until compliance	X		6 months
Colorado	X		1-3 months (county option)		X	3-6 months (county option)
Connecticut	X		3 months		X	3 months
Delaware	X		until compliance		X	lifetime
Dist. of Col.	X		until compliance	X		6 months
Florida		X	until compliance		X	3 months
Georgia	X		1 month		X	lifetime
Hawaii		X	until compliance		X	3 months
Idaho		X	1 month		X	lifetime
Illinois	X		until compliance		X	3 months
Indiana	X		2 months	X		36 months
Iowa		X	until compliance		X	6 months
Kansas		X	until compliance		X	2 months
Kentucky[22]	X[23]		until compliance		X	until compliance
Louisiana	X		3 months		X	until compliance
Maine[24]	X		until compliance	X		6 months
Maryland		X	until compliance		X	1 month
Massachusetts	X		until		X	until

[21] If the adult quits or refuses to work, the cash benefit is reduced 100 percent.
[22] If the adult does not complete an assessment the cash benefit is reduced 100 percent.
[23] If the adult does not complete an assessment, the cash benefit is reduced 100 percent.
[24] The remaining grant will be paid to a protective payee.

State	First Instance of Noncompliance			Ultimate Sanction		
	Partial Grant Reduction	Loss of All Cash	Minimum Length of Sanction	Partial Grant Reduction	Loss of All Cash	Minimum Length of Sanction
			compliance			compliance
Michigan	X		1 month		X	1 month
Minnesota[25]	X		1 month	X		6 months
Mississippi	X		2 months		X	lifetime
Missouri	X		until compliance	X		3 months
Montana	X		1 month	X		12 months
Nebraska		X	1 month		X	12 months
Nevada	X		1 month		X	lifetime
New Hampshire	X		1/2 month	X		1/2 month
New Jersey	X		1 month		X	3 months
New Mexico	X		1 month		X	6 months
New York	X		until compliance	X		6 months
North Carolina[26]	X		3 months	X		12 months
North Dakota	X		1month		X	until compliance
Ohio		X	1 month		X	6 months
Oklahoma		X	until compliance		X	until compliance
Oregon	X		until compliance		X	until compliance
Pennsylvania	X		1 month		X	lifetime
Rhode Island[27]	X		until compliance	X		until compliance
South Carolina		X	1 month		X	1 month
South Dakota[28]	Verbal warning				X	1 month
Tennessee		X	until compliance		X	3 months
Texas	X		1 month	X		6 months
Utah	X		until compliance		X	until compliance
Vermont	X		until compliance	X		until compliance
Virginia		X	1 month		X	6 months
Washington	X		until compliance	X		until compliance
West Virginia	X		3 months		X	6 months
Wisconsin[29]		X	1 month		X	lifetime

[25] The remaining grant will be paid as a vendor payment.
[26] Electing counties can set own policies.
[27] If the adult does not complete an assessment the cash benefit is reduced 100 percent.
[28] If the adult quits or refuses to work the cash benefit is reduced 100 percent.
[29] Benefit could be partial. The cash benefit is based on the number of hours worked in the previous month.

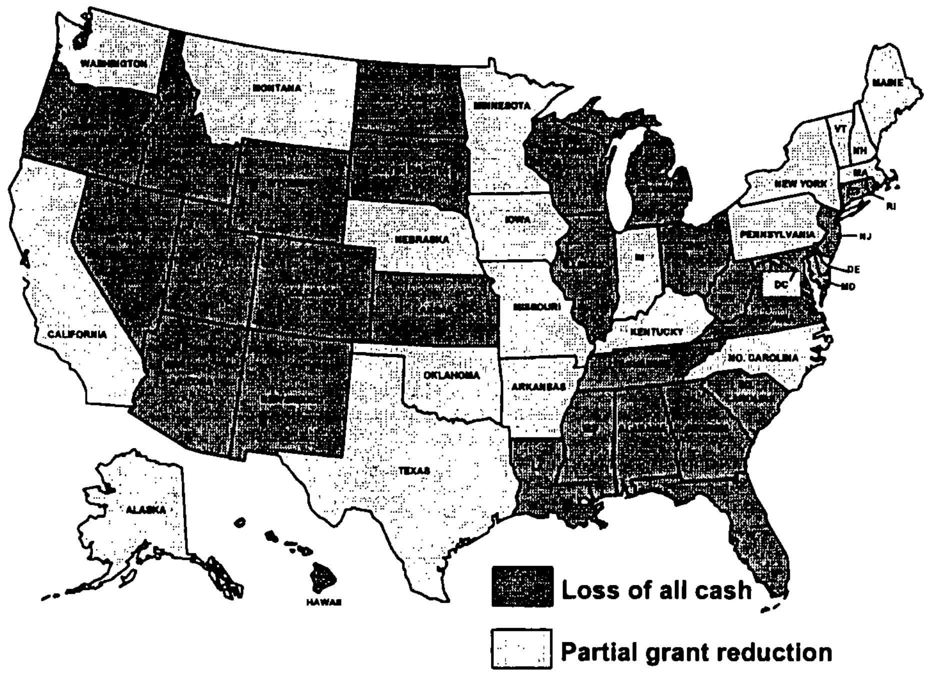
State	First Instance of Noncompliance			Ultimate Sanction		
	Partial Grant Reduction	Loss of All Cash	Minimum Length of Sanction	Partial Grant Reduction	Loss of All Cash	Minimum Length of Sanction
Wyoming		X	1 month		X	1 month

__Sanctions for Non-Cooperation with Child Support Requirements__

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

- Thirty States have elected to terminate cash assistance to families for failure to cooperate with child support requirements. In most States, cash will be restored upon cooperation with requirements.

Maximum Sanction for Noncompliance with Child Support Enforcement Requirements



Applicant Diversion Programs

TANF Provision: PRWORA contains no specific diversion provisions. However, it allows States to provide diversion assistance. As such, the majority States now offer applicant diversion assistance to families as an alternative to ongoing TANF assistance. Generally, this assistance comes in the form of benefit payments designed to provide short-term financial assistance to meet critical needs in order to secure or retain employment. Typically, States provide several months of benefits in one lump sum; a few States provide a flat amount. By accepting the diversion payment, the family generally agrees not to re-apply for cash assistance for a specified period of time, e.g., receipt of a diversion payment equal to 3 months of benefits results in family agreeing to not reapply for benefits 3 months. A number of diversion assistance programs provide applicant job search, other services, and/or referral to alternative assistance programs.

- Thirty-four States now offer applicant diversion assistance.

Applicant Diversion Programs

		Cash Assistance		Other Services Provided		
State	Diversion Program	Benefit Equivalent (in months)	Cash Limit	Referral to Job Search or Job Placement	Referral to Alternative Programs for Services or In-Kind Assistance	Other
Alabama	No					
Alaska	Yes	2				
Arizona	Yes	3		X	X	food stamps and medical assistance
Arkansas	Yes	3				
California	Yes	County Option	County Option	County Option	County Option	
Colorado	Yes	County Option	County Option	County Option	County Option	
Connecticut	Yes	3				
Delaware	Yes		$1,500			
Dist. of Col.	Yes	3				
Florida	Yes	2				
Georgia	Yes	Unknown				
Hawaii	No					
Idaho	Yes	3	$879	X	X	
Illinois	No					
Indiana	Yes	Unknown		X	X	crisis intervention to support employment
Iowa	Yes	County Option			X	
Kansas	No					
Kentucky	Yes		$1,500	X	X	
Louisiana	No					
Maine	Yes	3		X		
Maryland	Yes	County Option up to 12		X		
Massachusetts	No					
Michigan	Yes (pilot in one county)	To be determined				
Minnesota	Yes	4				
Mississippi	No					

		Cash Assistance		Other Services Provided		
State	Diversion Program	Benefit Equivalent (in months)	Cash Limit	Referral to Job Search or Job Placement	Referral to Alternative Programs for Services or In-Kind Assistance	Other
Missouri	No					
Montana	Yes	3				
Nebraska	No					
Nevada	Yes		$1,000			
New Hampshire	No					
New Jersey	Yes		[30]			child care services
New Mexico	Yes		$1,500			
New York	No					
North Carolina	Yes	3		X	X	child care services and medical benefits
North Dakota	No					
Ohio	Yes		$1,000			job training, college, technical or vocational work
Oklahoma	Yes	3				
Oregon	Yes		None	X	X	child care, transportation, tools, gas
Pennsylvania	No					
Rhode Island	Yes	3				
South Carolina	No					
South Dakota	Yes	2				
Tennessee	No					
Texas	Yes		$1,000	X	X	
Utah	Yes	3				
Vermont	No					
Virginia	Yes	4	$1,164			
Washington	Yes		$1,500			vouchers for child care, housing, transportation, food, medicines, and employment expenses
West Virginia	Yes	3	$1,656			
Wisconsin	Yes		$1,600	X	X	case management
Wyoming	No					

[30] Applicant is required to participate in concentrated job search/placement strategy for 15 days, during which time a family of three can receive a $750 activity support payment. If applicant finds employment that results in ineligibility for TANF, family is eligible for a one-time lump sum payment of $521.

TIME LIMITING ASSISTANCE

Time Limits

General Provisions: States may not use Federal funds to provide assistance to a family that includes an adult head of household or a spouse of the head of household who has received assistance for 60 months (whether or not consecutive). However, States may extend federally funded assistance beyond 60 months to up to 20 percent of the caseload, without penalty, based on hardship or domestic violence. States also have the option to set lower time limits on the receipt of TANF benefits.

State policies related to time limiting assistance to a family vary greatly. In a few cases, States had received waivers under section 1115 of the Act to implement time limits before PRWORA; these States have the authority to continue their waiver policies for the duration of their waivers. Furthermore, the flexibility available in the use of State funds allows each State to structure its time-limit policies in a variety of ways. For example, a State may use segregated State-only funds to provide assistance to families that it wishes to exempt from the time limit or to families that have reached the 60-month Federal time limit, in excess of the 20-percent cap.

Exemption Provisions: The term "exemption" refers to a circumstance under which a month of assistance does not count in determining whether the family has reached the time limit. The Federal statute provides limited exemptions from the Federal time limit. More specifically, States must exempt families not containing an adult head of household or adult head of household receiving assistance; months of assistance received by an adult while he or she was still a minor child; and any month in which the family lived on an Indian reservation or Alaskan Native village with an unemployment rate above 50 percent.

States have the flexibility to exempt additional categories of families from their State time limits. However, an exemption under State policy would not affect the accrual of months under the Federal time limit.

- Most States exemption policies fall into the following categories:
  - Age of parent or caretaker;
  - Mentally or physically disabled parent or caretaker;
  - Caring for a disabled dependent; and
  - Victim of domestic violence.

Extension Provisions: States may provide assistance with Federal TANF funds to a family that includes an adult head of household or spouse of a head of household that has received TANF-funded assistance for 60 months, based on hardship or domestic violence, provided that such families do not make up more than 20 percent of the of the State's caseload.

Most States extension policies fall into the following categories:

- Domestic violence;
- Underemployed;
- Mentally or physically disabled caretaker;
- Caring for disabled dependent;
- To allow completion of education or training;
- Residing in areas of high unemployment; and
- Hardship.

Highlights of State Time-Limit Policies:

- Thirty-eight States apply a 60-month lifetime limit.
- Four States apply a 60-month lifetime limit to adults only (California, Maryland, New York, and Rhode Island); in addition, South Dakota will continue benefits to children under certain circumstances.
- Four States have a 24-month or shorter lifetime limit (Arkansas, Connecticut, Idaho, and Indiana); in addition, Indiana continues benefits to the children.
- Four States have a general 36-month or 48-month lifetime limit (Delaware, Florida, Georgia, and Utah).
- Three States are continuing their waivers and do not currently apply a lifetime limit (Arizona, Oregon, and Vermont); in addition, subsets of Nebraska's and Delaware's caseloads have no lifetime limit.

State Time Limits[31]

	Lifetime Time Limit[32]		Intermittent Time Limit[33]		
State	Lifetime Limit (months)	Benefits Continue to Children	Intermittent Time Limit (months)	Benefits Continue to Children	Date First Families Reach Any Time Limit[34]
Alabama	60	No	No	N/A[35]	December 2001
Alaska	60	No	No	N/A	July 2002
Arizona	No lifetime limit[36]		24 months in 60 months	Yes	November 1997
Arkansas	24	No	No	N/A	July 2000
California	60	Yes	No	N/A	January 2003
Colorado	60	No	No	N/A	July 2002
Connecticut	21	No	No	N/A	November 1997

[31] This table addresses time limits that terminate or reduce assistance to a family based receipt of assistance for a period of time. Policies under which receipt of assistance for a certain period of time trigger work requirements are not considered time limits on receipt of assistance here.
[32] Lifetime time limits permanently reduce or terminate assistance.
[33] Intermittent time limits terminate or reduce assistance for a period of time after which assistance can again be provided.
[34] A few States had approved waivers to implement time limits prior to PRWORA. In those cases, the families began accruing months on the time clock based on the waiver rather than the implementation of the TANF program.
[35] Not applicable.
[36] State is operating under 1115 waiver authority and currently does not have a lifetime time limit policy.

State	Lifetime Time Limit[32]		Intermittent Time Limit[33]		Date First Families Reach Any Time Limit[34]
	Lifetime Limit (months)	Benefits Continue to Children	Intermittent Time Limit (months)	Benefits Continue to Children	
Delaware[37]	48[38]	No	No	N/A	October 1999
	36[39] (applicants as of 01/01/00)	No	No	N/A	
District of Columbia	60	No	No	N/A	March 2002
Florida	48	No	24 months in 60 months or 36 months in 72 months	No	October 1996
Georgia	48	No	No	N/A	January 2001
Hawaii	60	No	No	N/A	December 2001
Idaho	24	No	No	N/A	July 1999
Illinois	60	No	No	N/A	July 2002
Indiana	24	Yes	No	N/A	May 1997
Iowa	60	No	No	N/A	January 2002
Kansas	60	No	No	N/A	October 2001
Kentucky	60	No	No	N/A	November 2001
Louisiana	60	No	24 months in 60 months	No	January 1999
Maine	60	No	No	N/A	November 2001
Maryland	60	Yes	No	N/A	January 2002
Massachusetts	No lifetime limit[40]		24 months in 60 months	No	December 1998
Michigan	No lifetime limit[41]	Yes[42]	No	N/A	
Minnesota	60	No	No	N/A	July 2002
Mississippi	60	No	No	N/A	October 2001
Missouri	60	No	No	N/A	July 2002
Montana	60	No	No	N/A	February 2002
Nebraska[43]	60	No	24 months in 48 months	No	December 1998
Nevada	60	No	24 months followed by 12 months of ineligibility	No	January 2000
New Hampshire	60	No	No	N/A	October 2001
New Jersey	60	No	No	N/A	March 2002
New Mexico	60	No	No	N/A	July 2002

[37] Families with unemployable adults and families with caretakers under 19 years of age are placed in a non-timelimited Children's Program.
[38] In order to continue receiving assistance, non-exempt recipients are required to participate in pay-after-performance after 24 months of assistance. Under certain conditions, families may receive an extension up to 12 months. As of January 1, 2000, applicants can only receive benefits if employed or participating in pay-after-performance immediately upon receipt of benefits.
[39] Under certain conditions, families may receive an extension up to 12 months.
[40] Will use State only funds after 60 months.
[41] Will use State only funds for those complying and are not self sufficient after 60 months.
[42] Benefits continue to the whole family.
[43] State is operating under 1115 waiver authority. For employable adults, assistance is limited to 24 months in 48 months with a lifetime of 60 months. Families for whom self-sufficiency is determined to be not possible are eligible for the non-time limited program.

State	Lifetime Time Limit[32]		Intermittent Time Limit[33]		Date First Families Reach Any Time Limit[34]
	Lifetime Limit (months)	Benefits Continue to Children	Intermittent Time Limit (months)	Benefits Continue to Children	
New York	60[44]	Yes[45]	No	N/A	December 2001
North Carolina	60	No	24 months followed by 36 months of ineligibility	No	August 1998
North Dakota	60	No	No	N/A	July 2002
Ohio	60	No	36 months followed by 24 months of ineligibility	No	October 2000
Oklahoma	60	No	No	N/A	October 2001
Oregon	No lifetime limit[46]		24 months in 84 months	No	July 1998
Pennsylvania	60	No	No	N/A	March 2002
Rhode Island	60	Yes[47]	No	N/A	
South Carolina	60	No	24 months in 120 months	No	October 1998
South Dakota	60	Yes[48]	No	N/A	December 2001
Tennessee	60	No	18 months followed by 3 months of ineligibility	No	April 1998
Texas	60	No	12, 24, or 36 months followed by 60 months of ineligibility	Yes	May 1997
Utah	36	No	No	N/A	January 2000
Vermont	No lifetime limit[49]	Yes[50]			
Virginia	60	No	24 months followed by 24 months ineligibility	No	July 1997
Washington	60	No	No	N/A	August 2002
West Virginia	60	No	No	N/A	January 2002
Wisconsin	60[51]	No	No	N/A	October 2001

[44] State will provide safety net assistance in the same amount as family's TANF grant.
[45] Benefits continue to the whole family.
[46] Because of extensive exemptions from the time limit, the State does not address funding beyond the 60-month Federal limit as cases will either be exempt or terminated as a result of full family sanctions before they reach the Federal limit.
[47] Benefits continue to the whole family.
[48] Benefits will continue to children if a relative commits to taking the child(ren).
[49] State is operating under 1115 waiver authority and currently does not have a lifetime time limit policy.
[50] Benefits continue to the whole family.
[51] Some families may lose benefits prior to reaching the 60-month limit if participating in a particular component.

State	Lifetime Time Limit[32]		Intermittent Time Limit[33]		Date First Families Reach Any Time Limit[34]
	Lifetime Limit (months)	Benefits Continue to Children	Intermittent Time Limit (months)	Benefits Continue to Children	
Wyoming	60	No	No	N/A	January 1999

Time Limit Exemption Criteria[52]

State	Time Limit[53] (In Months)	Elderly Parent or Caretaker	Disability of Parent or Caretaker	Caring for Disabled Family Member	Victim of Domestic Violence	Caring for Young Child	Pregnant Adult	Other
Alabama	60		X	X	X		X	In substance abuse treatment.
Alaska	60		X	X	X			Hardship.
Arizona	24 in 60[54] No lifetime limit[55]	X	X	X	X	X	X	Participating in JOBStart, a subsidized employment program.
Arkansas	24	X	X	X	X	X		In substance abuse treatment. Inability to find a job/good cause.
California	60[56]	X	X	X				Incapable of participating, pursuant to county assessment.
Colorado	60		X		X			Children living with non-parents for whom out of home placement would be necessary if assistance were stopped.
Connecticut	21	X	X	X	X	X	X	
Delaware[57]	48/36			X	X[58]	X		Working 20 hours or more per week and countable income is below the need standard. In Children's Program.
District of Columbia	60	X	X	X	X	X	X	Childcare not available.
Florida	24 in 60 or 36 in 72		X	X		X		
	48 lifetime		X	X				
Georgia	48							No exemptions.
Hawaii	60	X	X	X	X	X		

[52] This table addresses State's general exemption criteria.
[53] This table addresses time limits that terminate or reduce assistance to a family based receipt of assistance for a period of time. Policies under which receipt of assistance for a certain period of time trigger work requirements are not considered time limits on receipt of assistance here.
[54] Time limit applies to adults only.
[55] State is operating under section 1115 waiver authority and currently does not have a lifetime time limit policy.
[56] Time limit applies to adults only.
[57] Delaware also has a non-time-limited Children's Program.
[58] Only if it jeopardizes the safety of the children.

State	Time Limit[53] (In Months)	Elderly Parent or Caretaker	Disability of Parent or Caretaker	Caring for Disabled Family Member	Victim of Domestic Violence	Caring for Young Child	Pregnant Adult	Other
Idaho	24		X	X				
Illinois	60		X	X				Unlimited if adult is working.
Indiana	24[59]	X	X	X	X	X	X	
Iowa	60							No exemptions.
Kansas	60							No exemptions.
Kentucky	60		X	X	X			
Louisiana	24 in 60		X	X	X		X	In substance abuse treatment. High unemployment. Seeking employment.
	60 lifetime		X	X	X		X	In substance abuse treatment. High unemployment. Seeking employment.
Maine	60		X					Families in separate State program.
Maryland	60		X	X	X	X		Families with earned income.
Massachusetts	No lifetime limit							
Michigan	No lifetime limit[60]							
Minnesota	60	X			X			
Mississippi	60							Policy is being developed.
Missouri	60	X	X			X		In subsidized employment.
Montana	60							Specialized based on Family Investment Agreement.

[59] Applies to adults only.
[60] Will use State-only funds for those complying and are not self sufficient after 60 months.

State	Time Limit[53] (In Months)	Elderly Parent or Caretaker	Disability of Parent or Caretaker	Caring for Disabled Family Member	Victim of Domestic Violence	Caring for Young Child	Pregnant Adult	Other
Nebraska[61]	24 in 48	X	X	X	X	X	X	Other personal barriers. In substance abuse treatment. High unemployment. Unable to find employment.
Nevada	24 months followed by 12 months of ineligibility	X	X	X	X			Hardship.
	60 lifetime	X	X	X	X			Hardship.
New Hampshire	60							In process of developing policy.
New Jersey	60	X	X	X	X			
New Mexico	60							No exemptions.
New York	60[62]							If only benefits are work subsidy to employer or third party.
North Carolina	24 months followed by 36 months of ineligibility	X	X	X		X		
	60 lifetime							No exemptions for lifetime limit.
North Dakota	60	X	X	X	X			
Ohio	36 months followed by 24 months of ineligibility							No exemptions.
	60 lifetime							No exemptions.
Oklahoma	60							No exemptions
Oregon	24 in 84	X	X	X	X	X	X	Actively participating in JOBS.
	No lifetime limit[63]							
Pennsylvania	60							No exemptions.

[61] State is operating under 1115 waiver authority. For employable adults, assistance is limited to 24 months in 48 months. Families for whom self-sufficiency is determined to be not possible, are eligible for the non-time limited program.
[62] After the time limit is reached, State will provide safety net assistance to the family in the same amount as the family's TANF grant.
[63] Because of extensive exemptions from the time limit, the State does not address funding beyond the 60-month Federal limit as cases will either be exempt or terminated as a result of full family sanctions before they reach the Federal limit.

State	Time Limit[53] (In Months)	Elderly Parent or Caretaker	Disability of Parent or Caretaker	Caring for Disabled Family Member	Victim of Domestic Violence	Caring for Young Child	Pregnant Adult	Other
Rhode Island	60[64]							Other personal barriers to employment.
South Carolina	24 in 120		X	X		X		Childcare and transportation not available.
	60 lifetime							No exemptions for lifetime limit.
South Dakota	60		X			X		Disabled veteran.
Tennessee	18 followed by 3 months of ineligibility	X	X	X	X	X		Childcare and transportation not available.
	60 lifetime	X	X	X	X	X		Childcare and transportation not available.
Texas	12, 24, or 36[65] months followed by 60 months of ineligibility	X	X	X	X	X		
	60 lifetime							No exemptions for lifetime limit.
Utah	36							All parents in the home are SSI recipients. Adults living on a reservation with a population of greater than 1,000 and unemployment rate greater than 50%. Month-to-Month: if during the prior month the parent was employed for no less than 80 hours, and during 6 of the prior 24 months that the family received financial assistance the parent was employed for no less than 80 hours.

[64] Time limit applies to adults only.
[65] Time limit applies to adults only.

State	Time Limit[53] (In Months)	Elderly Parent or Caretaker	Disability of Parent or Caretaker	Caring for Disabled Family Member	Victim of Domestic Violence	Caring for Young Child	Pregnant Adult	Other
Vermont	No lifetime limit[66]							
Virginia	24 months followed by 24 months of ineligibility 60 lifetime	X	X	X	X	X	X	No exemptions for lifetime limit.
Washington	60							No exemptions.
West Virginia	60	X	X	X	X	X		
Wisconsin	60[67]					X		
Wyoming	60							No exemptions.
Totals for Lifetime Time Limit		**21**	**34**	**27**	**22**	**21**	**9**	

NOTE:

Table does not include statutorily required exemptions.

[66] Time limit applies to adults only.

[67] Some families may lose benefits prior to reaching the 60-month limit if participating in a particular component.

Lifetime Time Limit Extension Criteria

State	Domestic Violence	High Unemployment	Good Faith Effort	To Complete Education or Training	Disabled Parent or Caretaker	Caring for Disabled Family Member	Other
Alabama	X						
Alaska	X				X	X	
Arizona	No lifetime limit						
Arkansas	X	X	X	X	X	X	Pregnant in third trimester. Other situations determined appropriate on a case-by-case basis.
California	X					X	
Colorado	X					X	
Connecticut	X						
Delaware[68]	X	X	X	X			
Dist. of Col.	X						Young child.
Florida	No extensions						
Georgia					X		Natural disaster.
Hawaii	X		X			X	
Idaho					X	X	
Illinois							
Indiana	X						Required service not provided. Other unique circumstances beyond the individual's control.
Iowa	Developing policy						
Kansas	No extensions						
Kentucky	X		X		X	X	
Louisiana	X	X	X		X	X	
Maine	X		X				
Maryland	Developing policy						
Massachusetts	No lifetime limit						
Michigan	No lifetime limit						
Minnesota	X						
Mississippi	X					X	
Missouri	X						
Montana	Developing policy						
Nebraska[69]			X				Family would suffer extreme hardship.
Nevada				X			Extension will help individual become self-sufficient.
New Hampshire	X						Full-time employment at low wages.
New Jersey	X		X		X	X	Child would suffer extreme hardship. Caretaker over age 60.
New Mexico	X				X	X	Resides in Indian country where employment rates are less than 50%.
New York	X				X	X	
North Carolina	X						

[68] Applies to both the 48-month and the 36-month time-limited programs. Delaware also has a non-time-limited Children's Program.
[69] Extension policies apply to the State's 60-month lifetime limit intermittent time-limited program. State also has a non-time-limited program.

State	Domestic Violence	High Unemployment	Good Faith Effort	To Complete Education or Training	Disabled Parent or Caretaker	Caring for Disabled Family Member	Other
North Dakota	X	X					
Ohio	X						Good cause exists as determined by county.
Oklahoma	No extensions						
Oregon	X						
Pennsylvania	Developing policy						
Rhode Island	X						
South Carolina	X			X			
South Dakota	Developing policy						
Tennessee		X	X				
Texas	Developing policy						
Utah	X				X		Hardship. A young parent under age 19.
Vermont	No lifetime limit						
Virginia	X	X					
Washington	X						
West Virginia	X						
Wisconsin			X		X	X	
Wyoming	X			X			Hardship.
Total	**31**	**6**	**10**	**5**	**11**	**13**	

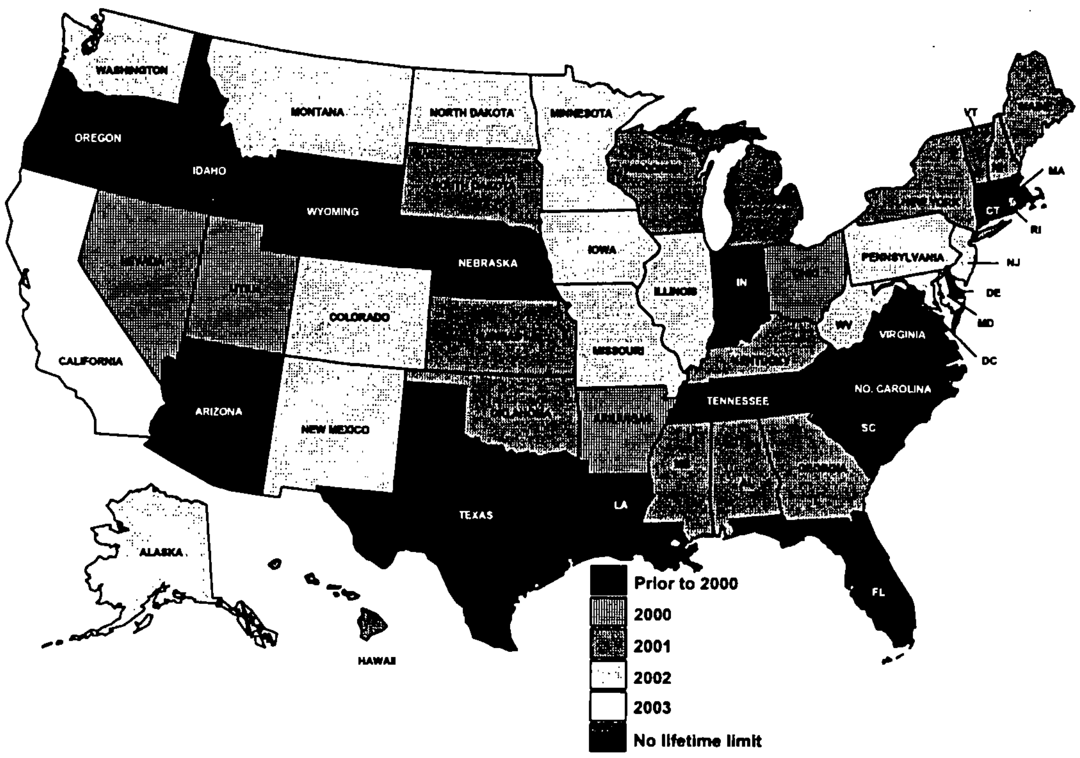
Reaching the Limit

Families have already begun to reach their State's time limits on cash assistance:

- As of December 31, 1999, families in 16 States reached the State's time limit on cash assistance.
- By the end of calendar year 2000, families in another 4 States will reach the State's time limit.
- In the remaining States, families will not reach the time limit until 2001 and thereafter.

In some States where families have reached the State time limit, few have been terminated due to the State's exemptions and extensions policies. However, in other States, early information indicates that significant numbers have been terminated due to reaching the State's time limit.

Date First Families Reach Any Time Limit



STATES CLAIMING CONTINUING TIME LIMIT WAIVER INCONSISTENCIES

A State may have received a waiver to implement a time limit on cash assistance under the former AFDC program. To the extent that the Federal TANF time limit is inconsistent with the State's waiver time limit, the State may be allowed to follow its approved waiver policy rather than the Federal TANF policy, until expiration of the waiver. The TANF final rules required States to file a certification with HHS by October 1, 1999, if they intended to follow inconsistent waiver policies. The following chart summarizes the waiver inconsistency claims by States with respect to time limits:

STATE	WAIVER DURATION	FEDERAL TIME LIMIT WAIVER INCONSISTENCY CLAIM		
		EXEMPTIONS	MONTHS COUNTED	EXTENSIONS
Arizona	**9/30/02**	**Universal exemption; adult-only state time limit**		
Connecticut	**9/30/01**	**X Includes control group cases**	**X**	
Delaware	**9/30/02**	**X**		**X**
Hawaii	**9/30/04**	**X**		**X**
Indiana	**3/31/02**	**Universal exemption; adult-only state time limit**		
Nebraska	**6/30/03**	**X**		**X**
Oregon	**6/30/03**	**X**	**X**	**X**
South Carolina	**9/30/03**	**X**		

Tennessee	**6/30/07**	**X**	**X**	**X**
Vermont	**6/30/01**	**Control and Experimental Cases**		
Virginia	**6/30/03**	**X**		**X**

Adoption of Family Violence Option

TANF Provision: Each State has the option to certify in its State plan that it has established and is enforcing standards and procedures to: (1) screen and identify individuals with a history of domestic violence (while maintaining their confidentiality); (2) refer such individuals for counseling and supportive services; and (3) waive program requirements, as appropriate, based on safety and fairness concerns. This provision is commonly referred to as the Family Violence Option (or the Murray/Wellstone amendment).

- Thirty-eight States have certified that they have implemented this provision.
- All other States are providing related services for victims of domestic violence, but have not yet adopted the Family Violence Option.

Domestic Violence Provisions

	Optional Certification[70]	Other Discussion[71]
Alabama	✓	
Alaska	✓	
Arizona	✓	
Arkansas	✓	
California	✓	
Colorado	**In process**	
Connecticut		✓
Delaware	✓	
Dist. of Columbia	✓	
Florida	✓	
Georgia	✓	
Hawaii	✓	
Idaho		✓
Illinois		✓
Indiana		✓
Iowa	✓	
Kansas	✓	
Kentucky	✓	

[70] State submitted a signed certification that it has established and is enforcing standards and procedures to screen and identify individuals with a history of domestic violence, refer such individuals to counseling and supportive services, and waive program requirements based on safety and fairness concerns (commonly called the Family Violence Option, or the Wellstone Murray amendment).
[71] State is addressing the issue of domestic violence under its TANF program, but did not submit the specified certification.

	Optional Certification[70]	Other Discussion[71]
Louisiana	✓	
Maine		✓
Maryland	✓	
Massachusetts	✓	
Michigan		✓
Minnesota	✓	
Mississippi		✓
Missouri	✓	
Montana	✓	
Nebraska	✓	
Nevada	✓	
New Hampshire	✓	
New Jersey	✓	
New Mexico	✓	
New York	✓	
North Carolina	✓	
North Dakota	✓	
Ohio		✓[72]
Oklahoma		✓
Oregon	✓	
Pennsylvania	✓	
Rhode Island	✓	
South Carolina	✓	
South Dakota		✓
Tennessee	✓	
Texas	✓	
Utah	✓	
Vermont	✓	
Virginia		✓
Washington	✓	
West Virginia	✓	
Wisconsin		✓
Wyoming	✓	

Assessments and Services for Those with Employment Barriers

TANF Provision: TANF agencies must make an initial assessment of the skills, prior work experience, and the employability of each adult recipient of assistance and school dropout. States have flexibility to decide the obligations that apply to each individuals and the services that they will make available. They may require individuals to undergo substance abuse treatment.

[72] County option.

Office Procedures to Identify Employment Barriers

State	Domestic Violence	Depression	Other Mental Health Issues	Learning Disabilities	Physical Disabilities	Alcohol Dependence	Drug Dependence
Alabama	✓	✓		✓	✓	✓	✓
Alaska	✓			✓		✓	✓
Arizona	✓			✓	✓	✓	✓
Arkansas	✓			✓	✓	✓	✓
California	✓	✓	✓	✓	✓	✓	✓
Colorado	**County Discretion**						
Connecticut	✓	✓	✓	✓	✓	✓	✓
Delaware	✓						✓
Dist. of Col.	✓	✓	✓	✓	✓	✓	✓
Florida							
Georgia	✓	✓	✓	✓	✓	✓	✓
Hawaii	✓	✓	✓	✓	✓	✓	✓
Idaho	✓		✓	✓	✓		
Illinois	✓	✓	✓	✓	✓	✓	✓
Indiana	✓	✓	✓	✓	✓		
Iowa	✓			✓		✓	✓
Kansas	✓	✓	✓	✓	✓	✓	✓
Kentucky	✓	✓	✓	✓	✓	✓	✓
Louisiana	✓	✓	✓	✓	✓	✓	✓
Maine	✓	✓	✓	✓	✓	✓	✓
Maryland	✓		✓		✓	✓	✓
Massachusetts	✓						
Michigan							
Minnesota	✓	✓	✓	✓	✓	✓	✓
Mississippi	✓					✓	✓
Missouri							
Montana	✓	✓	✓	✓	✓	✓	✓
Nebraska	✓	✓	✓	✓	✓	✓	✓
Nevada	✓	✓	✓	✓	✓	✓	✓
New Hampshire	✓	✓	✓	✓	✓	✓	✓
New Jersey	✓					✓	✓
New Mexico	✓	✓	✓	✓	✓	✓	✓
New York	✓	✓	✓	✓	✓	✓	✓

State	Domestic Violence	Depression	Other Mental Health Issues	Learning Disabilities	Physical Disabilities	Alcohol Dependence	Drug Dependence
North Carolina	✓	✓	✓	✓	✓	✓	✓
North Dakota	✓	✓	✓	✓	✓	✓	✓
Ohio	✓						
Oklahoma	✓	✓	✓	✓	✓	✓	✓
Oregon	✓	✓	✓		✓	✓	✓
Pennsylvania	✓	✓	✓	✓	✓	✓	✓
Rhode Island	✓						
South Carolina	✓		✓		✓	✓	✓
South Dakota	✓						
Tennessee	✓		✓	✓		✓	✓
Texas[73]	✓						
Utah	✓	✓	✓		✓	✓	✓
Vermont	✓	✓	✓	✓	✓	✓	✓
Virginia							
Washington	✓	✓	✓	✓	✓	✓	✓
West Virginia	✓						
Wisconsin	✓	✓	✓	✓	✓	✓	✓
Wyoming	✓		✓	✓	✓	✓	✓

Intensive Services Specifically Targeted to Address Employment Barriers

State	Domestic Violence	Depression	Other Mental Health Issues	Learning Disabilities	Physical Disabilities	Alcohol Dependence	Drug Dependence
Alabama						✓	✓
Alaska	✓					✓	✓
Arizona	✓	✓	✓	✓	✓	✓	✓
Arkansas							
California	✓	✓	✓	✓	✓	✓	✓
Colorado	**County Discretion**						
Connecticut	✓	✓	✓	✓	✓	✓	✓
Delaware						✓	✓
Dist. of Col.	✓		✓		✓	✓	✓

[73] Pilot in four counties to develop assessment protocols.

State	Domestic Violence	Depression	Other Mental Health Issues	Learning Disabilities	Physical Disabilities	Alcohol Dependence	Drug Dependence
Florida	✓		✓			✓	✓
Georgia							
Hawaii							
Idaho	✓		✓		✓	✓	✓
Illinois	✓	✓	✓	✓	✓	✓	✓
Indiana	✓	✓		✓	✓	✓	✓
Iowa							
Kansas							
Kentucky							
Louisiana	✓	✓	✓	✓	✓	✓	✓
Maine	✓	✓	✓	✓	✓	✓	✓
Maryland	✓		✓		✓	✓	✓
Massachusetts	✓						
Michigan							
Minnesota	✓						
Mississippi	✓						
Missouri							
Montana	✓	✓	✓	✓	✓	✓	✓
Nebraska							
Nevada	✓	✓	✓	✓	✓	✓	✓
New Hampshire	✓	✓	✓	✓	✓		
New Jersey	✓					✓	✓
New Mexico	✓	✓	✓	✓	✓	✓	✓
New York	✓	✓	✓	✓	✓	✓	✓
North Carolina	✓	✓	✓	✓	✓	✓	✓
North Dakota	✓	✓	✓	✓	✓	✓	✓
Ohio							
Oklahoma						✓	✓
Oregon	✓	✓	✓		✓	✓	✓
Pennsylvania	✓						
Rhode Island	✓						
South Carolina	✓	✓	✓	✓	✓	✓	✓
South Dakota							
Tennessee	✓		✓			✓	✓
Texas	✓						
Utah	✓						

State	Domestic Violence	Depression	Other Mental Health Issues	Learning Disabilities	Physical Disabilities	Alcohol Dependence	Drug Dependence
Vermont	✓	✓	✓	✓	✓	✓	✓
Virginia	✓	✓	✓	✓	✓	✓	✓
Washington						✓	✓
West Virginia	✓						
Wisconsin	✓		✓		✓	✓	✓
Wyoming	✓		✓	✓	✓	✓	✓

OTHER KEY POLICIES

Family Cap

TANF Provision: PRWORA did not include a specific family-cap provision. However, States have the flexibility under TANF not to increase cash assistance after the birth of an additional child to a family already receiving TANF benefits.

- Sixteen States have elected not to increase cash assistance after the birth of an additional child while the family is on TANF.
- Idaho and Wisconsin have flat grants. In Idaho, the TANF grant is typically the same amount for families of all sizes. In Wisconsin, the TANF grant is the same amount for all families with the same work status regardless of family size.
- Connecticut and Florida provide a partial increase in benefits after the birth of additional child(ren) while the family is on TANF.
- Maryland, South Carolina, and Oklahoma provide an increase in the form of vouchers.

Family Cap Provisions

State	Description	Other Provisions/Services Provided
Arizona	No additional cash benefits with birth of child, except births to first time minor parents or because of rape or incest. Extends coverage to children conceived within 12 months after family leaves the rolls.	Earned income disregard to make up difference in benefits. Information and referral to family planning.
Arkansas	No additional cash benefits with birth of child, except births to first time minor parents or because of rape or incest.	Information and referral to family planning.
California	No increase in the Maximum Aid Payment for any child born to a family that has received TANF for 10 continuous months prior to the birth of a child. Continuous receipt of TANF is defined as receiving aid without a two consecutive month break in aid.	Food Stamp allocation will increase. Child support received will be paid to the assistance unit and will not be counted as income. Information and referral to family planning.
Connecticut	The benefit increase will be one-half of the average increase for an additional child, except births to first time minor parents; or because of rape or incest; or to a child who does not reside with his or her parent if the parent did not receive TANF	No work exemption for parent of excluded child.

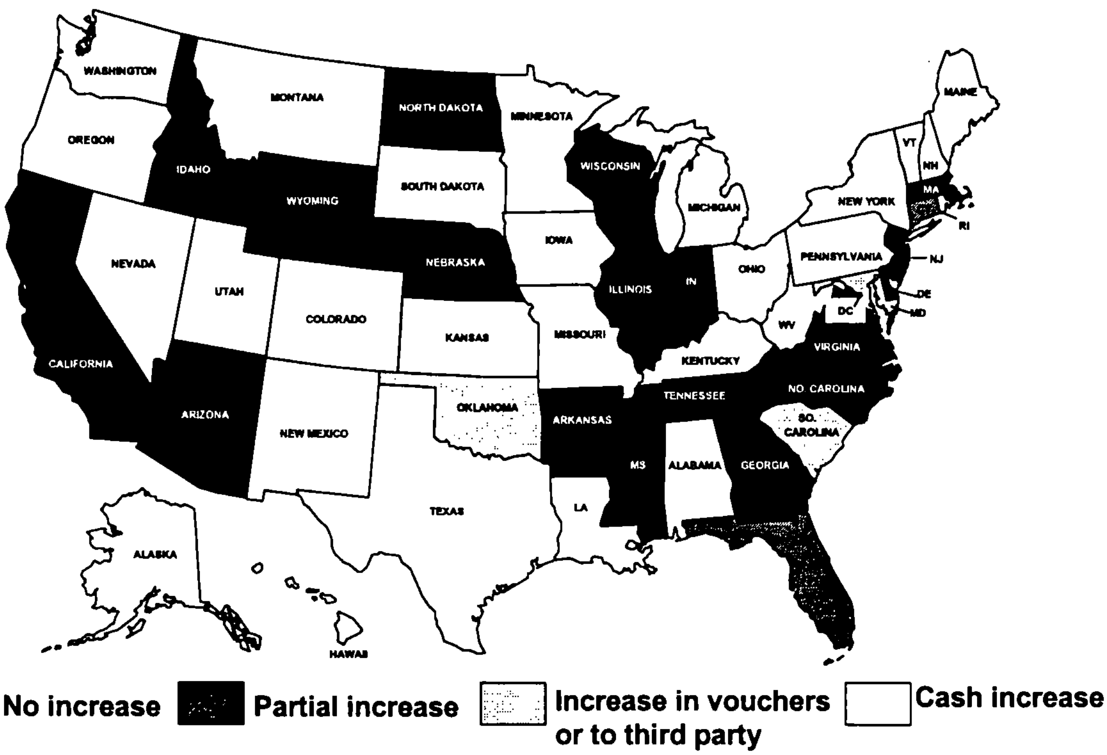
State	Description	Other Provisions/Services Provided
	assistance in either the 9th or 10th calendar month before the birth of the child; or in the case of premature births (as verified by a physician) the mother was not on assistance during the month of conception.	
Delaware	No additional cash benefits with birth of child, except births to first time minor parents or because of rape or incest.	Information and referral to family planning. Fill-the-gap benefit calculations for cases with earnings/child support.
Florida	For the first such child (including all children in the case of a multiple birth), provide an increase in the cash benefits equal to 50 percent of the maximum allowable increment; and for a second or subsequent child, provide no increase in the cash benefits received by the unit.	The additional child will be included in the Need Standard. Information and referral to family planning services.
Georgia	No additional cash benefits with birth of child, except births to first time minor parents or because of rape or incest.	Information and referral to family planning. Fill-the-gap benefit calculations for cases with earnings.
Idaho	No additional cash benefits with birth of child. TANF grant is the same amount for families of all sizes.	Increase in family size will increase the earned income disregard.
Illinois	No additional cash benefits with birth of child, except births to first time minor parents or because of rape or incest or to a child who does not reside with his or her parent or to a child that was conceived in a month the family was not receiving TANF and had not received TANF for a period of at least 3 consecutive months.	Earned income disregard to make up difference in benefits. Information and referral to family planning.
Indiana	No additional cash benefits with birth of a child, except births to first time minor parents or because of rape or incest. No additional TANF benefits with birth of child.	Information and referral to family planning. Parent of excluded child may be granted a work exemption for 12 weeks.
Maryland	No additional cash benefits with birth of a child. No extension of coverage to children conceived after family leaves the rolls.	Information and referral to family planning. Voucher to make up difference in benefits.
Massachusetts	No additional cash benefits with birth of a child, except births to first time minor parents or because of rape or	Information and referral to family planning. Expanded earnings/child care disregard. Parent of excluded child may be granted a

State	Description	Other Provisions/Services Provided
	incest. Extends coverage to children conceived within 12 months after family leaves the rolls.	work exemption for 12 weeks.
Mississippi	No additional cash benefits with birth of a child.	Income received on behalf of the child, including child support received will be paid to the assistance unit and will not be counted as income. The additional child will be included in the Need Standard for purposes of determining TANF eligibility.
Nebraska	No additional cash benefits with birth of a child, except births to first time minor parents or because of rape or incest.	Information and referral to family planning.
New Jersey	No additional cash benefits with birth of a child, except births to first time minor parents and cases which; have left the rolls, remained employed at least 90 days, and terminated employment for good cause; or remained off the rolls for at least 12 consecutive rolls for any reason.	Expanded earned income disregards. Removal of new stepparent's income in determining benefits.
North Carolina	No additional cash benefits with birth of a child as a result of a child born to the family 10 or more months after the family begins to receive TANF, except births to first time minor parents; or because of rape or incest; or to a child that was conceived in a month the assistance unit (i.e., the entire family) was not receiving TANF; to a child when parental custody has been legally transferred; to a child who is no longer able to live with his or her parents.	
North Dakota	No additional cash benefits with birth of a child.	
Oklahoma	No additional cash benefits with birth of a child.	If a child is born within 10 months of receipt of assistance, the amount that would be added to the grant for the child is paid in the form of vouchers until the child reaches the

State	Description	Other Provisions/Services Provided
South Carolina	No additional cash benefits with birth of a child.	Benefits provided in the form of vouchers or commodities for a child born subject to the benefit limitation up to the amount of the increase in cash benefits that the family would have received for the child in the absence of the family cap. The vouchers may be used to pay for goods and services, as determined by the State, to support the needs of the child and permit the custodial parent to participate in education, training and employment-related activities.
Tennessee	No additional cash benefit will be issued due to the birth of a child when the birth occurs more than 10 calendar months after the later of the date of application for TANF. A caretaker must provide a physician's statement to overcome the presumption that a child born more than 10 months after application was conceived prior to such date.	Information and referral to family planning. The additional child will be included in the need standard and the income of the child, including child support, will be applied against the need standard and the fill-the-gap budgeting method in determining the TANF payment amount for the family.
Virginia	No additional cash benefits with birth of a child, except births to first time minor parents or because of rape or incest. Extends coverage to children conceived within 6 months after family leaves the rolls.	Pass-through all child support received for family affected. Information and referral to family planning. Parent of excluded child may be granted a work exemption for 6 weeks.

State	Description	Other Provisions/Services Provided
Wisconsin	No additional cash benefits with birth of a child. TANF grant is the same amount for families with the same work status regardless of family size.	Information and referral to family planning. Family planning information provided at application and with benefit checks.
Wyoming	No additional cash benefits with birth of a child.	

Family Cap



Benefits Levels

TANF Provision: States are free to set the benefit levels that apply under their TANF programs.

- The majority of States have not raised benefit levels since July 1995, and in a few States benefit levels have actually declined.
- Eighteen States have raised their benefit levels since 1995, and four(MS, NM, WV, and WI) have raised benefit levels substantially more than the increase in inflation (i.e., 25 percent or more).

Benefit Level for Family of 3 (1 adult, 2 children) with No Income[74]
July 1995-January 2000

State	July 1995	March 1998	March 1999	January 2000	January 2000/ July 1995[75]
Alabama	$164	$164	$164	$164	1.00
Alaska	$923	$923	$923	$923	1.00
Arizona	$347	$347	$347	$347	1.00
Arkansas	$204	$204	$204	$204	1.00
California[76]	$607	$565	$611	$626	1.03
		$538	$582	$596	
Colorado	$356	$356	$356	$357	1.00
Connecticut	$543	$543	$543	$543	1.00
Delaware	$338	$388	$338	$338	1.00
Dist. of Col.	$420	$379	$379	$379	0.90
Florida	$303	$303	$303	$303	1.00
Georgia	$280	$280	$280	$280	1.00
Hawaii[77]	$712	$712/$570	$712/$570	$712/$570	1.00/0.80
Idaho	$317	$276	$276	$293	0.92
Illinois	$377	$377	$377	$377	1.00
Indiana	$288	$288	$288	$288	1.00
Iowa	$426	$426	$426	$426	1.00
Kansas	$294	$294	$294	$294	1.00
Kentucky	$228	$262	$262	$262	1.15
Louisiana	$190	$190	$190	$190	1.00
Maine	$418	$418	$439	$461	1.10
Maryland	$377	$388	$399	$417	1.11
Massachusetts	$579	$579	$579	$579	1.00
Michigan	$459	$459	$459	$459	1.00
Minnesota	$532	$532	$536	$536	1.01

[74] In some States benefits vary by regions. Benefits are shown for the region with the largest TANF caseload.
[75] This column presents the ratio between the two benefit levels. The Bureau of Labor Statistics' Consumer Price Index (CPI) for Urban Consumers increased 10.6% over this time period. Thus, a State's benefit levels kept up with inflation only if the number in this column is 1.11 or higher.
[76] California has a two-tiered benefit system for exempt and non-exempt recipients and for urban and rural areas.
[77] In December 1996, Hawaii implemented a policy that provides the higher benefit amount to all families for two months and to exempt families (e.g., child-only cases) on an ongoing basis. Non-exempt families face a lower benefit amount after two months on assistance.

State	July 1995	March 1998	March 1999	January 2000	January 2000/ July 1995[75]
Mississippi	$120	$120	$120	$170	1.42
Missouri	$292	$292	$292	$292	1.00
Montana	$401	$450	$461	$469	1.17
Nebraska	$364	$364	$364	$364	1.00
Nevada	$348	$348	$348	$348	1.00
New Hampshire	$550	$550	$550	$575	1.05
New Jersey	$424	$424	$424	$424	1.00
New Mexico[78]	$304	$389	$489	$439	1.44
New York[79]	$577	$577	$577	$577	1.00
North Carolina	$236	$272	$272	$272	1.15
North Dakota	$431	$457	$457	$457	1.06
Ohio	$341	$341	$362	$373	1.09
Oklahoma	$307	$292	$292	$292	0.95
Oregon	$460	$460	$460	$460	1.00
Pennsylvania	$403	$403	$403	$403	1.00
Rhode Island	$554	$554	$554	$554	1.00
South Carolina	$200	$200	$201	$203	1.02
South Dakota	$430	$430	$430	$430	1.00
Tennessee	$185	$185	$185	$185	1.00
Texas	$188	$188	$188	$201	1.07
Utah	$426	$426	$451	$451	1.06
Vermont	$616	$611	$611	$622	1.01
Virginia	$291	$291	$291	$291	1.00
Washington	$546	$546	$546	$546	1.00
West Virginia	$253	$253	$278	$328	1.30
Wisconsin[80]	$518	$673	$673	$673	1.30
Wyoming	$340	$340	$340	$340	1.00

[78] New Mexico provided a $100 housing subsidy in March 1999. The housing subsidy was decreased to $50 in the subsequent year.
[79] New York has a benefit of $703 in Suffolk County.
[80] Wisconsin has a benefit of $688 for a family in its transition program (primarily adults with disabilities)

Devolution

TANF Provision: PRWORA provides that the TANF program must serve all political subdivisions of the State, but not necessarily in a uniform manner. Unlike prior law, there is also no requirement for "single State agency" administration. Thus, States have flexibility to devolve more responsibility for program design and administration to local governments than existed under prior law.

Primary Form of Administration

State	State Administered	Locally Administered	Combination	
			Combination	Description
Alabama			X	State supervised, County administered
Alaska		X		
Arizona	X			
Arkansas	X			
California			X	State supervised, County administered
Colorado			X	State supervised, County administered
Connecticut	X			
Delaware	X			
Dist. of Col.	X			
Florida			X	State administered with local district offices and 24 private public coalitions
Georgia	X			
Hawaii			X	State administered with opportunities for local comments
Idaho	X			
Illinois	X			
Indiana	X			
Iowa	X			
Kansas	X			
Kentucky	X			
Louisiana	X			
Maine	X			
Maryland			X	State supervised, County administered
Massachusetts	X			
Michigan	X			
Minnesota			X	State supervised, County administered
Mississippi	X			
Missouri	X			
Montana			X	State and county through county offices
Nebraska	X			
Nevada	X			
New Hampshire	X			
New Jersey			X	State supervised and administered at local level by 21 county agencies
New Mexico	X			
New York			X	State supervised with maximum flexibility to the counties
North Carolina		X		
North Dakota			X	State supervised, County administered
Ohio		X		
Oklahoma	X			
Oregon			X	State administered with local variations in services

State	State Administered	Locally Administered	Combination	
			Combination	Description
Pennsylvania	X			
Rhode Island	X			
South Carolina	X			
South Dakota	X			
Tennessee	X			
Texas	X			
Utah	X			
Vermont	X			
Virginia		X		
Washington	X			
West Virginia	X			
Wisconsin		X		
Wyoming	X			

Uniform Statewide Provisions

State	Uniform Statewide Provisions	Local Discretion		
		Eligibility and Amount of Cash Benefits	Available Services	Other
Alabama	No			Plan is administered through counties
Alaska	Yes			
Arizona	Yes			
Arkansas	Yes			
California	Yes			
Colorado	No	X	X	Nature, type, and definition of county work activities to meet the 24-month work requirement. Adoption and eligibility criteria of county diversion programs. Involvement in One Stop Center programs.
Connecticut	Yes			
Delaware	Yes			
Dist. of Col.	Yes			
Florida	Yes			
Georgia	No		X	
Hawaii	Yes			
Idaho	Yes			

State	Uniform Statewide Provisions	Local Discretion		
		Eligibility and Amount of Cash Benefits	Available Services	Other
Illinois	Yes With exception of fraud prevention through finger imaging			
Indiana	No		X	
Iowa	Yes			
Kansas	Yes			
Kentucky	Yes			
Louisiana	Yes			
Maine	Yes			
Maryland	No		X	
Massachusetts	Yes			
Michigan	No			
Minnesota	Yes			
Mississippi	Yes			
Missouri	Yes			
Montana	Yes			
Nebraska	Yes			
Nevada	Yes			
New Hampshire	Yes			
New Jersey				
New Mexico	Yes			
New York	No		X	
North Carolina	No			
North Dakota	Yes			State developing demonstration projects that will focus on special programs to work with populations with significant barriers to employment. These projects will be developed locally and will vary by location.
Ohio	No		X	
Oklahoma	Yes			
Oregon	No		X	
Pennsylvania	Yes			
Rhode Island	Yes			
South Carolina	Yes			
South Dakota	Yes			
Tennessee	Yes			

State	Uniform Statewide Provisions	Local Discretion: Eligibility and Amount of Cash Benefits	Local Discretion: Available Services	Local Discretion: Other
Texas	Yes		X	
Utah	Yes			
Vermont	Yes			
Virginia	Yes			
Washington	Yes			
West Virginia	Yes			
Wisconsin	Yes			
Wyoming	Yes			

XV. TANF RESEARCH, DISSIMENATION AND TECHNICAL ASSISTANCE

The Department of Health and Human Services has been engaged in the development of a research strategy to understand the transformations in health and human service programs. The strategy framework highlights principal themes associated with transformations in progress; major activities, underway or planned within the Department and elsewhere, that are relevant to creating the requisite knowledge base; data, performance measures, program evaluations, and research needs; and opportunities for national leadership by DHHS.

The movement towards devolution of responsibility for health and human services to State and local organizations and PRWORA, in particular, offer both tremendous opportunities and unprecedented challenges in the redefinition and implementation of services to families. With the encouragement of the Clinton Administration, States were at the forefront in efforts to reform welfare through the waiver process.

As policy and program design devolve to state and local levels, it is vital that these levels of government have reliable information on which to base their decisions, that there is understanding at the national level of how increased flexibility is used, and that the effects of different policy and program choices are understood. Documenting, understanding, interpreting, and facilitating the exchange of information and experiences among states is essential to promote soundly based decisions--to help States in avoiding unnecessary pitfalls and duplicative developmental efforts, and to promote the well-being of families and children.

RESEARCH GOALS

The Department's research agenda related to welfare reform has two main goals:

- to increase the probability of success of welfare reform by providing timely, reliable data to inform policy and program design, especially at the state and local level where decision making has devolved; and

- to inform the nation of policies chosen and their effects on children, families, communities and social well-being.

KEY STRATEGIC CONSIDERATIONS

Seven overlapping strategies are central to achieving these goals:

- maintaining and strengthening a subset of projects begun as state waiver evaluations to provide early and continuing feedback on the implementation and impacts of different approaches to welfare reform;

- preserving and enhancing the ability of welfare researchers to continue their study of natural variation to understand the effects of different policy and implementation choices;

- maintaining and strengthening data collection at the national and state level;

- building on existing federal investments such as the National Evaluation of Welfare-to-Work Strategies (formerly the JOBS evaluation) and working with other public and private funders of research to obtain maximum leverage of resources for evaluation;

- creating a strong understanding of not only TANF, but also its interaction with other key areas such as child care, child support enforcement and child welfare; and

- creating effective dissemination and technical assistance strategies to maximize the possibility that policy and program design decisions are based on reliable information.

FUNDING PLAN

Section 1110 of the Social Security Act authorizes research activities relating to social services and income maintenance. These funds are used for conducting research in the areas of welfare research, child welfare and social services. The main funding areas related to TANF are described below.

State Waiver Evaluations

Prior to the passage of TANF, forty-three states and the District of Columbia had waivers to title IV-A of the Social Security Act, authorized under section 1115. Waiver demonstrations were conditioned on evaluation studies using an experimental design. Under open-ended AFDC funding, each demonstration represented a significant State and Federal investment. Preliminary results from these studies helped to shape current policies, many of which are contained in TANF. Continuation of these studies is permitted under PRWORA.

In FY 1997, States were invited to submit funding proposals designed either (a) to continue their waiver demonstrations and accompanying evaluation study as previously designed, or (b) to refine or modify demonstration projects and/or the design for evaluation. Twenty states were eventually funded to complete ongoing evaluations, either as originally planned or modified: Arizona, California, Connecticut, Florida, Illinois, Indiana, Iowa, Maryland, Minnesota, Montana, Nebraska, New Hampshire, North Carolina, North Dakota, Ohio, South Carolina, Texas, Vermont, Virginia and Wisconsin. All but one of these states (Wisconsin) proposed multi-year projects and 13 projects in 11 states will be continued through FY 2000 funding by ACF.

During 1999, 11 interim reports were released by eight states under this series of grants (Arizona, Florida, Indiana, Iowa, Nebraska, North Carolina, North Dakota, Texas and Virginia)[81]. These reports outline lessons learned about the implementation of welfare reform programs regarding work requirements, time limits and enhanced earnings disregards. We expect a number of additional state reports to be released in 2000 (including final reports from projects in Arizona, Florida, Illinois, Iowa, North Dakota, and Wisconsin) with more anticipated in following years.

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[81] Reports published between June 1999 - December 1999 have summaries in the appendices of this chapter. The remaining reports were included in the 2nd Annual TANF Report to Congress.

Impacts of Welfare Reform on Children

Almost all State welfare reform demonstration evaluations contain child outcome measures. However, the focus of study is primarily on adult behaviors and outcomes such as changes in earnings and welfare dependency. Child measures in these studies typically lack depth and uniformity. In FY 1996, planning grants were provided to twelve states to augment their welfare reform demonstration evaluations to focus more directly and consistently on appropriate measures of child health and well being. During the planning phase, state welfare administrators, evaluators, child service systems staff, data base managers, researchers, and federal staff worked cooperatively to select a core set of measures for study and to enhance states' capacity to track trends in child outcomes.

At the end of the planning phase (September 1997), grants were awarded to five of the 12 states (Connecticut, Florida, Indiana, Iowa and Minnesota) for the three-year implementation phase of the project. During this phase of the project, impacts of different welfare reform approaches are being measured on several areas of child well being, including school achievement, behavioral problems, and health status. The effect of intervening mechanisms, such as the quality and regularity of the home environment, child care arrangements, and parental employment and income, also will be examined. The focus of the study will be on children who are age 5 through 12 at the time of follow-up data collection. Because follow-up is 3 to 4 years after entry into the program, the study will measure the effects on children who were first exposed to welfare reform policies between the ages of 1 and 9. The child outcome data will be collected through surveys and administrative records. Because the participating states differ as to when they implemented their welfare reform demonstrations, the states are currently in different phases of their child outcome data collection and analysis. Minnesota's report was issued in June 2000. Data collection has been completed in Florida and Iowa, with impact reports expected to be released in late 2000 and early 2001, respectively. Data collection is currently in the field in the other two states.

ACF is also planning a project that will synthesize the results from the projects on the impacts of welfare on children. Because three of the state demonstrations are expected to publish final results in 2000 or early 2001, with the remaining two final reports coming in late 2001 or early 2002, this project will be completed in two phases. The first phase, to be completed in 2001, will synthesize the results of the first three states, and the second phase will produce a synthesis of all five states' results.

Moving Families from Welfare to Work

ACF has devoted substantial resources over several decades to increasing the knowledge of how to effectively help families obtain employment and move off welfare. A major on-going research effort that ACF, ASPE, and the Department of Education are funding in this area is the National Evaluation of Welfare-to-Work Strategies (NEWWS). This effort, which studies demonstrations in seven sites, examines the impacts of various program strategies for moving welfare recipients into employment. While focusing on impacts on employment and welfare receipt, this project will also examine effects of adult basic education programs and outcomes for children. Two-year impact results for all seven sites, and two-year impacts for children have already been released. Over the next year, the project will produce five-year follow-up results.

Rural Welfare-to-Work Strategies

The first phase of the multi-year rural welfare to work initiative consists of 17-month planning grants to 10 states funded to: (a) increase knowledge about strategies currently used in rural areas; (b) develop new strategies and approaches to be tested; and (c) assist in designing appropriate research questions and methods to evaluate alternative strategies to welfare reform in low-income rural communities. The goal of this initiative is to increase knowledge through information sharing and through research to provide sound information about effective approaches in working with rural populations.

Representatives of the state grantees have attended the three meetings designed to help establish a common knowledge base about welfare-to-work strategies, relevant research and related evaluation issues, and to develop a work plan for how to proceed in designing alternative strategies to be tried and tested later, including field visits, field tests, and data gathering. As with our major employment and retention initiative, a technical assistance contractor, Macro Inc. has been working with states to develop strategies for later testing.

Knowledge-building products prepared by the technical support contractor in cooperation with the grantees are anticipated to inform practice across a wide range of users. The first of these products is the *Rural Welfare to Work Strategies Research Synthesis*.

In FY 2000, we will award a contract for a national evaluator and in early FY 2001 we plan to award grants to up to seven states to test approaches they have developed.

Effectively Serving Special Populations

Through prior technical assistance initiatives and other sources, state and local TANF officials and other service providers have indicated the need for more information and guidance to help them develop or modify employment-focused strategies to work more effectively with TANF recipients who face more difficult challenges to obtaining and maintaining employment. These include adults with substance abuse and/or mental health problems, those with physical or developmental disabilities, those with learning disabilities or very low basic skills, and women who are or have been subjected to domestic violence. In many instances, agencies will need new methods and strategies to meet the needs of individuals facing one or more of these challenges in order to help them move into and succeed in the labor market. ACF has supported two initiatives to increase knowledge in these areas and to test targeted program models.

ACF and ASPE continues to fund two projects initiated in FY 1997 that test programs designed to help TANF recipients who experience special barriers to employment become self-sufficient. One of these projects will assess the prevalence of substance abuse among female TANF recipients and experimentally determine the effectiveness of the interventions used to reduce substance abuse. The other project will test the effectiveness of strategies used to address the needs of battered women on welfare as they try to enter the labor market. Interim reports will be released in FY 2001.

In FY 1999, ACF funded a study jointly with the Assistant Secretary for Planning and Evaluation that will highlight and discuss critical issues in the development and use of screening and assessment tools designed to identify TANF and/or Welfare-to-Work recipients who experience barriers to employment. The barriers of specific interest for this study include substance abuse, mental health or illness, low basic skills, physical/developmental disabilities (including learning disabilities) and domestic violence. The project will describe state and local efforts to incorporate screening and assessment tools and procedures in their efforts to identify and assist these recipients make the transition from welfare to work. This project will also provide opportunities for federal, state, and local TANF/WtW staff as well as direct service providers to share information on screening and assessment. Final reports will be released in FY 2001.

FY 2000 funding will be used to begin a multi-year initiative to design, field-test and evaluate "enhanced transitional employment programs" modeled on the success of the Supported Work Programs (SWP) for welfare recipients with severe barriers to employment. The purpose of this initiative is to identify, describe, and assess the effectiveness of employment-focused programs that help individuals who face significant employment challenges by providing transitional employment or work experience that builds the skills and capacity of participants through a supportive environment that may include close supervision, peer supports, and progressive performance expectations, and linkage or provision of needed services as well as other methods. An initial project under this initiative will provide detailed descriptions of programs that currently incorporate elements similar to those in the SWP, an assessment of program capacity and the feasibility of expanding existing programs to serve more participants, and, if not now served, TANF recipients with significant employment barriers; suggestions on how these programs might be replicated in other state/local settings; and an assessment of the feasibility of conducting a multi-site evaluation of such employment strategies, including an impact evaluation based on an experimental design. The first phase is expected to be completed in late 2000, after which in FY 2001 we plan to conduct a national evaluation that will document operational lessons and participant experiences as well as experimentally test some of the promising strategies identified.

ACF and ASPE are also providing funding to Manpower Demonstration Research Corporation's Project on Devolution and Urban Change, a project that will attempt to learn about the implementation and impacts of welfare reform in four large urban areas - Cleveland, Philadelphia, Los Angeles and Miami. Few welfare reform studies, to date, have focused on large cities and the special experience faced in successfully implementing welfare reform in an urban environment.

Further, ACF is funding two projects designed to produce and disseminate research-based information on the development, and implementation of tribal TANF programs to inform policy decisions at the federal, state and local levels; and to assist and empower tribal governments in initiating or enhancing tribal TANF and related programs more effectively. Interim reports are scheduled to be release in FY 2001.

Employment Retention and Advancement

Over the last five years ACF has also committed research funding to address issues of employment retention and advancement among welfare recipients. ACF initially sponsored a four-state demonstration and evaluation of post-employment services to test alternative approaches to increase job retention and rapid re-employment when jobs were lost. This initiative produced several reports that provided useful documentation of issues pertinent to developing and operating employment retention and advancement programs. However, these initiatives yielded small impacts on employment at only one site and no impacts on earnings. Consequently, ACF has started a new initiative to build on this experience and test a new generation of approaches to promoting employment retention and advancement.

The goal of this multi-year demonstration and evaluation project is to build knowledge about how best to help low-income families sustain their attachment to, and advancement in, the labor market through strategies that can be implemented in the field. ACF is conducting this initiative in three phases. Phase 1 constituted 13 planning grants to states to work with the Lewin Group, as the technical assistance contractor, to develop strong retention and advancement projects. Phase 2 awarded 10 grants divided into 2 tracks. Five track I grantees have received $100,000 and are ready to fully implement and test their initiatives as part of a national evaluation conducted by MDRC. Five track II grantees received $10,000 planning grants to complete development of an employment retention and advancement project for initiatives that are not sufficiently far along in the planning process for full implementation. Phase 3 will involve a final round of competition for the purpose of fully funding states ready to test their initiatives as part of the national evaluation.

In addition, ACF provided funding to evaluate a joint initiative between the Riverside Community College (RCC) and the Riverside (California) Department of Public Social Services (DPSS). The program was designed to support and address barriers to employment advancement among TANF recipients participating in unsubsidized employment. Under Riverside DPSS' policies, TANF recipients are required to work at least 32 hours per week. But, in an effort to aid employment advancement beyond job placement, this initiative will test allowing those working at least 20 hours per week to substitute 12 hours of required work with participation in a specially designed curriculum providing employment-related education or training activities at the RCC.

Assuring Supports for Working Families

We are concerned that low-income families may not be utilizing services that will help them move toward self-sufficiency. Following the transition to TANF, a smaller proportion of eligible families were receiving Food Stamps and medical assistance. Thus, ACF has helped develop the Supporting Families initiative which involves a partnership with the Assistant Secretary for Planning and Evaluation, the Health Care Financing Administration, the United States Department of Agriculture and the Robert Wood Johnson Foundation to provide technical assistance and grants to up to 22 states and large counties to improve their enrollment and re-determination processes for Medicaid, State Children's Health Insurance Program, and Food Stamps. Under this program, the Robert Wood Johnson Foundation will provide funding for assistance to 16 states or counties to work on Medicaid and SCHIP, while funding from DHHS and USDA will provide assistance to 6 states or counties to work on Food Stamps, Medicaid, and SCHIP. The assistance will be provided in two ways. First, states and large counties (with populations of more than 1 million) can apply for expert technical assistance to:

- create and analyze performance data on how their Medicaid, SCHIP, and Food Stamp enrollment processes are functioning for families;
- identify the root causes of problems in their enrollment processes;
- develop specific implementation plans to solve the problems; and
- increase the participation rates in Medicaid, SCHIP, and Food Stamps.

Second, states and large counties can apply for implementation grants of up to $250,000 to implement changes in their enrollment systems. ACF, ASPE and HCFA provided funding in FY 1999. The Robert Wood Johnson Foundation and USDA are providing funding in FY 2000.

As a further step toward a broad Administration goal that working parents should be able to succeed at home and at work, ACF plans to conduct a multi-phased initiative to develop or increase capacity at the state/local level to provide support for low-income working families. This initiative is designed to stimulate change, establish agencies or organizations dedicated to the provision of support for low-income workers, and develop state/local operating systems that are user-friendly, responsive to low-income workers' needs, easily accessed by those who are working, well coordinated or integrated, and built around a common mission to support work among low-income workers - both working families and other workers. Research funds would be used to engage sites, examine current capacity and organizational structure in the field, provide technical assistance to selected sites, and monitor and evaluate the initiative. ACF intends to launch this initiative in partnership with other agencies with common goals.

Field-Initiated Studies

ACF, in conjunction with ASPE, has issued a call for abstracts to be followed by grant awards to stimulate independently initiated research related to welfare reform and support sound research. The goal of this research is to build knowledge about welfare reform related experiences and outcomes for individuals (adults and children) and families, including economic and non-economic well-being, and patterns of use of government programs. We expect to support research that utilizes national survey data (e.g., PSID, NLSY79, NLSY97, SIPP, SPD) and comprehensive state level administrative and survey databases as well as other data that researchers collect. Work supported under this initiative will provide detailed analyses of welfare reform outcomes for individuals, families and organizations.

TANF Data Collection

Maintaining and strengthening data collection is critical at a time of increasing diversity. Information on TANF family characteristics and work participation status for fiscal years 1997 through 1999 have been obtained from the Emergency TANF Data Report. This represents a narrow set of data explicitly specified in the statute. Final regulations provide more discrete information about families currently receiving TANF and those who are no longer receiving TANF assistance, including information on demographics, income, resources, services provided, etc. This expanded information will enable us to better measure and assess State performance in administering the TANF program and change in the composition of the TANF population.

Child Care for Low Income Families

In FY 2000, continuation funding will be provided for the national study of child care for low income families to study the changing dynamics of the child care system in the larger framework of welfare reform. The study will provide federal, state and local policy-makers with information on the effects of welfare and child care policies on the child care market at the community level, and the employment and child care decisions of low income families. It will also provide insights into the characteristics and functioning of family child care. Its first report, which will focus on the effects of welfare reform and other policies and programs on the child care market, is due to be released in the summer of 2000.

Leavers and "Diversion" Studies

In FY 1998 and FY 1999, the Office of the Assistant Secretary for Planning and Evaluation (ASPE) awarded approximately $4.65 million in grants to states and counties to study the outcomes of welfare reform on individuals and families who leave the TANF program, individuals and families entering the TANF caseload, and TANF applicants and potential TANF applicants.

The grants were funded by a Congressional appropriation in both FY 1998 and FY 1999 for cross-cutting research into the outcomes of the welfare reform law signed by President Clinton in August 1996. All of the ASPE-funded grantees are using a combination of linked administrative data and surveys to study welfare reform's outcomes on families leaving, entering, or applying to the TANF program. The FY 1998 welfare outcomes grants have an emphasis on TANF leavers; all fourteen are studying TANF leavers, with five of the fourteen FY1998 grantees also studying issues of diversion. The FY 1999 welfare outcomes grants have an emphasis on TANF diversion, with six of the seven FY1999 grantees focusing their study on the applicant population, and one grantee studying TANF leavers.

Welfare Reform and the Health and Economic Status of Immigrants and the Organizations that Serve Them

This project, conducted by The Urban Institute and jointly funded by ACF, ASPE, HCFA, and the Departments of Agriculture and Justice, is designed to deepen our understanding of the impact of recent changes in Federal laws on immigrant families and children by conducting a large-scale study of immigrants and their communities in Los Angeles and New York City. The main objectives of this study are: To profile immigrants with regard to health, employment, economic hardship, and participation in government programs - with special attention to distinguishing different categories of immigrants and to drawing comparisons with the native population; and to explore the impacts of welfare reform on immigrants and the organizations that serve them - with special attention to both individual and institutional adaptations. To accomplish these objectives, this project will supplement an examination of existing secondary data with intensive data collection in the two cities that together account for one–fourth of the immigrant population in the United States. In addition to surveys of immigrant households, intensive interviews are being conducted with public and private community organizations that serve immigrants, and in–depth, in–person interviews with immigrants affected by the new laws. Secondary data will be used to present national profiles of the immigrant population and to compare them with natives. Local administrative data will be used to capture relevant trends in program participation and, where possible, to develop neighborhood indicators of health and other trends.

National Evaluation of Welfare-to-Work Grant Program

In the Balanced Budget Act of 1997 (BBA), Congress authorized the Department of Labor to award $3 billion in welfare-to-work grants to states, tribes and local communities to promote job opportunities and employment preparation for the hardest-to-employ TANF recipients and for noncustodial parents of children on TANF. The BBA also required HHS to evaluate the effectiveness of WtW grant programs. In August 1998, ASPE awarded a four-year contract to Mathematica Policy Research, Inc. to conduct this congressionally mandated evaluation. The project consists of three main components: a descriptive assessment of all formula and competitive WtW grantees, an in-depth impact and cost-effectiveness study in about 10 sites, and a process and implementation study in a total of up to 15 sites. A special process and implementation study will focus on documenting tribal welfare and employment systems.

Dissemination, Technical Assistance, and Evaluation Support

ACF dissemination and technical assistance efforts emphasize communicating research-based findings, and information on promising practices that we have identified, related to help moving welfare and low-income families move toward to self-sufficiency. Beginning in 1998, ACF began sponsoring an annual Welfare Reform Evaluation conference which bring together state evaluation and policy staff, evaluators in the field, and other interested organizations and individuals. The conferences not only share information about research and evaluation findings and experience, but also are designed to improve the quality of welfare reform evaluation efforts in a manner that better informs decision making and guide program implementation at the state and local level. In collaboration with the Department of Labor's, Education and Training Administration, and DHHS's Substance Abuse and Mental Health Services Administration, we also held a series of five "Promising Practices National Conferences." These conferences provided an opportunity for collaboration at the federal, state, and community levels, disseminating information on programs that are using creative strategies to help move clients from welfare into employment, especially those clients with multiple barriers to employment.

In addition, sixteen Community Planning Demonstration Grants were awarded to community-based organizations to bring together local level stakeholders to do strategic planning around welfare reform. Local decision-makers and practitioners come together on a regular basis to share ideas and solutions to problems. The Demonstration Grants also provide a mechanism to establish a service delivery system to ensure that welfare and low-income families have access to the services they need to move to self-sufficiency.

ACF is planning a series of task orders to synthesize the research on TANF. We have organized the work into two major categories for synthesis, based on the goals of the TANF program. The first category comprises research on economic effects and welfare receipt, including employment status and earnings of parents, total family income, poverty status, amount and duration of welfare and other benefits, such as Medicaid, Food Stamps, child care, and child support services. This synthesis will also include discussions of TANF caseload dynamics, time limits, and diversion, as appropriate. The second category will cover research on family formation and structure, including teen and out-of-wedlock births, marriage effects, and child and family living arrangements. Each synthesis category will include discussions of sanctions, substance abuse, child welfare, domestic violence, post-employment services, diversion, and activities related to the TANF work requirements, as appropriate.

We intend to continue technical assistance strategies designed to facilitate information sharing and program development and implementation at the community level. We also intend to continue efforts to collaborate with other federal partners and organizations like the National Governors' Association on a number of initiatives designed to address special technical assistance issues related to welfare reform (e.g., substance abuse and mental health).

Partnership/Outreach Activities

Within our overall work plan, we would like to highlight several partnerships that illustrate new kinds of relationships required for this mission.

Outside of Government

ACF/National Conference of State Legislatures (NCSL) -- State flexibility and responsibility for the TANF program give State legislatures enormous opportunities to be engaged in the design of their respective programs. Therefore, we felt the need to educate State leaders about the specifics of the law and offer them the opportunity to engage other legislators in their State and region. We convened four separate regional events (one of which was sponsored through ACF's Peer TA Network and three were conducted under the auspices of NCSL)) to accomplish these purposes. The events were very successful in both sharing information with the legislators and provoking new ideas. We continue to see evidence that legislators have become more engaged with their TANF efforts and have expressed appreciation for this strategy with NCSL.

ACF/Welfare-to-Work (WtW) Partnership -- With the high number of welfare recipients entering the workforce (1.3 million in FY98), it is clear that the business sector is an important partner in welfare reform. For this reason, we have developed an effective relationship with the Welfare-to-Work Partnership, its President, Eli Segal, and its 12,000 member companies. Through 1999, the Partnership estimates that its member companies have hired 650,000 former welfare recipients. Recognizing that in the current economy, retaining a job may be more challenging than acquiring a first job, the Partnership has recently launched a new campaign: the Retention and Career Advancement Initiative (RCA 2000).

ACF and the Welfare to Work Partnership have convened three business roundtables for the purpose of hearing from business leaders about the challenges and successes they have experienced in the hiring of welfare recipients. Not surprisingly, a common theme from these roundtables is that the lack of affordable, quality child care is one of the biggest obstacles to hiring and retaining workers. Other challenges identified through the business roundtables and through regular polling of the Partnership's member companies are transportation barriers and training needs. We use information we receive from the Partnership to assist us in providing useful guidance to the field and to inform our policy discussions. For example, we provided technical assistance to the Partnership for their most recent publication, *Smart Solutions: Helping Your New Workers Meet Their Child Care Needs.*

Within HHS

ACF/Health Care Financing Administration (HCFA) -- Under the leadership of HCFA, in the summer and fall of 1999, the Department conducted reviews of the policies and practices in every State to determine what enrollment barriers to Medicaid existed and whether States were complying with Medicaid requirements. Staffs from ACF and other agencies in the Department participated in many of the reviews and actively participate on HCFA-sponsored work groups that are addressing Medicaid and SCHIP enrollment issues.

The ACF/HCFA collaboration began in earnest with the production of the "Supporting Families in Transition" guide in the spring of 1999. The guide has gone through multiple printings, and the Department has distributed thousands of copies. Also, in September of 1999, the Office of the Assistant Secretary for Planning and Evaluation (ASPE), HCFA, and the Department of Agriculture joined ACF in funding a contract with Mathematica Policy Research to do some work synthesizing the literature on Medicaid and Food Stamp access issues, identifying and disseminating best practices, and working with some individual States to develop and test interventions. We subsequently joined forces with the Robert Wood Johnson Foundation (RWJ) to fund up to 16 additional sites that would work specifically on Medicaid and SCHIP access issues.

ACF/Substance Abuse and Mental Health Services Administration (SAMSHA) -- We surveyed several States during the beginning of the FY 2000 to determine their priority areas for technical assistance. The States indicated that their top priority was how to provide employment opportunities and services to clients with substance abuse and mental health problems. Building upon our continued collaboration with SAMHSA, we decided to provide targeted technical assistance focusing on clients with substance abuse and mental health issues. We are convening a conference of State human service/workforce development systems, health departments, and service providers in July of 2000 to present the latest information on how to provide support services to clients with substance abuse/mental health issues while preparing them for work. We will have workshops on funding issues (including Medicaid), promising strategies for addressing multiple barriers, including domestic violence and sexual abuse, and privacy and confidentiality issues.

We have also taken the opportunity to use our current contract with Mathematica Policy Research to produce two user-friendly guides, one on integrating mental health services into a work-oriented welfare program and, the other one on integrating substance abuse services. Both guides will rely on existing research.

ACF/Office for Civil Rights (OCR) -- We are working with OCR on documents that will assist States in improving the accessibility of services for clients with limited English proficiency (LEP). ACF regional offices are also working with OCR to improve accessibility for the disabled and LEP populations. These activities follow up on "Guidance on Nondiscrimination in Federal Welfare Reform Programs" sent to the State TANF agencies in August of 1999. This guidance was jointly developed by the Departments of Health and Human Services, Labor, Justice, Education, and Agriculture and the Equal Opportunity Commission. It summarized the States' legal obligations under TANF to comply with Federal Civil Rights Laws that prohibit discrimination based on race, color, religion, sex, national origin, age, and disability,and it provided contact information in the event that agencies had questions. A technical assistance document designed to provide caseworkers with life examples of how civil rights laws apply to situations commonly encountered in casework accompanied the guidance.

With Other Federal Agencies

As noted above, effective efforts in moving TANF recipients into jobs and their success at work will depend upon the development of strong new partnerships. We are working with other

Federal agencies, at the central and regional office levels, to develop policy and guidance, convene conferences, and share resources. Through these collaborations, we model the partnerships that we believe are necessary at the State and local levels.

ACF/Department of Labor (DOL) -- Staffs from the Office of Family Assistance (OFA) and the Office of Child Support Enforcement (OCSE) in ACF and from DOL are preparing guidance on improving the referral process for TANF clients who might benefit from services provided by WtW entities. In May of 2000, the Office of Family Assistance (OFA) and the Office of Child Support Enforcement (OCSE) in ACF and the Department of Labor (DOL) issued guidance on improving the referral process for TANF clients who might benefit from services provided by WtW entities. The guidance letter from OFA may be found at the following website: http://www.acf.dhhs.gov/programs/ofa/im001.htm

In addition, we are a partner with DOL's Urban Leaders Institute, a technical assistance initiative funded through a DOL contract with Manpower Demonstration Research Corporation (MDRC), that involves a partnership between State or local WtW and TANF staff from ten urban areas. During a series of conferences, the urban representatives and Federal staff identify issues and ways for resolving them.

ACF/ Department of Transportation (DOT) -- We have worked with DOT and DOL to revise our guidance on the use of TANF and Access-to-Jobs funds. This guidance will facilitate State and local level dialogue on the development of initiatives to provide transportation to our TANF population. We issued the new joint guidance with DOT on May 26, 2000 (available at: http://www.acf.dhhs.gov/programs/ofa/pa002.htm)

ACF/Department of Housing and Urban Development (HUD) -- We collaborate with State TANF and housing agencies in the resolution of implementation issues. We issued guidance jointly with HUD on cooperation agreements for economic self-sufficiency between Public Housing Authorities and TANF agencies on June 1, 2000. It is available at http//www.acf.dhhs.gov/programs/ofa/im002.htm.

Technical Assistance Activities

We have provided staff and financial support to assist State and local welfare reform efforts. For example:

- We provided grant funds to the Anne Arundel County Department of Social Services to provide technical assistance to human service officials on how to change their service delivery system to achieve the new goals of welfare programs, employment and self-sufficiency. Model strategies included changing the culture of the welfare office, screening and assessment for disabilities, domestic violence, substance abuse and mental health issues, and providing transportation and other support services. Maryland Public television is preparing a video on the Anne Arundel model that will be used to provide additional technical assistance upon request. Anne Arundel County has provided TA to over 500 individuals representing State and Local Welfare Agencies, public and private agencies and organizations, Congressional staff and foreign visitors.

- In response to States needs to continually shape their priorities for welfare reform, ACF's Midwest HUB convened their States for a one-day strategic planning forum on October 22, 1999 in Chicago, Illinois. Strategic planning was done in the priority areas of Funding Services for Children and Families through the TANF program, Medicaid and TANF Coordination, and Y2K readiness.

- Faith-based and other community organizations have become increasingly more important in providing supports that help TANF recipients and others get and keep jobs. The success of these programs is not uniform in every community. ACF sponsored a two-day national conference November 16-17, 1999, in New Orleans, LA, to share information on promising faith-based models and to provide technical assistance to this resource community on how to become involved in welfare reform.

- As a follow-up to the national conference, the New York Regional office held a Faith-Based Open Forum on welfare reform on March 7, 2000. The purpose of the Open Forum was to reconvene members from the faith community in order to disseminate information on the changes in the welfare reform legislation brought about by the implementation of the final TANF regulations. The forum informed attendees about the various programs being administered by ACF. It also brought together different faith based organizations and community resources to develop effective programs to assist needy families. The forum provided an opportunity to survey participants to identify and assess the services currently provided by the faith community in the NY area.

- PRWORA provides a historic opportunity for tribes to operate TANF programs in a culturally appropriate manner consistent with tribal goals and values. However, since most tribes have limited experience operating employment training programs, and managing cash assistance programs, the effective implementation of tribal TANF programs presents a major challenge to many tribes. The Denver and Dallas regions sponsored a TANF/Self-sufficiency workshop for Tribes and their states with significant tribal populations in Denver, CO. on March 14-16, 2000. The purpose of the workshop was to foster relationships between state and tribal governments, and to share information on promising welfare to work and self-sufficiency programs.

ACF has partnered with several agencies in our continuing efforts to promote collaboration between agencies and among levels of government to promote welfare to work and self-sufficiency. We have put particular emphasis on employment and training opportunities for clients with disabilities. We have collaborated with:

- The U.S. Department of Labor to develop a publication on assessment and outreach, with a goal of improving employment outcomes for persons with disabilities..

- The U. S. Department of Education and the National Institute for Literacy to provide TA and training to State and local TANF agencies on valid screening tools for individuals with learning disabilities.

- The U.S. Department of Education on the testing of learning disabilities screening tools for the Hispanic population and promoting employment and training services for welfare and low-income clients who are disabled or are caretakers of disabled children.

We are working with the Substance Abuse and Mental Health Services Administration in DHHS to convene a conference of State human service providers/workforce development systems, health departments, and service providers in July of 2000 to present the latest information on how to provide support services to clients with substance abuse/mental health issues while preparing them for work.

To encourage States to implement and strengthen the Family Violence Option, ACF's Northeast regional office, in partnership with the National Coalition Against Domestic Violence, is sponsoring a conference August 6-8, 2000, entitled " Bridges to the Future: Policies, Practices, Partnerships for Eliminating Domestic Violence in the New Millennium"

The Office of Family Assistance sponsors monthly "Family Independence Forums" as a vehicle to disseminate information on what strategies and programs are working, or show promise, in moving welfare and low-income families to self-sufficiency. The office has conducted the following monthly forums.

Faith Community and Welfare Reform – November 1999

Supporting Families after Welfare Reform – January 2000
(providing Technical Assistance to States on how to apply for Grants to address Food Stamps and Medicaid Access issues)

Homelessness, with the U.S. Conference of Mayors – April 2000

Teen Pregnancy Prevention Month – May 2000, with The National Campaign to Prevent Teen Pregnancies

Earned Income Credit, with the Center on Budget and Policy Priorities.-February, 2000. (All State TANF Directors and Tribal Directors subsequently received a letter and package of informational materials on the Earned Income Credit).

Work Opportunity Tax Credit, coordinated with DOL/ETA - March 2000 (All State TANF Directors subsequently received a letter and informational materials on how employers can obtain the Work Opportunity Tax Credit by hiring welfare recipients).

We sponsored the showing of a Welfare Reform Satellite Videoconference "The New Face of Welfare: Engaging Hard to Serve Families," conducted by the University of Wisconsin, Institute for Research and Poverty. Participants included the American Public Human Services Association, the National Conference on State Legislators, the Center on Budget and Policy Priorities, the Children's Defense Fund, the National Governor's Associaton, Welfare Information Network, National Association of Counties and several of our Federal partners. ACF was the only site in Washington, DC, that broadcast this national conference.

ACF contracted with the National Conference of State Legislatures (NCSL) on an initiative to demonstrate and provide information on State flexibility and responsibility for the TANF program. TANF provides State legislatures enormous opportunities in the design of their respective programs. We convened a series of four regional meetings (in Atlanta, Chicago, Philadelphia and Denver) designed to acquaint State legislators and policy makers with basic TANF funding rules and assist them in maximizing the flexible use of resources under TANF.

These events were very successful in both sharing information with legislators and providing new ideas. As a result, State legislators have become more engaged with their States' TANF efforts and have requested follow-up technical assistance and consultation from our regional offices.

Through the Welfare Peer Technical Assistance Network, we have provided technical assistance support for States/localities to share expertise and proven experiences (includes web page, roundtables and onsite visits). During 1999, the Peer TA Network sponsored nine TA events covering such important issues as culture change, diversion, transportation, one-stop centers, integration of services, substance abuse, rural partnership building and economic development and the outcomes of welfare "leavers" studies.

The Peer TA Network is an invaluable tool that States and localities use to learn about innovative programs and effective strategies to successfully move low-income families to employment and self-sufficiency. For example, attendance at the peer-to-peer site visit in Anne Arundel County (Maryland) inspired New Jersey DHS to create a Transitional Services Unit, which bundles services (Food Stamps, Substance Abuse Initiative, Section 8 Housing, Transportation, Child Care and Child Support) into one unit creating a more effective service delivery. Attendance at the Rural TA event provided Minnesota DHS with a new insight about the importance of accessing and collaborating with more nontraditional partners - community development corporations, businesses, housing agencies, and the faith community – to accomplish goals of welfare reform.

The Network facilitates the sharing of information across State lines and builds linkages and among agencies serving the needs of TANF recipients through it web page, which posts innovative practices, Qs & As, reports of lessons learned from each TA event and coming events. Total hits for the web site during 1999 were 159,510 with a total of 16,225 in December of 1999; average daily hits in December of 1999 were 523.

ACF contracted with the National Governors' Association (NGA) to promote collaboration and coordination between TANF and DOL's Welfare to Work and Workforce Investment Act initiatives. We convened meetings through this contract with the NGA to bring stakeholders together to do planning around integration and coordination of services and activities. Three meetings were held focusing on: moving clients with substance abuse and other health issues to self-sufficiency; integrating the programs of vocational rehabilitation and human service/workforce development to improve the self-sufficiency outcomes of disabled clients; and integrating the community college system with human service and workforce development to prepare welfare and low-income workers for jobs that pay enough to support their families.

Appendices:[82]

82 Please note that these summaries represent studies released since the compilation of the previous report to Congress, and will cover the period between June 1999 – December 1999. Next years annual report will cover calendar year 2000 in its entirety.

Summary 15:1

Research on Welfare Outcomes Funded by ASPE: Administrative Data Findings from Interim Reports

BACKGROUND

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

In September 1998, the Office of the Assistant Secretary for Planning and Evaluation (ASPE), Department of Health and Human Services, awarded approximately $2.9 million in grants to study the outcomes of welfare reform for individuals and families who leave the TANF program, who apply for cash welfare but are never enrolled because of non-financial eligibility requirements or diversion programs, and/or who appear to be eligible but are not enrolled. The grants were awarded to ten states and three large counties or consortia of counties under a May 1998 competitive grant announcement. A grant was also made to South Carolina under a different program announcement to expand an on-going project to include a similar study of families leaving TANF.[83]

Ten of the FY 1998 ASPE-funded grantees have released interim reports that use linked administrative data sets to track families who left welfare in late 1996 or 1997. Preliminary findings from these administrative data linkages are presented in this paper, which also includes findings from an administrative data study of AFDC leavers in Wisconsin funded by ASPE through the Institute for Research on Poverty. These eleven reports provide interesting preliminary findings about former AFDC/TANF recipients in the areas of employment, earnings, returns to cash assistance, and program participation in Medicaid and food stamps. More comprehensive findings, including information gathered through surveys of former TANF recipients, will be presented in the grantees' final reports, forthcoming over the next twelve months.[84] This paper expands and updates findings from earlier reviews of a subset of these interim reports (DHHS/ASPE, August 1999; DHHS/ASPE, October 1999).

Cross-State Comparisons

The eleven studies included in this review are from: Arizona; Cuyahoga County in Ohio; the District of Columbia; Georgia; Illinois; Los Angeles in California; Missouri; New York; San Mateo County in California; Washington; and Wisconsin. Although it is difficult to compare findings across studies, comparisons among these ASPE-funded studies are facilitated by the adoption of a common definition of the "leaver" study population as "all cases that leave cash assistance for at least two months." This definition excludes cases that re-open within one or two months, because such cases are more likely closed due to administrative "churning" than to true exits from welfare. For the most part, the studies focus on single, female adult parents,

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83 In FY 1999, ASPE awarded an additional $2.6 million in grants to State and county agencies to study welfare outcomes, including $1.8 million in grants for new projects (primarily focusing on welfare applicants and diversion) and $0.8 million in continuation grants. Findings are not yet available from this second round of welfare outcomes grants.

84 Final reports have been released by Arizona and Washington, with reports from Missouri and Illinois anticipated later in spring 2000. See http://aspe.hhs.gov/hsp/leavers99/reports.htm for a copy of the Arizona report and others as they are available.

although some grantees define the study population to include a small percentage of fathers and/or other adult relatives, as shown in Table 1.

In addition to using a similar definition of a "leaver," the ASPE-funded studies examine a similar time period, generally tracking families leaving AFDC/TANF in late 1996 or early 1997. The Wisconsin study, however, looks at an earlier time period, while the District of Columbia study looks at a later time period. All studies are in the process of collecting data on at least one additional cohort of leavers who left welfare after full implementation of TANF. This summary of findings from the interim reports, however, focuses on the early leavers – those who left welfare in the last months of AFDC, the early months of TANF implementation, or during the transition between the two programs.

Cross-state differences in TANF policies are likely to cause differences in the leaver populations across states. A state with a policy of sanctioning non-compliant families off TANF, for example, is likely to have a different leaver population than a state that imposes partial sanctions that do not result in a case closure. Also, the level of earnings which leads to case closure differs from state to state, depending on maximum benefits and earnings disregard policies. Work requirements, time limits, and differences in Medicaid and other program policies also contribute to the varied experiences of leavers in different parts of the country.

Finally, caution must be made in interpreting cross-site differences because of differences in the underlying economic, social and demographic conditions of the states and counties under study.

FINDINGS

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

Employment Rates

About 45 to 65 percent of former TANF recipients were working after leaving TANF, according to administrative data from ten reports. (See Table 2.) Most studies reported employment rates between 50 and 60 percent one quarter after exit, although employment rates were below 50 percent in one site (Los Angeles, based on preliminary data), and above 60 percent in two sites (Wisconsin and Georgia). There was a slight dip in employment rates in the second quarter after exit in most sites. In half the sites, this trend was reversed, and employment rates returned to initial levels by the fourth quarter after exit.

Over the twelve-month period, some former recipients lost their jobs, while others found new employment, resulting in cumulative employment rates of 62 to 75 percent, measured as those who were *ever* employed within the first twelve months of exit. Only about 35 to 40 percent of leavers were employed in all four quarters, according to the three studies reporting this statistic.

Employment rates were defined in a similar manner across the ASPE-funded studies, as the percentage of leavers with positive earnings in the quarterly earnings records maintained by the state's unemployment insurance (UI) program. Although most jobs are covered by the state UI systems, some jobs are omitted, such as self-employment, employment in the military or federal government, certain agricultural employment, informal employment, and jobs over state boundaries. These employment rates, therefore, are likely to be under-estimates of employment rates as compared to employment information gathered through surveys of former recipients.

Earnings

Mean quarterly earnings in the quarter immediately following exit from TANF ranged from $2,185 to $3,414, according to administrative data from the Unemployment Insurance system for leavers in nine study areas. (See Table 3.) Median quarterly income ranged from $1,996 to $3,248. In every location, earnings steadily rose over the course of the year following exit. Earnings were slightly higher in New York, San Mateo County, and Los Angeles. Mean earnings over the first year after exit were $9,100 for leavers in Wisconsin, rising to $11,450 three years after exit.

Earnings were measured for those leavers that found employment (i.e., leavers with positive earnings in a quarter). Grantees generally reported earnings in current or nominal dollars, except for San Mateo County, which presented earnings in November 1998 dollars.

Recidivism

Data from eight reports suggest that between 5 and 20 percent of leavers were receiving welfare again one quarter after exit, as shown in Table 4. These leavers generally re-entered in the second or third month, since cases that re-open after one or two months were excluded from the study population.

The proportion of former recipients receiving AFDC/TANF increased to between 10 and 28 percent at two quarters after exit, and then rose more slowly in most areas, reaching 12 to 29 percent one year after exit. Because some people come back to welfare for a few months and then leave again, the proportion that *ever* returned for at least one month over the first twelve months after exit was somewhat higher, ranging from 23 to 35 percent.

Some of the variation in receipt of cash assistance is due to measurement differences. Most importantly, some grantees measure program participation by month, while others measure it as receipt over any of three months in a quarter. Quarterly measures are likely to result in higher participation rates because of the longer time period for observing benefit receipt.

Medicaid

Rates of Medicaid enrollment for former AFDC/TANF recipients varied more across grantees than the employment, earnings, and recidivism findings. Three months after exit, the enrollment rate for adult leavers across the nine studies that reported this measure ranged from 24 to 76 percent, but was more typically 35 to 60 percent. (See Table 5.) Among those grantees that reported Medicaid enrollment among both adult leavers and their children, enrollment was higher for children in one site (Missouri) but, was not significantly different in the other two (San Mateo and New York).

In some study areas, participation in Medicaid declined over time in the year after exit from AFDC/TANF, dropping by as much as 10 to 20 percentage points for adult leavers between the first and fourth quarters after exit. Rates remained relatively stable, however, in three of the studies. A substantially higher percentage of leavers were *ever* enrolled in Medicaid than were enrolled in each of the four quarters. In Arizona, for example, administrative data show that only about 50 percent of leavers were enrolled in Medicaid in any particular month, but 85 percent were enrolled at some point in the first year after exit.

A number of factors contribute to the diversity in the Medicaid findings. The effect of differences in unit of analysis and time period are evident in New York, which reported four different rates, ranging from 34 to 45 percent, depending on whether enrollment was measured for adults, children or any family member, and whether measured by month or quarter. In San Mateo, the Medicaid enrollment was limited to data within the county of San Mateo, which might help explain why these rates were lower than those that tracked recipients within an entire state. In addition, both TANF and Medicaid eligibility rules and application policies also differ across the various states.

A few studies reported Medicaid enrollment among "continuous" leavers, that is leavers who do not return to cash assistance. (See Table 6.) In general, Medicaid enrollment is lower among continuous leavers. In Illinois, for example, 23 percent of continuous leavers were enrolled in Medicaid four quarters after exit, as compared with 40 percent of all leavers. One reason for higher enrollment among all leavers is that some of them are re-enrolled in Medicaid at the time of their return to TANF. In addition, it may be true that continuous leavers have higher rates of private health insurance coverage than other leavers, but such information is not available through administrative data.

Food Stamps

Most studies found that between one-third and one-half of former recipients of cash assistance received food stamps immediately after exit. (See Table 7.) By one year after exit, these participation rates generally fell to between one-fifth and two-fifths. One exception was the San Mateo study, which found only 10 to 15 percent of former TANF recipients in the food stamp administrative data base in any quarter. In general, the percentage of leavers participating in the Food Stamp program appeared to be lower than the percentage who received Medicaid.

Among the few studies reporting food stamps participation rates for continuous leavers, those who did not return to TANF reported rates of only 20 to 30 percent.

Participation rates in the Food Stamp program are more noticeably affected by the unit of measurement than other program participation rates, probably reflecting the short-term nature of food stamp participation for many households. Participation rates one year after exit, for example, were 21 to 35 percent when measured monthly, compared to rates of 26 to 40 percent among grantees measuring program participation across a three-month quarter. The exception is San Mateo, which measured low rates despite observing participation over a three-month quarter. Possible explanations for the low measure in San Mateo include: higher incomes among the leaver population (because eligibility limits and maximum benefits are higher than average in California), less active food stamp outreach, or technical measurement challenges with the administrative data.

Findings from Other Studies

The employment, recidivism, and program participation findings summarized in this paper are generally consistent with findings from other studies of leavers. Comparisons across studies are problematic, however, because of the many differences in study populations, time periods studied, sources of data, response rates, and research methodologies. Both the General Accounting Office and the Urban Institute have produced summary findings of state-funded studies of leavers, which present findings and discuss the challenges of cross-state comparisons.[85]

Another source of comparison is an August 1999 Urban Institute report which uses data from the National Survey of America's Families (NSAF) to study former welfare recipients. Again, direct comparisons are difficult because of the difference in data source (surveys rather than administrative records) and in study population (national sample of anyone who left welfare between 1995 and 1997 and remained off welfare at time of interview in 1997 compared with a state sample of leavers who remained off welfare for at least two months). With these caveats in mind, it is interesting that the Urban Institute study found that of those continuous leavers not receiving welfare benefits at the time of the interview, 61 percent were employed and an additional 14 percent were not working but had a spouse or partner employed. In addition, 31 percent of all former recipients not receiving TANF were participating in the Food Stamp program. A third of this population was enrolled in the Medicaid program, and nearly half had children enrolled in Medicaid. Finally, of all families who left welfare between 1995 and 1997, 29 percent had returned to welfare by the time of the interview.

85 General Accounting Office (Welfare Reform: Information on Former Recipients' Status: GAO/HEHS-99-48, April 1999) and the Urban Institute (*Where Are They Now? What States' Studies of People Who Left Welfare Tell Us: A Product of Assessing the New Federalism, Series A, No. A-32, May 1999*).

Table 15:1

Cross-Grantee Comparison of Study Populations

Grantee	Cohort	Date of TANF Impl.	AFDC /TANF	Leavers include:							Leavers exclude:
				Mos. Off	Only Single	Only Parents	Only Females	Sanctioned Cases	Partial (Adult) Sanct.	Closed Child-only	Additional exclusions:
Wisconsin	8/95 - 7/96	9/96	AFDC	2	x	x	X	x			Adults over 65 or without children.
Cuyahoga	Q3 1996	10/96	AFDC	2	x	x	X		*		
Los Angeles	Q3 1996	11/96	AFDC	2	x	x	X				
Washington	Q4 1996	1/97	AFDC	2	x*	x					
Missouri	Q4 1996	12/96	AFDC/ TANF	2	x*				x		
San Mateo	Q4 1996	11/96	AFDC/ TANF	2	x*	x			*	*	
Arizona	Q4 1996	10/96	early TANF	2*	x*	x		x			Tribal jurisdiction
Illinois	Q3 1997	7/97	early TANF	2	x*			x	x		
Georgia	Q1 1997	1/97	early TANF	2	x			x	x	*	

Grantee	Cohort	Date of TANF Impl.	AFDC /TANF	Leavers include:							Leavers exclude:
				Mos. Off	Only Single	Only Parents	Only Females	Sanctioned Cases	Partial (Adult) Sanct.	Closed Child- only	Additional exclusions:
New York	Ql 1997	12/96	early TANF	2	x*	x					Adults without Social Security number (2%); closed due to move to other state (3%); without children.
D. C.	Q4 1997	3/97	TANF	2		x					

Notes:
The leaver population includes "sanctioned cases" if the state imposes full sanctions which close the entire case. Eight of the study sites have partial (adult) sanctions, where adults are sometimes sanctioned off the case while the children remain. The adult leaver is included in the study population of leavers in three studies (Georgia, Illinois, and Missouri), excluded in three studies (Los Angeles, New York, and Washington state) and studied as a separate population in two studies (Cuyahoga and San Mateo counties).

* Although the findings here are for single adult leavers off assistance for two months, the grantees' individual written reports provide additional findings, including one-month leavers (Arizona); two-parent leavers (Arizona, Illinois, Missouri, New York, San Mateo, and Washington); adult leavers where children remain on assistance (Cuyahoga and San Mateo); and closed child-only cases (Georgia and San Mateo).

Table 5.2
Percentage of Leavers Employed

Grantee	Exit Qtr	1st Qtr post exit	2nd Qtr post exit	3rd Qtr post exit	4th Qtr post exit	Ever employed within 1 year	Employed all 4 quarters
Los Angeles	45.9	47.2	45.5	46.3	46.6		34.8
San Mateo	50.5	49.6	49.9	48.4	50.3	67.1	
New York	50.0	50.0	49.0	48.0	48.0	62.0	40.0
Washington	55.0	52.0	52.0	55.0	56.0	68.2	
Illinois	54.6	53.3	50.4	51.9	53.2		
Arizona	60.9	58.2	55.8	55.1	55.4	74.7	
Missouri	62.5	58.4	57.8	58.7	58.1		
Cuyahoga.		59.3	54.2	55.8	56.8	71.7	40.3
Wisconsin	63.7	63.2	61.5	61.3	61.6	75.3	
Georgia		64.2	60.1	59.2	53.3	73.9	

Notes:

A recipient is considered "employed" if she or he has any earnings in UI-covered employment within the state, with the exception that the Cuyahoga and Los Angeles studies require a minimum of $100 per quarter and the Washington study counts earnings reported to the welfare system in addition to earnings in the UI system.

Table 15:3

Mean and Median Quarterly Earnings of Employed Leavers

Grantee	1st Qtr before exit	Exit Qtr	1st Qtr post exit	2nd Qtr post exit	3rd Qtr post exit	4th Qtr post exit
Mean						
Missouri		$2,130	$2,185	$2,346	$2,372	$2,685
Georgia			$2,193	$2,272	$2,549	$2,389
Arizona	$1,277	$2,276	$2,415	$2,497	$2,519	$2,862
Wisconsin		$2,155	$2,440	$2,509	$2,563	$2,686
Washington	$1,598	$2,448	$2,722	$2,862	$2,938	$3,196
Cuyahoga			$2,756	$2,756	$2,891	$2,952
New York		$3,067	$3,393	$3,402	$3,877	$3,602
San Mateo	$1,998	$3,056	$3,124	$3,407	$3,457	$3,647
Los Angeles	$2,876	$3,245	$3,414	$3,387	$3,521	3,576
Median						
Missouri		$1,913	$1,996	$2,171	$2,200	$2,535
Georgia			$2,051	$2,097	$2,384	$2,218
Illinois	$1,569	$2,214	$2,162	$2,479	$2,624	$2,660
Arizona	$1,024	$2,179	$2,371	$2,351	$2,389	$2,754
Wisconsin		$2,116	$2,383	$2,437	$2, 460	$2,602
Washington	$1,279	$2,299	$2,526	$2,672	$2,646	$2,923
Cuyahoga			$2,587	$2,620	$2,729	$2,776
San Mateo	$1,598	$2,815	$3,104	$3,290	$3,521	$3,572
Los Angeles	$2,695	$3,108	$3,248	$3,156	$3,303	$3,290

Notes:

Excludes leavers without earnings in the quarter. Earnings are reported in nominal dollars, with the exception of San Mateo (November 1998 $).

Illinois did not report mean earnings; New York did not report median earnings; and the District of Columbia did not report any earnings data.

Table 15:4

Percentage of Adult Leavers Receiving TANF

Grantee	1st Qtr (3 mos) post exit	2nd Qtr (6 mos) post exit	3rd Qtr (9 mos) post exit	4th Qtr (12 mos) post exit	Ever receiving within 1 year
Georgia			14.3	13.4	
Arizona (m)	4.8	13.6	17.6	17.2	28.4
D. C. (m)	5.6	10.4	14.0	16.5	
San Mateo (m)	7.7	12.1	11.6	12.3	22.7
Illinois (m)	16.1	19.4	18.1	17.1	
New York (m)				17.0	
New York				19.0	
Washington	12.0	19.0	22.0	23.0	29.8
Missouri	12.4	18.6	20.8	20.6	
Wisconsin	14.3	19.3	18.6	17.0	27.6
Cuyahoga	20.4	27.5	29.6	28.7	35.3

Notes:

Grantees measuring program participation by month – denoted by (m) – are likely to report lower program participation than grantees measuring participation over a three-month quarter. Also, there is potential one-month discrepancy in how grantees define months and quarters "post exit," because some grantees define "month of exit" as the last month of benefit receipt, while others define it as the first month without cash assistance.

Table 15:5

Percentage of Leavers Enrolled in Medicaid

Grantee	Exit Quarter /month	1st Qtr (3 mos) post exit	2nd Qtr (6 mos) post exit	3rd Qtr (9 mos) post exit	4th Qtr (12 mos) post exit	Ever receiving within 1 year
San Mateo (m)		24.4	28.2	22.9	23.7	47.1
–Children covered		*25.9*	*30.6*	*26.0*	*26.2*	*48.4*
Missouri	36.2	34.9	25.9	19.6	15.2	
–Children covered	*37.7*	*40.8*	*38.9*	*37.6*	*36.8*	
D.C.– *Anyone on case (m)*	*97.2*	*35.4*	*37.7*	*36.3*	*37.9*	
New York					35.0	
–Children covered					*34.0*	
– Anyone on case					*45.0*	
– Anyone on case (m)					*40.0*	
Cuyahoga		41.4	41.7	39.6	37.7	55.3
Washington	99.0	54.0	49.0	46.0	43.0	
Illinois (m)	43.5	57.3	54.0	47.8	40.0	
Arizona (m)		57.8	54.2	49.3	46.5	84.9
Wisconsin		75.9	69.4	66.0	63.1	81.5

Notes:

These rates measure enrollment of the single adult head who left TANF, except where noted as rate of leavers whose "children are covered" or where "anyone on case" (child or adult) is covered. Washington data are not available for Q4 1996 leavers; data shown here are for Q4 1997 leavers.

As noted in Table 4, measures of participation by month – denoted by (m) – are likely to be lower than measures of participation over a three-month quarter, and "month of exit" may mean first month without cash assistance or last month receiving cash assistance.

Table 15:6

Percentage of "Continuous Leavers" Who Are Enrolled in Medicaid

Grantee	Exit Quarter/month	1st Qtr post exit	2nd Qtr post exit	3rd Qtr post exit	4th Qtr post exit	Ever receiving within 1 year
Cuyahoga						31.0
D.C –*Anyone on case (m)*		30.4	28.8	24.9	23.8	
Illinois (m)	47.4	48.3	39.4	32.1	22.8	
Washington		55.0	45.0	40.0	36.0	

Notes:

Washington data are not available for Q4 1996 leavers; data shown here are for Q4 1997 leavers.

As noted in Table 4, measures of participation by month – denoted by (m) – are likely to be lower than measures of participation over a three-month quarter, and "month of exit" may mean first month without cash assistance or last month receiving cash assistance.

Table 15:7

Percentage of Leavers Receiving Food Stamps

Grantee	Exit Quarter /month	1st Qtr post exit	2nd Qtr post exit	3rd Qtr post exit	4th Qtr post exit	Ever receiving within 1 year
All Leavers						
San Mateo		9.3	15.4	13.4	14.1	27.5
New York					26.0	
New York (m)					21.0	
D. C. (m)	69.6	33.9	35.0	34.2	34.3	
Illinois (m)		35.5	39.4	37.5	34.5	
Arizona (m)		38.0	37.3	36.7	34.2	67.2
Cuyahoga		42.5	42.2	41.2	39.4	57.3
Washington	91.0	46.0	42.0	40.0	36.0	
Wisconsin	89.7	51.3	45.8	42.5	40.0	62.8
Missouri	63.0	57.3	46.7	42.7	40.1	
Continuous Leavers (who have not returned to TANF):						
Cuyahoga						34.7
Illinois		21.8	22.0	22.7	19.6	
D.C.	68.6	29.4	27.1	23.1	20.4	

Notes:

Washington data are not available for Q4 1996 leavers; data shown here are for Q4 1997 leavers.

As noted in Table 4, measures of participation by month – denoted by (m) – are likely to be lower than measures of participation over a three-month quarter, and "month of exit" may mean first month without cash assistance or last month receiving cash assistance.

Reports on ASPE-Funded Welfare Outcomes Studies

Some of these reports can be accessed at: **http://aspe.hhs.gov/hsp/leavers99/reports.htm**

Arizona. Westra, K. & Routley, J. (July 1999). "Arizona Cash Assistance Exit Study: Cases Exiting Fourth Quarter 1996." Arizona Department of Economic Security.

Cuyahoga County. Coulton, C. & Verma, N. (May 1999). "Employment and Return to Public Assistance Among Single, Female Headed Families Leaving AFDC in Third Quarter, 1996, Cuyahoga County, Ohio." Prepared for Cuyahoga Work and Training.

District of Columbia. Loprest, P., & Acs, G. (February 2000). "The Status of TANF Leavers in the District of Columbia: Interim Report." The Urban Institute.

Georgia. Foster, E. M. (April 1999). "Amended Quarterly Progress Report: Outcomes for Single Parent Leavers by Cohort Quarter." Georgia State University.

Illinois. Julnes, G., Halter, A., Anderson, S., Frost-Kumpf, L., Schuldt, R., Staskon, F., and Ferrara, B. (March 2000). "Illinois Study of Former TANF Clients, Interim Report: Analysis of Administrative Data." Institute for Public Affairs, University of Illinois at Springfield and School of Social Work, University of Illinois at Urbana-Champaign.

Los Angeles. Verma, N. & Goldman, B. (January 2000). "Los Angeles County Post-TANF Tracking Project: Quarterly Progress Report." Manpower Demonstration Research Corporation. Data are preliminary.

Missouri. Ryan, S., Theilbar, M., Choi, S., Qu, J., Deng, M., and Ellebracht, L. (April 1999). "Preliminary Outcomes for 1996 Fourth Quarter AFDC Leavers: First Interim Report" University of Missouri-Columbia. See also "Preliminary Outcomes for 1996 Fourth Quarter AFDC Leavers: Revised Interim Report (September 1999). Data reported here are from the first interim report, which reported results separately for single parents.

New York. Rockefeller Institute, New York State Office of Temporary and Disability Assistance, and the New York State Department of Labor (December 1999). "After Welfare: A Study of Work and Benefit Use After Case Closing." Revised Interim Report. See also Interim Report issued in July 1999.

San Mateo County. Moses, A. & Macuso, D. C. (May 1999). "Examining Circumstances of Individuals and Families Who Leave TANF: Assessing the Validity of Administrative Data." SPHERE Institute.

Washington. Ahn, J., Fogarty, D., Kraley, S., Lai, F., and Deppman L. (February 2000). "A Study of Washington State TANF Departures and Welfare Reform. Welfare Reform and Findings from Administrative Data. Final Report." Washington Department of Social and Health Services.

Wisconsin. Cancian, M., Haveman, R., Kaplan, T., and Wolfe, B. (January 1999). "Post-Exit Earnings and Benefit Receipt Among Those Who Left AFDC in Wisconsin." Institute for Research on Poverty, University of Wisconsin-Madison. (NOTE: Employment and program participation rates in this summary are drawn from a supplemental table provided to ASPE in June 1999. Adjustments made to the rates in the original study made them less comparable to rates in other studies.)

Summary 15:2

Implementation and Early Impacts of Connecticut's Welfare Reform Initiative

BACKGROUND

Connecticut's Jobs First program – a State-wide welfare reform initiative began January 1966. It was one of the first to impose a time limit on cash assistance (i.e., 21 months) on most families, unless granted an extension or exemption. The program, initiated as a Federal waiver demonstration, includes generous financial work incentives and requires recipients to participate in employment-related services targeted toward rapid job placement.

This report is part of a large-scale program evaluation being conducted by the Manpower Demonstration Research Corporation (MDRC) with primary funding from the State Department of Social Services (DSS), and funding support from the Ford and Smith Richardson Foundations and the U.S. Department of Health and Human Services (DHHS). The study focuses on the New Haven and Manchester welfare offices – which include over one-fourth of the state's welfare caseload. This is the third publication. This report updates the implementation story, and also includes initial information about program impacts, i.e., the difference Jobs First makes relative to the welfare system that preceded it. The report follows early program enrollees in the treatment and control groups for up to 2 ½, or slight beyond the point when treatment group members began reaching the time limit.

FINDINGS

- The main features of the program were successfully, albeit not very intensively implemented in the research sites. Although Jobs First groups members heard a more employment-focused message, and were more likely to participate in employment-related activities than control group members, start-up problems and features of the program design resulted in intermittent monitoring of participation in these activities and a lack of reinforcement of some aspects of the program message.

- Most Jobs First group members did not reach the time limit within 2 ½ years after enrollment. Of those who did, about half were granted an extension. Most cases closed at the time limit were employed and had income above the welfare payment standard. About half of those who reached the time limit and attended a time limit review meeting had income below the payment standard, and almost all were granted at least one six-month extension. Roughly one fifth of Jobs First group members were terminated due to the time limit within the report's 2 ½ year follow-up period.

- Jobs First increased employment rates and earnings throughout the follow-up period, particularly the least job ready clients. Jobs First group members were employed at a higher rate and had higher total earnings than the AFDC group. However, while Jobs First nearly doubled the employment rate for those facing multiple employment barriers, it generated almost no increase in employment or earnings for the most job ready.

- In the first part of the study period, Jobs First substantially increased both welfare and family income. However, after people began reaching the time limit, the program began to reduce welfare receipt and the income gains diminished. In the last three months of the follow-up period, the two groups had about the same total income, although the distribution between welfare and earnings was different. There is also some evidence that Jobs First may have started to make some families worse off financially near the end of the study period.

- Jobs First is an unusual hybrid. While it has the nation's shortest time limit and a very strong work first focus, its financial work incentive is among the most generous, and many people are granted extensions when they reach the time limit. The purpose was to encourage and assist recipients to quickly find jobs and to give them a temporary income supplement. The hope was they would gain work experience and possibly build assets that would prepare them for longer-term self-sufficiency.

- The results to date highlight several emerging challenges for the program. First, staff believe the work focus may need to change as the caseload is increasingly dominated by recipients facing more serious barriers to employment. Second, with a large proportion of the caseload subject to the "one-strike" noncompliance policy, the agency needs to ensure that good cause criteria are implemented in a flexible yet reasonably consistent manner. Third, Connecticut, like most other states with dramatic welfare caseload declines, faces the challenges of promoting employment retention and career advancement among low-wage workers. Finally, the results for the welfare applicant subgroup suggest that Connecticut may want to revisit the Jobs First design in the future. The employment and earnings gains measured in this study were mostly driven by people who were already receiving welfare when the program began. In the future, most people will enter Jobs First when they are applying for benefits, many being new to the welfare system. Results indicate that the main impact is to provide additional welfare benefits to people who would have worked anyway. In addition, it is possible that the generous disregard will begin to draw some low-income families onto the welfare system.

Summary 15:3

Second Assignments to Iowa's Limited Benefit Plan

BACKGROUND

The Iowa Family Investment Program (FIP) combines program changes designed to ease a family's transition from welfare to work with strict requirements that recipients participate in the development and execution of a social contract, the Family Investment Agreement (FIA). The FIA details the steps parents will take to achieve economic self-sufficiency, the financial assistance and services that the state will provide to facilitate that process and the time frame for doing so. Families which opt not to develop a FIA or fail to follow through with the self-sufficiency plan outlined in the agreement are placed on a 6 month Limited Benefit Plan (LBP) which leads to the complete loss of cash assistance for a 6-month period. After this time, participants can reapply for FIP. If participants return to FIP and again fail to meet or follow through with requirements, they are placed in a second LBP. Participants who are assigned to a second LBP are not eligible to receive FIP benefits for 6 months and are not given the opportunity to reconsider that assignment.

While the second LBP study was in progress, the State took steps to address the issue of LBP recidivism by making changes to LBP policy. Under the new policy, a first LBP will consist of an indefinite period of ineligibility for FIP lasting until the client reapplies for FIP and signs the FIA. A second LBP will consist of a minimum 6-month ineligibility period after which the client must reapply for FIP, sign the FIA and participate in PROMISE JOBS (Iowa's employment and training program) for 20 hours before benefits may resume. These changes took effect in June 1999, after the research period for this study.

Mathematica Policy Research, Incorporated (MPR) and the Institute for Social and Economic Development (ISED) conducted the evaluation using administrative data, surveys and in-depth case studies. This study follows up and complements a May 1997 study by MPR and ISED that examined FIP participants experiencing a period of no cash assistance under a first LBP assignment. The principal objective of that study was to improve the State's understanding of LBP participants, with emphasis on their financial status and coping strategies during the 6-month period of no cash assistance. The primary purpose of the second LBP study was to better understand FIP participants who had been assigned to a second LBP with emphasis on the factors and circumstances that resulted in their second assignment.

FINDINGS

The study shows that approximately 27 percent of all participants who experience a first LBP also experience a second LBP. This study also suggests that it would be difficult to identify those first LBP participants who are more at-risk of a second LBP than other first LBP participants. The policy changes implemented in June 1999 were designed to reduce LBP recidivism. Depending on the outcome of these policy changes, further steps may be desired to reduce repeat assignments to the LBP.

Most participants were assigned to a second LBP because of noncompliance with required appointments at PROMISE JOBS. Participants who failed to arrange an initial appointment most often cited a breakdown in communication between themselves and PROMISE JOBS as the reason for that failure. In contrast, participants who failed to keep a scheduled appointment with

PROMISE JOBS most often cited personal and family circumstances, such as transportation problems, work and school schedule conflict, and child care problems. This study suggests that beneath these immediate reasons for noncompliance, participants often have more fundamental barriers to compliance such as low self-esteem, poor problem-solving skills, or the unwillingness to make employment a priority in their lives. This implies that in order to prevent noncompliance, participants and staff need to work together to identify and address not only immediate barriers but also more fundamental barriers.

The study found that while some participants experienced a decline in their standard of living after entering a second LBP most experienced an increase or no change. Participants were more likely to be employed after entering a second LBP than before, and average total household income was higher after entering a second LBP than before. However, a substantial number of participants (one-third) experienced a decrease in household income after entering a second LBP. To help make ends meet, participants increased their reliance on social networks for access to a telephone, transportation, children's things, a place to stay, money, and food or meals. Continued access to government assistance, particularly Food Stamps and Medicaid, was also important to participants in a second LBP.

Summary 15:4

Interim Process Study Report: An Implementation of Welfare Reform in Nebraska

BACKGROUND

ACF awarded grant funds for an implementation and outcomes study of welfare reform in Nebraska. This interim report describes a qualitative assessment of the early implementation of Employment First in four sites conducted by Mathematica Policy Research, Inc. (MPR).

Nebraska, like other States nationwide, is reforming its welfare system. A system that previously focused on providing eligible needy families with cash assistance and other supports is now building capacity to prepare low-income parents to work and become self- sufficient. Instead of emphasizing immediate entry into the labor market for all clients, as many States do, Nebraska's Employment First program uses an assessment-choice, case management model of service delivery which assesses clients' interests and needs and connects them with an individualized mix of opportunities and services.

Job search assistance to help clients find jobs quickly- -a key opportunity offered by Employment First- -is likely to be appropriate for many clients. However, other skill-building opportunities- -such as work experience, post-secondary education, and vocational training- -are also available to help clients who can benefit from them prepare for self-sufficiency, and sanctions and a two-year time limit on cash assistance are used to encourage client responsibility, participation, and progress.

FINDINGS

A great deal has already accomplished in Nebraska to implement the system-wide changes that welfare reform requires. Administrators have reorganized staff, implemented new service delivery methods, and begun to develop strong community partnerships that promote service coordination. Frontline staff have reinvented their work by assuming many new responsibilities. Still, as in other States, the implementation of welfare reform in Nebraska is in its early stages, and many challenges remain. A qualitative assessment of the early implementation of Employment First in four Sites (Omaha, Lincoln, Scottsbluff, and Columbus), suggests several key findings:

- Significant progress has been made in providing case management services to clients. However, key improvements are needed to achieve full implementation of case management services to all clients.

- Group job search assistance has been implemented successfully; nevertheless, the local sites have not yet been able to fully take advantage of the flexibility that the assessment-choice model gives them to engage clients in other available employment preparation activities.

- The local sites provide a wide range of supportive services to clients in a relatively consistent way. Less progress has been made in addressing transportation, and child-care flexibility issues. In addition, case managers are facing difficulties in serving clients with more chronic personal problems, such as alcohol and drug abuse, domestic violence, and mental health problems.

- Case managers apply sanctions and time limits in a manner that encourages client participation, being careful not to penalize clients when the services they need have not yet been provided. Sanctions are not always applied as strictly as policy allows, however, and case managers are uncomfortable with the discretion they have been given to determine which clients might qualify for a "hardship exemption" when their two-year time limit expires.

Summary 15:5

Evaluation of the North Carolina Work First Program
Operation of the Work First Program in Selected Counties

BACKGROUND

The North Carolina Work First program was designed to help TANF parents work to support themselves and their families. The key component of Work First is the imposition of a 24-month time limit for nonexempt families receiving cash assistance. Families whose cash benefits were terminated after reaching the time limit are ineligible to reapply for welfare for three years. A month-to-month extension may be granted to families who have complied with their Personal Responsibility Contracts, but are unable to find work. Through Work First parents can receive short-term training and families can get childcare and other services to assist them in becoming self-sufficient. Other policies of the program include asset and disregard changes, welfare diversion, requiring that minor parents live at home or in a supervised living situation and a family cap.

This report describes the operation of the Work First program in eight counties located in different regions of the state. Site visits were made by MAXIMUS, the evaluation contractor, to each of the eight counties during 1999 as part of the multi-year evaluation of the Work First program. The site visits were part of the "process evaluation" of the program, focusing on how the Work First program is being implementing and operated by selected counties.

Under Work First legislation and policy, individual counties have some degree of flexibility in how they implement and operate their Work First programs. The major goals of the site visits were to identify innovative practices that might be of interest to state policy makers and officials in other counties; examine the challenges that counties are facing in implementing Work First legislation and policy; and determine how differences between counties in caseload trends and performance indicators may be affected by how the Work First program has been implemented in each county.

FINDINGS

The caseload declined significantly in all the counties since Work First began. However, the rate of decline is beginning to level off, especially in larger counties. One of the reasons for the decline is that many of the remaining cases are the "hard-to-serve." They include individuals with severe barriers to employment. Another factor is the large number of "child only" cases remaining in the caseload. These cases are not subject to Work First time limits or work requirements. Several of the counties have begun to adopt special strategies to address the needs of the hard-to-serve cases. These strategies included creating improved linkages with other programs and services in the community and developing specialized staff positions or contractual arrangements to meet the needs of the hard-to-serve recipients.

Several of the counties had experienced a decline in the percentage of Work First recipients who were in "countable" work activities. One of the reasons was that, as previously indicated, the caseloads were increasing made up of the hard-to-serve. These recipients are difficult to place in jobs and have poor job retention records. Another factor in the work participation rate is that persons assigned to unpaid work experience could be required to participate for relatively few hours per week. It was expected, however, that this situation would improve when the state began allowing food stamp benefits to be included in the calculation of work experience hours.

The counties are using a variety of approaches to providing employment services. Many of the counties placed special emphasis on getting recipients into unsubsidized employment as soon as possible, rather than relying on such options as skills training, remedial education, or work experience. Several counties were beginning to place more emphasis on job retention services. Several of the counties had implemented special job development and employer outreach initiatives, while other counties preferred to rely on informal networking with local employers, based on previous placements of Work First recipients. Most of the counties had only recently begun to explore linkages with the Welfare-to-Work program to provide services to the hard-to-serve recipients. Several counties have instituted special initiatives focusing on the needs of recipients with substance and mental illness problems.

Staff in all of the counties were concerned about the lack of effective sanctions for non-compliance with work activity, and were looking forward to the planned changes in the Work First sanctions policy. Many of the staff expressed concerns about the difficulty of closing non-compliant cases, and it was felt that recipients often do not take the sanctions seriously and will accept a partial sanction rather than comply. In each county, workers are given discretion in determining when to apply the sanctions. Workers typically wait for a pattern of non-compliance to develop rather than sanctioning for isolated instances of non-compliance. Individual counseling will often be used to resolved non-compliance issues before a sanction is imposed.

Very few cases had reached the 24-month time limit. The small number of persons reaching the time limits was due to several factors. First, many recipients were motivated by the time limits and work requirements to get jobs before their benefits ran out. Second, a number of clients who were initially put on the time limits had left welfare temporarily and had not yet accumulated the full 24 months. Third, counties had difficulty absorbing all non-exempt recipients into Work First employment services when the program began. Under Work First policy, the time clock does not start ticking until employment services are provided. Fourth, in some of the larger counties, it had been necessary to add months back onto the time clock for many of the recipients because the county was not always able to provide continuous case management services to these recipients. A final factor was that families with pre-school children were initially exempt from the Work First time limits, so that, on a statewide basis, families with younger children were not brought into the program immediately.

The counties reported that relatively few cases had been processed under the Work First Diversion Assistance program, but most counties are expecting an increase because of changes in state policy regarding diversions. Under the old policy, some of the counties had been reluctant to authorized diversion assistance because of concerns that applicants might not be able to pay back the funds if they later had to reapply for welfare. The elimination of the payback requirement under the new policy is expected to result in more diversions being authorized.

In general, the counties reported few problems with the availability of adequate childcare for Work First recipients moving into jobs. However, several counties have waiting lists for subsidized childcare for the working poor. The availability of subsidized childcare during non-traditional work hours was reported to be an issue in most of the counties. Licensed centers and day care homes provide most subsidized childcare, and these providers do not generally provide services during non-traditional hours.

Counties, in general, did not see transportation as a major barrier to employment among Work First recipients, but some of the rural counties had concerns about the lack of public transit, especially during evenings and weekends. Each of the counties had undertaken initiatives to try to make transportation more readily available to Work First recipients who obtain jobs. Charlotte (Mecklenburg County) is considering placing child care centers at mass transit facilities as part of a one-stop approach. Several counties have initiatives to provide van service to Work First clients, either through the Medicaid transportation program or through other arrangements. Guilford County has an arrangement with the High Point Housing Authority to provide van service to residents of public housing projects. Some of the rural counties have car purchase and car donation programs, as well as arrangements for car repair. Avery County uses TANF funds to purchase vans. Smaller counties encourage clients to car pool or make other arrangements to get to work if they do not own cars.

None of the counties reported any major issues with enforcing the school attendance, immunization, and medical check-ups. The counties had imposed very few sanctions.

Summary 15:6

Forty-Two Month Impacts of Vermont's Welfare Restructuring Project

BACKGROUND

The Vermont Welfare Restructuring Project (WRP) is a welfare reform waiver demonstration with a time limit followed by work requirements. The program requires most recipients to participants to participate in paid community work experience after 15 months (two-parent families) or 30 months (single-parent families) of receiving cash assistance if they cannot find work in wage-paying jobs. Participation in Reach-Up, Vermont's welfare-to-work program is voluntary until two months before recipients reach these time limits. Other policies include a set of financial work incentives requiring that minor parents live at home or in a supervised living situation and requiring parents with temporary disabilities to participate in rehabilitation and training programs. This report provides an update to the impact estimates presented in the October 1998 report entitled Implementation and Early Impacts of Vermont's welfare Restructuring Project. Impacts on key outcomes are presented through 42 months of follow-up.

FINDINGS

The major finding is the work-trigger time limit was necessary for producing impacts. WRP's financial incentives alone generated no significant changes in employment or income for single families. Once single parents began to reach the 30-month work-trigger time limit, the program began to substantially increase employment rates and reduce the proportion of parents who received welfare without working. WRP changed the composition of income for single-parent families. They relied more on earnings and less on cash assistance. However, the program did not affect these families' total combined income from public assistance and earnings because the decrease in cash assistance offset the increase in earnings. These results do not include the federal or state EITC, which provide additional income to many working families.

WRP's impacts for two-parent families with an incapacitated parent were generally similar to those for single-parent families. WRP did not significantly increase employment or earnings for two-parent Unemployed Parent (UP) families, but the program's incentives and changes in eligibility rules increased the receipt of cash assistance and payment amounts for these families.

The findings for both single-parent families and two-parent families are consistent with the findings presented in the 1998 report.

Summary 15:7

Early Implementation of the Welfare-to-Work Grants Program: Report to Congress

BACKGROUND

Through the Balanced Budget Act of 1997 (BBA), Congress created the federal Welfare-to-Work (WtW) Grants Program to help the hardest-to-employ welfare recipients get and keep jobs. The BBA authorized the Department of Labor to award $3 billion in fiscal years 1998 and 1999 to states and local communities to promote job opportunities and employment preparation for those facing the greatest barriers to employment. The BBA also requires HHS to evaluate the WtW program in consultation with the Department of Labor and to report the findings of the evaluation to Congress. HHS has released the first report under the evaluation.

FINDINGS

This report presents an overview of WtW grantees' early implementation status and program plans, as reported in a survey of all grantees conducted in November and December 1998. Key findings include:

- Grantees are planning or beginning to provide services intended to get participants into work activity quickly, through a variety of approaches.

- Supported work activities are a major program priority: Two-thirds of survey respondents say they will help clients get unsubsidized employment, but nearly all - 91 percent - will provide supported employment activities such as wage subsidies, on-the-job training and community service as an interim step toward unsubsidized employment. This approach is consistent with the program's focus on long-term welfare recipients with severe barriers to employment and poor work experience.

- Programs are still in the very earliest stages of implementation, in part because many grantees did not get WtW funds until relatively recently. (Many grantees had received funds only shortly before the survey was conducted.) Grantees also are having difficulty recruiting participants at their anticipated pace in the early months. At the time of the survey in late 1998, 43 percent of responding grantees had enrolled clients, and these programs had enrolled an average of 64 people. For many grantees, the early pace of enrollment will need to increase if planned enrollment levels are to be achieved.

- Grantees believe that the WtW eligibility criteria are too strict. While many of the hardest to employ are being served or will be served, still more who face very similar problems could benefit from WtW services if eligibility categories were modified. Most grantees responding to the survey report that they feel the eligibility requirements for WtW are too restrictive and exclude some people from their programs who have serious barriers to employment, most notably individuals who have a high school diploma or GED but still have few basic skills.

This report is an initial step in the overall evaluation of the WtW grants program, a multi-faceted approach to understanding the impacts and implementation issues of targeting services to the hardest to employ.

Summary 15:8

Rural Welfare to Work Strategies Research Synthesis

BACKGROUND

The *Rural Welfare to Work Strategies Research Synthesis* is one of the deliverables developed by Macro International Inc., the contractor providing technical assistance to the ten Rural Welfare to Work Strategies projects. Rural welfare populations possess unique characteristics and face unique circumstances affecting their ability to achieve the requirements and intent of welfare reform. Although there are extensive bodies of literature both on rural matters and on welfare-related matters, there is relatively little information about rural welfare issues. This report synthesizes available knowledge and, where appropriate, draws inferences from studies about the ways that welfare reform is likely to affect rural welfare to work strategies.

FINDINGS

- Current research shows the conditions that rural welfare recipient are likely to face and some ways that they differ from urban welfare recipients.

- What is most remarkable, perhaps, is the relative dearth of systematic, evaluative information about rural welfare to work strategies. For several reasons, the population and the subject have received very little attention from the welfare research industry.

- The low number of welfare recipients in rural areas creates methodological challenges that evaluations cannot easily accommodate. The low figures mean that participants cannot be assigned to treatment and control groups that are large enough from which to draw statistically meaningful conclusions.

- The diversity of rural areas impedes researchers' ability to "control" for environmental conditions.

- The low incidence of rural welfare participation means that rural welfare matters are less likely to generate public and political attention than urban welfare matters.

- The resources required to produce statistically valid findings about rural welfare matters are probably substantially higher, relative to the size of the population that could be affected by those findings.

- Until ACF began the rural welfare to work strategies initiative, the federal government (traditionally a major sponsor of important welfare-related research) had paid scant attention to welfare operations in rural settings.

Summary 15:9

Big Cities and Welfare Reform: Early Implementation and Ethnographic Findings from the Project on Devolution and Urban Change

BACKGROUND

This report is the first major report from the Project on Devolution and Urban Change, being conducted by the Manpower Demonstration Research Corporation. This multi-disciplinary, longitudinal project examines the implementation and impacts of welfare reform in four large urban areas – Cleveland (Cuyahoga County), OH, Philadelphia, PA, Los Angeles, CA, and Miami, FL. Most welfare reform studies to date have not been in large cities, and thus have not addressed the challenges posed by high levels of unemployment and by concentrated poverty. These questions are critical because caseloads have not declined as much in cities as in other parts of the country, and also because the lessons from urban areas may be applicable elsewhere in the case of an economic downturn.

In addition, the Urban Change project brings together data from an unusually wide array of sources: longitudinal administrative data for all families receiving AFDC/TANF or Food Stamps dating back to 1992, survey data, an implementation study, neighborhood indicators, an institutional study focusing on local service providers, and an ethnographic study of a limited number of families. This will allow the researchers to capture effects that might be missed in one approach, and to improve understanding of the strengths and weaknesses of each approach This initial report is based on the implementation and ethnographic components of the Urban Change study. The site visits and interviews were conducted during late 1997 and early 1998, at an early stage in these sites' implementation of welfare reform.

FINDINGS

The four sites were at different stages in their implementation of welfare reform. In three of the four study states (CA, FL and OH), the state had devolved at least some of the decisions about the implementation of welfare reform to a sub-state levels. Welfare reform has also resulted in the involvement of new organizations in the delivery of services to welfare recipients. The negotiation and implementation of both policy and administrative decisions have, in some cases, delayed the start of delivery of new services to clients. However, some patterns had emerged across the sites:

- All four states were in the process of implementing time limits. At the time of the site visits, the Los Angeles welfare department had not yet begun to inform recipients systematically about the new time limits. In the other sites, staff were delivering a strong message about the time-limited nature of welfare. Staff tended to emphasize the first time limit that clients faced, whether it was a termination time limit or a deadline by which clients must find employment, rather than the longer lifetime limits. Staff rarely mentioned extensions or exemptions, fearing that to do so would only raise false hopes.

- There has been a strong shift towards "work-first" approaches under TANF. Prior to TANF, Cuyahoga, Miami, and Philadelphia had all emphasized education and training before job search. (Los Angeles had made the shift to work-first during the early 1990s.) Since TANF, all sites have adopted a work-first approach that primarily depends upon individual job search and job clubs. Education and training are generally reserved for those participants who could not find a job during the initial job search. So far, there has been little use of unpaid work experience in these sites.

- So far, only Miami-Dade County has consistently sanctioned recipients at a substantially higher rate than before TANF. In Cuyahoga County, there was a brief wave of additional sanctions when previously non-participating clients were called in to participate in the welfare-to-work program. In the other sites, sanctions have not yet increased compared to the pre-TANF period.

- Staff and administrators at all four sites perceived the need for additional services. So far, the agencies had focused on the initial administrative hurdle of establishing a work first program and calling in almost all recipients to participate (many more than had participated in previous programs). Among the future needs identified were more staff training, improved automated data, programs for hard-to-serve recipients, intensive job development, and job retention and skills upgrading services.

- The report also contained preliminary findings based on the first round of ethnographic interviews of women living in high-poverty neighborhoods in each of the study cities.

- In general, recipients understood the basic concepts that welfare was now time-limited and that they were expected to find a job, although they did not know all the details of the policies or about the transitional benefits for which they might be eligible once they found a job. Respondents often shared some of the critical views of welfare recipients held by the general public, and said that they approved of mandatory job search requirements because it would smoke out those who were taking advantage of the system.

- Younger recipients, respondents with more limited employment histories, and recent immigrants tended to be hopeful that welfare reform would allow them to get jobs and improve their families' lives, while those who were older and with more employment history were more cynical. They questioned whether they would really be better off, even if they were able to find jobs. Respondents in Los Angeles, who had previous exposure to job search requirements prior to TANF, were also more skeptical about the value of the program than respondents in the other cities.

- Respondents were concerned about adequate supervision of school-aged children if they went to work, as well as about the quality of child care for younger children.

Summary 15:10

Welfare Reform, the Economic and Health Status of Immigrants and the Organizations That Serve Them

BACKGROUND

The Urban Institute has received a grant under a cooperative agreement supported by ASPE, ACF, HCFA, the Department of Agriculture and the Immigration and Naturalization Service. The main objective of this study is to profile the health, employment, economic hardship and participation in government programs of immigrants — with special attention to distinguishing different categories of immigrants and to drawing comparisons with the native population. The study will explore the impacts of welfare reform on immigrant families and the organizations that serve them — with special attention to both individual and institutional adaptations. To accomplish these objectives the project will supplement an examination of existing secondary data with intensive data collection in two cities that together account for one-fourth of the immigrant population in the United States — Los Angeles and New York. The Urban Institute is conducting a survey of 1625 immigrant households in each city, including intensive interviews with public and private community organizations that serve immigrants, and in-depth, in-person interviews with immigrant families affected by the new laws. Secondary data is being used to present national profiles of the immigrant population and to compare them with natives. Local administrative data is being used to capture relevant trends in program participation and, where possible, to develop neighborhood indicators of health and other trends.

The main deliverable required under this grant is a final report due October, 2000. However, the Urban Institute made it clear in their grant proposal that they intended to provide as many interim analyses as became feasible. In 1999, they completed two such interim analyses. The first analysis used Census' Current Population Survey (CPS) data and was completed in early March 1999. The second analysis was completed in June 1999, and also was based on CPS data and examined the prevalence of "mixed status" families (i.e., families with both immigrant(s) and citizen(s)), and the potential policy and legal implications of that data.

FINDINGS

- Immigrant families constitute a disproportionate share of recent overall declines in program participation.

- From 1994 to 1997 (i.e., prior to full implementation of welfare reform), welfare use by non-citizens declined by 35 percent from 1994 to 1997, while use by citizens declined 15 percent.

- During the same time period, Medicaid use by citizen households under 200 percent of poverty did not change significantly, while non-citizen family participation dropped 19 percent.

- Ten percent of all <u>children</u> in the United States live in mixed status families; in Los Angeles 47 percent, and in New York 27 percent, of all children live in mixed status families.

- Nine percent of all U.S. <u>families</u> are mixed status families, and 14 percent of low-income families in the U.S. (i.e., families below 200 percent of poverty) are mixed status families; in Los Angeles 59 percent, and in New York 30 percent, of all low-income families are mixed status families.

These two interim analyses provide important conclusions, hypotheses, and illuminate certain issues. Based on CPS data of participation rates, there was a greater decline in program participation by immigrant families (including their citizen children) compared to citizen families even prior to full implementation of welfare reform. In May of 1999, the INS and State Department issued more specific guidance to immigration officials clarifying several issues related to implementing public charge. A particularly significant clarification was that only cash assistance for income maintenance purposes (and in limited circumstances long-term care for institutionalization) was relevant to determinations of public charge.

The demographic prevalence of mixed status families and the impact of welfare and immigration reform on citizen children may pose longer term social and economic issues. For example, the citizen children currently being raised in immigrant families will be reaching their productive years at the same time as the "baby boom" population will be retiring, and when there will be fewer workers to support retirees than currently exist. Under most assumptions, it will be important for the relatively smaller future labor force to be as productive as possible in order to help mitigate the financial and social pressures related to these larger demographic trends.

Both of these reports can be obtained through the internet at:
"http://www.urban.org/socwelfare.htm#immigration."