



# **Temporary Assistance for Needy Families (TANF) Program**

**Third Annual Report to Congress  
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**U.S. DEPARTMENT OF HEALTH AND HUMAN SERVICES  
Administration for Children and Families  
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**TANF REPORT TO CONGRESS**

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## **I. INTRODUCTION AND EXECUTIVE SUMMARY**

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

These strategies of requiring work and responsibility and rewarding families who have gone to work are paying off. Since welfare reform there has been a dramatic increase in work participation (including employment, community service, and work experience) among welfare recipients. The percentage of recipients who were working reached an all-time high, 33 percent, compared to less than 7 percent in 1992 and 11 percent in 1996.

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

### **EMPLOYMENT AND EARNINGS OF NEEDY FAMILIES**

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

*The percentage of working recipients reached an all-time high in FY99 at 33 percent, compared to less than 7 percent in 1992 and 11 percent in 1996.* Thus, over one in three recipients was working in a typical month, the highest level ever recorded and nearly a fivefold increase since 1992. The vast majority of recipients who were working were in paid employment (28% of the total or 85 percent of those working); others were engaged in work experience and community service.

*All States met the all-families participation rate standard in FY99, as did the District of Columbia and Puerto Rico.* The national participation rate for all families increased to 38.3 percent for FY 1999 from 35.3 percent in FY 1998, even while caseloads continued to decline by 18 percent over the same period.

*Of the thirty-six States, the District of Columbia, and Guam that had two-parent family programs subject to a work participation rate, twenty-eight met the FY 1999 two-parent participation standard.* The national rate for two-parent families increased to 54.7 percent in FY 1999 up from 42.4 percent in FY 1998.

***TANF administrative data just for welfare recipients who remain on the rolls indicate that the average monthly earnings of those employed increased.*** Earnings increased from about \$466 per month in FY 1996 to \$533 in 1998 and \$598 in FY 1999, increases of 19 and 28 percent respectively.

***Although welfare reform is having a positive effect, early data tell an earnings story somewhat more complicated than the employment story.*** Studies of welfare reform in Connecticut and Minnesota suggest that those programs achieved annual earnings gains in the range of \$700-\$800 for long-term recipients. However, both programs had no effect on the earnings of recent applicants who were likely to earn more than long-term recipients. The Urban Institute has found the average earnings of those who have left welfare are well above minimum wage – with studies showing hourly wages of \$6.60 - \$6.80.

## **MAKING WORK PAY**

***New research illustrates that a strong commitment to augmenting programs that strongly push parents to work with well-implemented approaches to making work pay can succeed in producing a broad range of improved outcomes for families and children.*** In general, research on the impacts of welfare reform on family income, food security and hunger, health insurance status, child outcomes, and other family experiences is not providing a definitive picture at this point. However, preliminary reports are promising. The first systematic and rigorous findings on these issues have just been released in an evaluation of a pilot program, the Minnesota Family Investment Plan (MFIP), on which the State's TANF program is based. MFIP produced increased income across a broad range of families. It also produced other consistently positive effects, especially for families headed by long-term recipients, including a reduction in children's behavior problems, and an increase in children's attachment to, and performance in, school. In addition, it dramatically reduced the incidence of domestic violence, a finding that has never been observed in any other rigorously evaluated welfare program. It also increased families' access to child care and health insurance. Finally, it significantly increased the proportion of children living in two-parent families.

## **TRENDS IN EXPENDITURES AND CASELOADS**

***States are making significant new investments in the TANF program.*** The total TANF expenditures (combined Federal funds and State MOE funds) for FY 1999 were \$22.6 billion, the same as last year. This level spending seems to indicate that States are making significant new investments in work supports for TANF recipients, since welfare caseloads were declining over the same period and the associated spending on cash assistance was also going down. In FY 1999 the total spending on cash assistance was \$13.4 billion compared to \$14.6 billion in FY 1998. Total spending on work activities increased 17 % over the \$1.5 billion spent in FY 1998. In FY 1998 States spent \$1.259 billion of Federal and State funds on child care. In FY 1999 they spent \$1.98 billion. By the end of FY 1999 States have expended, transferred or obligated 95% of their TANF funds for fiscal years 1997 – 1999.

***There continue to be dramatic declines in welfare caseloads.*** Overall, the welfare caseload has fallen by 7.8 million recipients, from 14.1 million recipients in January 1993 to 6.3 million in December 1999, a drop of 56 percent since President Clinton took office. This is the largest welfare caseload decline in

history and the lowest percentage of the population on welfare since 1965. Caseloads have fallen 49 percent since the enactment of the welfare reform law – 73.2 percent of the entire decline has occurred since August 1996. The percentage of the population on welfare has fallen by nearly half since 1993, dropping from 5.5 percent in FY1993 to 2.3 percent in December 1999. An August 1999 report by the Council of Economic Advisers (CEA) found that the implementation of welfare reform is the single most important factor contributing to the widespread and continuous caseload declines from 1996 to 1998. CEA estimates that the program changes implemented as a result of welfare reform account for approximately one-third of the caseload reduction from 1996 to 1998. The strong economy has also played an important role, accounting for approximately 10 percent of the decline between 1996 and 1998.

<i>Fiscal years</i>	<i>Estimated U.S. Population (000's)</i>	<i>AFDC/TANF Recipients</i>	<i>Percent of U.S. Population</i>
<b>1992</b>	254,462	13,625,342	5.4
<b>1993</b>	257,379	14,142,710	5.5
<b>1994</b>	259,935	14,225,651	5.5
<b>1995</b>	262,392	13,660,192	5.2
<b>1996</b>	264,827	12,644,915	4.8
<b>1997</b>	267,346	10,823,002	4.0
<b>1998</b>	269,845	8,778,815	3.3
<b>1999</b>	272,286	7,187,753	2.6
<b>December 1999</b>	274,076	6,274,555	2.3

## **HIGH PERFORMANCE BONUS**

*Twenty-seven States were awarded the FY 1999 high performance bonuses.* The overall national results were very impressive. Based on the data from the 46 States that competed for the bonus, more than 1.3 million adults on welfare went to work between October 1, 1997, and September 30, 1998. Retention rates were also promising: 80 percent of those who had jobs were still working in the subsequent three month period. The States also reported an average earnings increase of 23 percent for current and former welfare recipients from \$2,088 in the first quarter of employment to \$2,571 in the third quarter.

## **FORMATION OF TWO-PARENT FAMILIES**

The recently released final report on the Minnesota Family Investment Plan (MFIP) evaluation has produced the first clear evidence of how a welfare reform strategy can have substantial positive effects on the maintenance and formation of two-parent families. MFIP, which combined strong work requirements for long-term recipients plus generous financial work incentives, increased both the formation and maintenance of two-parent families. Three years after entering the program, almost 11 percent of single parents who were long-term recipients were married compared to 7 percent of a control group who received AFDC. Even more dramatically, 67 percent of two-parent families who entered MFIP were married at the end of three years compared to 49 percent of the AFDC control group, a 38-percent increase.

## **OUT-OF-WEDLOCK BIRTHS**

*Five States were awarded bonuses to reward reduction in out-of-wedlock births.* On September 13, 1999, DHHS Secretary Shalala announced the award of \$100 million in new bonuses to five awardees for achieving the nation's largest decreases in out-of-wedlock births between 1994 and 1997. The awardees were Alabama, California, the District of Columbia, Massachusetts, and Michigan. Each jurisdiction received \$20 million.

*During the 1991-1998 period, teenage birth rates fell in all States and the District of Columbia and the Virgin Islands.* Nationally, teen birth rates continued an eight year decline, falling 20 percent from 1991 to 1999 to the lowest levels on record. Declines in the teen birth rate are seen among younger and older teens, married and unmarried teens, all States and all racial and ethnic groups.

*The Office of Child Support Enforcement has a preliminary total of 1.5 million paternities established and acknowledged for fiscal year 1999.* This is triple the number in 1992 and reflects the same total as reported in fiscal year 1998. The numbers may appear stable due to the new reporting requirements.

## **INCOME AND CHILD POVERTY**

*Child poverty has declined from 22.7 percent in 1993 to 18.9 percent in 1998 -- the biggest five-year drop in nearly 30 years.* The poverty rate for female-headed families with children has declined from 41.5 percent in 1995 to 38.7 percent in 1998, the most recent year available. This is an all-time low. And the overall poverty rate has also fallen from 15.1 percent in 1993 to 12.7 percent in 1998 -- that's the lowest poverty rate since 1979 and the largest five-year drop in poverty in nearly 30 years.

## **DEMOGRAPHIC AND FINANCIAL CHARACTERISTICS OF FAMILIES RECEIVING ASSISTANCE**

*Examining demographic trends over the decade suggests that certain aspects of the caseload have been changing and that most of these changes were larger since 1996.* The caseload is now made up of a greater proportion of minorities (most of this mirrors the growing proportion of the overall population that is Hispanic), somewhat older parents with somewhat older children, and a substantially higher proportion of cases where no adult receives assistance. A new report by the Brookings Institution tracks welfare caseloads in the 89 counties that contain the 100 largest U.S. cities. It finds that, over the last five years, welfare caseloads have become predominantly urban. In 1994, when national welfare rolls hit a historic high, 48 percent of welfare recipients lived in the 89 counties. By contrast, in 1999, these counties were home to 58 percent of the nation's welfare recipients.

*The average number of persons in TANF families was 2.8 persons.* The TANF families averaged 2 recipient children, which remained unchanged. Forty percent of TANF families had only one child. Ten percent had more than three children.

*About 29 percent of TANF families had no adult recipients, up about 6 percentage points for the 49 States that reported child-only cases for the October 1997 – September 1998 period.* Two-thirds of TANF families had only one adult recipient, and five percent included two or more adult recipients.

Fifteen States did not include two-parent family cases in the TANF data reporting system because they placed two-parent families in separate State programs. Between FY 1998 and FY 1999 the number of child-only cases increased, the first such increase since FY 1996.

***Ninety eight percent of TANF families received cash and cash equivalents assistance with a monthly average amount of \$357 under the State TANF program.*** Of such TANF families, 81 percent received Food Stamp assistance, which is consistent with previous levels. Also, almost every TANF family was enrolled in medical assistance under an approved State Medicaid plan.

## **STATE POLICY CHOICES**

***States are promoting work in their TANF programs through a combination of requirements, incentives, and other policy changes.*** Under the TANF program, parents or caretakers receiving assistance must engage in work (as defined by the State) within 24 months or less at the State's option. Twenty-eight States require families to begin participating immediately, and 9 other States require participation within 6 months of receipt of cash assistance. Twenty-two States have either no exemption for parents with infants or an exemption that is substantially shorter than the one-year period provided for under Federal law (i.e., 3, 4, or 6 months). In addition, every State has adopted the option to develop Individual Responsibility Plans for recipients.

***States have also made a number of policy changes that help to make work pay.*** The majority of States have changed their policies on the treatment of recipient earnings, by expanding the amount of earnings recipients can keep and/or the period for which earnings disregards are available. Also, the majority of States (33) have removed the additional categorical eligibility requirements that applied to two-parent families under prior law; these changes make it easier for two-parent families to retain benefits when they go to work. Here, we note that many States have focused their benefit expansions on working families; few States have substantially raised their maximum benefit levels (i.e., the amount paid to families with no countable income).

Every State has raised its vehicle asset limit, making it easier for families to own a car that is reliable and can get them to work. In addition, most States have raised their general resource limits. For example, 21 States raised the general resource limit for both applicants and recipients to \$2000. More generally, 40 States raised the general resource limit for both applicants and recipients, 4 States raised the resource limit for recipients only, and Ohio no longer has a specified resource limit. Thirty-one States took the option to expand categorical eligibility for food stamps, allowing them to apply more generous TANF asset limits to the Food Stamps program as well. In addition, 30 States have implemented Individual Development Account programs that enable individuals to accrue assets for specified purposes such as purchasing a house or post-secondary education. Several States also allow these accounts to be used to save for a car.

***State policies to limit the time that families may receive TANF assistance vary.*** Currently, 38 States apply a 60-month lifetime time limit; 4 States have a 24-month or shorter lifetime limit (1 of which continues benefits to the children), 3 States have a general 36-month or 48-month lifetime limit. Three States are continuing waivers and do not currently apply a lifetime limit and a few non-waiver States also indicate that they intend to provide benefits beyond 60 months (e.g., by using State funds).

Thirteen States have "intermittent" time limits that deny (or reduce) benefits for a period of time for families that have accrued a certain number of months of assistance. These policies take one of two forms. Some States restrict the number of months a family can accrue during a fixed period of time (e.g., 24 months in a 60-month period). Others make the family ineligible for a fixed number of months once it has accrued a certain number of months of assistance (e.g., a family is ineligible for 12 months once it has accrued 24 months).

Most States provide exemptions to their State time limits that "stop the clock" for categories of families that are not exempt under the Federal statute. The most common State exemptions include: families that have adults or children with disabilities; victims of domestic violence, families with an elderly head of household; and families in which the adult is caring for a small child.

Among the families that most typically receive extensions of their time limits under State policies are: victims of domestic violence, families with adults or children with disabilities, and families that have made a good faith effort to become self-sufficient.

***Most State TANF programs have implemented office procedures to assess or screen individuals for barriers to employment such as domestic violence, learning disabilities, physical disabilities, alcohol dependence, drug dependence, depression, and other mental health issues.*** Thirty-seven States assess or screen for at least four of these barriers. Twenty-four States offer intensive services targeted to meet at least four of these barriers. One State leaves both matters to county discretion.

***Most States are offering up-front payments or services to divert families from entering the welfare rolls.*** To date, 34 States have opted to offer diversion payments or services to families applying for TANF benefits. Most of these States provide lump-sum payments designed to address emergencies and keep families from coming on assistance. States typically restrict such payments to families who agree not to seek additional assistance for a specified period of time. In other States, the diversion program includes job search and related services designed to help the family go directly to work.

***The majority of States have certified that they have adopted the "Family Violence Option" to screen and identify victims of domestic violence, refer them to counseling and supportive services, and provide appropriate waivers of program requirements.*** To date, 38 States have certified that they adopted this provision to assist victims of domestic violence. All other States are providing related services for victims of domestic violence, but have not yet adopted the Family Violence Option.

***A number of States have taken steps to devolve program responsibilities to the counties.*** However, most State programs are still State-administered, and most States have uniform Statewide provisions on matters such as eligibility standards, benefit amounts, and available services.

***States are engaging in forums to share information and lessons learned.*** The Department has sponsored a variety of forums to support these efforts. For example, the Welfare Peer Technical Assistance Network Project gives States an opportunity to link up and share information, as well as to cross-train each other on emerging best practices. Activities sponsored in 1999 covered subject areas such as culture change, diversion, transportation, one-stop centers, service integration, substance abuse, rural partnership building and economic development, and job retention.

## CHILD SUPPORT

*In 1999, nearly 16 billion was collected for children by the child support enforcement program, an increase of 10 percent from 1998, and double the amount collected in 1992; the federal government collected a record \$1.3 billion in overdue child support from federal tax refunds alone.* A new program to match delinquent parents with financial records found nearly 900,000 accounts since August 1999 with a total value of about \$3 billion. Nearly 1.5 million men acknowledged paternity in 1998, an increase of 12 percent in one year alone and three times as many as in 1992. The Passport Denial Program has collected more than \$4 million in lump sum child support payments, and is currently denying 30 to 40 passports to delinquent parents per day in an effort to collect financial support for their children.

*Of the \$3 billion authorized under the Department of Labor's WtW program, about \$350 million has been invested in projects to help unemployed or underemployed non-custodial parents find and keep jobs and increase their earnings.* In addition, some States, including California and Idaho, use TANF funds for services to this population. The Clinton-Gore Administration's FY 2001 budget proposes \$255 million for the first year of a new "Fathers Work/Families Win" initiative to promote responsible fatherhood and support working families, critical next steps in reforming welfare and reducing child poverty. These competitive grants will help at least 40,000 low-income fathers and 40,000 low-income working families work and support their children.

## TRIBAL TANF

*By September 1999, Tribal TANF programs were serving approximately four thousand families per month.* About 40,000 American Indian families were also served by State governments in Fiscal Year 1999. Some Tribes also operate Native Employment Works (NEW) programs either independently or in conjunction with their TANF programs. Currently, there are 24 approved Tribal TANF plans, with some of them from multi-Tribe consortia.

## CHILD CARE

*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 nearly triple the \$914 million transferred in all of FY 1998.* In addition, direct State spending through the TANF program on child care services totaled \$1.98 billion. The combined amount from transfers and direct TANF program spending on child care was \$4.41 billion. Eleven percent of FY 1999 TANF funds were transferred to the child care block grant.

*Despite our investments in child care (including an additional \$4 billion over 6 years for child care in the welfare reform law), there is still a large unmet need.* Recent data show that 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% are receiving assistance in paying for child care.

## **RESEARCH AGENDA**

*HHS is committed to ensuring that the nation has the answers to major questions regarding welfare reform.* These questions can only be answered through rigorous and systematic studies. HHS's welfare reform research agenda has two broad goals: to increase the 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.

## **II. TRENDS IN CASELOADS AND EXPENDITURES**

### **Caseload Data**

There continue to be dramatic declines in welfare caseloads. Overall, the welfare caseload has fallen by 7.8 million recipients, from 14.1 million recipients in January 1993 to 6.3 million in December 1999, a drop of 56 percent since President Clinton took office. This is the largest welfare caseload decline in history, the smallest number of people on welfare since 1968, and the lowest percentage of the population on welfare since 1965. Thirty-nine States have had declines of at least 50 percent, four of at least 80 percent. There has been a decrease of 49 percent in the caseload since 1996, which accounts for 73.2 percent of the total decline. An August 1999 report by the Council of Economic Advisers (CEA) found that the implementation of welfare reform is the single most important factor contributing to the widespread and continuous caseload declines from 1996 to 1998. CEA estimates that the program changes implemented as a result of welfare reform account for approximately one-third of the caseload reduction from 1996 to 1998. The strong economy has also played an important role, accounting for approximately 10 percent of the decline between 1996 and 1998.

As Map 2:1 shows, these declines vary across the States. Tables 2:1 and 2:2 provide information on a monthly basis for States for FY 1999 for both recipients and families. Tables 2:3 and 2:4 provide information on the number of welfare caseloads by State since 1993 for both recipients and families.

### **EXPENDITURES IN THE TANF PROGRAM IN FISCAL YEAR 1999**

*Overview:* Under PRWORA, States are required to submit quarterly reports to HHS detailing how they are spending Federal and State funds in the TANF program. Below is information about the State spending in Federal fiscal year (FY) 1999.

#### **FY 1999 Highlights**

*Overall Spending.* The total TANF expenditures (combined Federal funds and State MOE funds) for FY 99 were \$22.6 billion, the same as for FY 98. This level spending seems to indicate that States are making significant new investments in the TANF program, since welfare caseloads declined over the same period and the associated spending on cash assistance also went down. In FY 99 the total spending on cash assistance was \$13.4 billion compared to \$14.6 billion in FY 98. The cash assistance category also includes “work-based” assistance: money earned by TANF recipients in return for community service jobs or work experience. Total spending on work activities increased 17 % in FY 99 over the \$1.5 billion spent in FY 98.

*Maintenance of Effort (MOE).* The TANF statute requires States to continue to spend State funds at a level equal to at least 80 % of their FY 1994 level, or 75 % if they meet the minimum work participation rates. In FY 1999, all States met their MOE requirement, expending a total of \$11.3 billion in State funds, an amount that's above the mandatory MOE spending level for the year. The mandatory MOE level will be somewhere between \$10.4 billion and \$11.1 billion, depending on how many States are eligible for the lower MOE rate based on their work participation rates for FY 1999.

Child Care. Child care is a critical support for families moving from welfare to work. In FY 1999 States increased their investments in child care significantly. They transferred a cumulative total of \$2.43 billion of Federal funds from the TANF program to the Child Care Development Fund (CCDF), which is nearly three times the \$914 million transferred in all of FY 98. In addition, States spent \$1.98 billion of their TANF funds on child care services, comprised of \$1.38 billion of their own maintenance-of-effort funds and \$604 million of Federal funds. The combined amount spent on child care from both transfers to CCDF and direct TANF program was \$4.41 billion.

Work Activities. One of the goals of the TANF program is to move welfare parents into work. Many States have changed their welfare programs to help parents get into jobs immediately, prioritizing work over other activities. In FY 1999, States spent \$1.8 billion in combined Federal and State funds on work activities, an amount equal to 8% of total program expenditures in FY 99, and a significant increase over FY 1998.

Transferring TANF Funds. States may transfer portions of their TANF grant to either the Child Care and Development Block Grant or the Social Services Block Grant. Forty-seven states reported transferring fiscal year 1999 funds in amounts ranging from less than 1 % to 30 % (the maximum allowed) of their total. In total, \$1.76 billion or 11 % of FY 99 TANF funds were transferred to the child care block grant, and \$1 billion or 6 % were transferred to the Social Services Block Grant. States also made transfers from their unobligated Federal TANF funds that were carried over from prior fiscal years (as permitted prior to the effective date of the final TANF rules). Therefore, the total amount transferred in FY 99 was \$3.7 billion, including \$2.43 billion in transfers to CCDF and \$1.26 billion in transfers to SSBG.

Administrative Costs. States are also investing more in, and expecting more from, those who administer their welfare programs. States are transforming their welfare offices into employment centers, and eligibility workers are being trained as job counselors. Total expenditures of both Federal and State funds on administrative costs amounted to \$1.8 billion, or 8 % of total expenditures in FY 1999.

Separate State Programs. Twenty-three States chose to fund programs with separate State funds in FY 99. Among those 23 States, expenditures on separate programs ranged from \$96 thousand to \$289 million. As a percentage of a given State's total State spending, the amounts spent in separate state programs ranged from 0.1% to 60%. States with separate programs spent most of their separate state program funds -- 50 % -- on cash assistance. Most of the remaining funds were spent on child care and non-direct services categorized as other expenditures.

Other Expenditures. States reported spending \$3.1 billion in combined Federal TANF funds and State maintenance-of-effort funds on other expenditures, which included fraud control programs, emergency assistance (e.g. one-time benefits to divert families from having to rely on welfare), domestic violence services, and child welfare programs.

How States Used Federal Funds. States can carry forward unobligated TANF funds for use in future years. States spent or obligated 95% of available funds through FY1999. Cumulative unobligated balances for fiscal years 1997, 1998, and 1999 equaled \$2.85 billion, or approximately 5% of the total

\$51 billion in Federal funds awarded to them since implementation of the TANF program. The \$2.85 billion in unobligated funds remain in the Federal treasury until States have an immediate need to draw them down. Thirteen States have spent or obligated all of the Federal funds they had available through the end of FY 99.

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Map 2:1

*Recipient Count, FY 1993 – December 1999*

**NEARLY EIGHT MILLION PEOPLE  
HAVE LEFT THE ROLLS SINCE 1993**

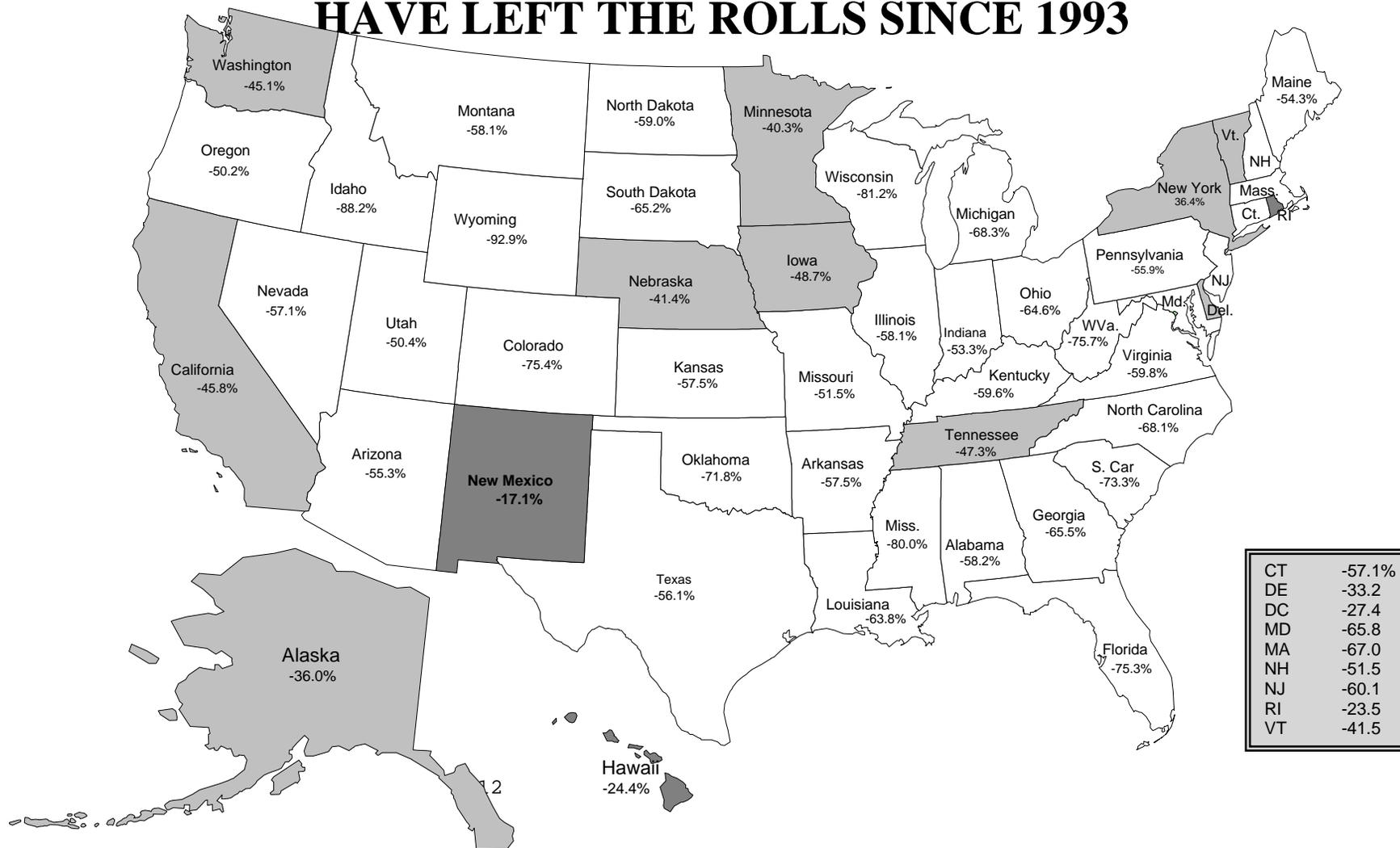


Table 2:1

**TANF: Total Number of Recipients  
Fiscal Year 1999**

	<b>Oct-98</b>	<b>Nov-98</b>	<b>Dec-98</b>	<b>Jan-99</b>	<b>Feb-99</b>	<b>Mar-99</b>	<b>Apr-99</b>	<b>May-99</b>	<b>Jun-99</b>	<b>Jul-99</b>	<b>Aug-99</b>	<b>Sep-99</b>	<b>FY99 Average</b>
<b>Alabama</b>	52,255	51,792	49,461	48,459	47,789	46,934	46,858	46,069	45,472	45,991	46,055	46,086	47,768
<b>Alaska</b>	26,556	25,517	25,472	26,883	27,216	28,020	27,774	26,793	25,393	24,579	23,609	22,546	25,863
<b>Arizona</b>	96,402	94,175	93,379	88,456	88,294	88,969	88,408	87,948	87,881	89,491	89,795	88,485	90,140
<b>Arkansas</b>	30,951	30,029	30,606	29,284	29,373	29,340	27,894	27,502	27,537	27,492	28,441	29,707	29,013
<b>California</b>	1,894,194	1,872,360	1,850,898	1,845,919	1,813,316	1,818,197	1,804,227	1,773,321	1,735,103	1,723,334	1,696,452	1,668,173	1,791,291
<b>Colorado</b>	44,130	43,068	41,674	40,799	39,323	39,346	38,246	36,608	35,469	34,426	33,676	32,507	38,273
<b>Connecticut</b>	96,437	93,626	90,510	88,304	85,700	84,072	81,600	79,695	77,737	76,675	75,633	73,692	83,640
<b>Delaware</b>	15,630	14,267	12,316	15,891	16,297	16,581	16,227	15,860	15,599	15,679	15,696	15,515	15,463
<b>Dist. of Col.</b>	53,717	53,481	53,455	52,957	52,648	52,140	51,372	51,012	49,236	48,455	48,406	48,412	51,274
<b>Florida</b>	232,157	229,817	227,156	220,216	209,581	198,101	187,414	181,580	173,341	171,160	173,469	174,588	198,215
<b>Georgia</b>	170,606	172,343	170,337	167,400	163,053	157,048	151,636	147,199	144,866	142,566	141,939	140,558	155,796
<b>Guam</b>	7,721	8,013	8,143	8,270	8,535	8,620	8,655	8,809	8,864	9,125	9,400	9,497	8,638
<b>Hawaii</b>	46,304	45,933	45,452	45,582	44,943	45,515	45,322	44,530	44,229	44,277	43,654	42,713	44,871
<b>Idaho</b>	3,342	3,096	3,128	3,061	2,959	2,897	2,760	2,529	2,397	2,336	2,319	2,222	2,754
<b>Illinois</b>	421,361	420,022	413,330	388,334	388,398	381,720	348,759	349,199	344,320	317,796	323,755	321,999	368,249
<b>Indiana</b>	101,508	101,122	102,971	105,069	105,361	113,598	111,664	111,581	110,563	112,051	112,279	111,842	108,301
<b>Iowa</b>	63,018	61,507	59,945	60,380	59,361	60,151	59,737	59,394	57,356	57,526	57,387	56,302	59,339
<b>Kansas</b>	32,435	33,219	33,140	33,376	32,977	32,873	31,484	32,085	32,532	32,173	32,748	32,199	32,603
<b>Kentucky</b>	110,339	106,705	104,683	102,370	100,644	99,560	97,362	95,217	93,444	93,792	93,120	92,415	99,138
<b>Louisiana</b>	130,262	129,480	128,016	115,791	114,436	111,074	106,328	102,785	100,577	99,402	88,042	86,470	109,389
<b>Maine</b>	37,509	36,942	36,870	36,812	34,221	34,108	33,742	36,078	35,313	34,775	34,108	33,474	35,329
<b>Maryland</b>	106,070	100,792	99,852	92,711	91,558	89,003	85,106	82,861	80,941	78,495	77,255	76,504	88,429
<b>Massachusetts</b>	158,440	154,791	151,229	131,139	127,371	123,933	131,139	127,371	123,933	121,639	121,000	121,586	132,798
<b>Michigan</b>	303,174	289,789	279,245	267,749	267,787	263,583	254,389	247,864	244,621	239,176	238,185	234,262	260,819
<b>Minnesota</b>	130,409	127,250	122,313	124,659	120,889	125,103	124,338	122,559	119,797	121,514	120,584	116,623	123,003
<b>Mississippi</b>	45,920	45,108	43,499	42,651	40,625	38,426	37,385	35,695	33,853	33,847	34,031	33,911	38,746
<b>Missouri</b>	138,259	137,303	137,954	136,782	137,084	135,383	131,695	128,247	125,981	124,830	124,296	124,519	131,861

(continued)

Table 2:1 Continued

## Total Number of TANF Recipients, FY99

	Oct-98	Nov-98	Dec-98	Jan-99	Feb-99	Mar-99	Apr-99	May-99	Jun-99	Jul-99	Aug-99	Sep-99	FY99 Average
Montana	15,405	15,515	16,133	16,152	15,689	15,508	9,798	9,199	14,079	13,764	13,454	13,191	13,991
Nebraska	34,212	35,476	34,809	35,057	34,503	34,662	33,900	32,756	32,228	32,277	32,501	29,378	33,480
Nevada	23,875	22,759	23,108	21,753	20,970	20,283	19,857	19,083	18,308	18,276	17,467	17,032	20,231
New Hampshire	15,563	15,278	15,159	15,130	15,873	16,090	16,218	15,805	15,416	15,184	14,774	14,677	15,431
New Jersey	184,566	180,257	177,848	164,815	160,357	164,405	166,482	163,285	159,721	156,344	155,257	152,535	165,489
New Mexico	79,451	79,348	80,583	80,828	81,258	80,686	80,489	79,967	77,896	77,345	78,230	76,300	79,365
New York	861,413	838,564	833,045	822,970	826,007	828,302	817,579	804,360	795,030	780,879	772,266	763,648	812,005
North Carolina	155,060	150,745	148,782	145,596	141,641	138,570	133,857	128,563	124,432	119,725	118,858	115,595	135,119
North Dakota	8,327	8,325	8,294	8,260	8,184	8,355	8,381	8,272	8,231	8,258	8,274	8,064	8,269
Ohio	331,872	301,082	294,750	284,482	285,256	282,444	271,456	263,448	258,773	252,911	251,735	247,798	275,501
Oklahoma	67,057	64,263	62,793	61,894	58,172	56,640	53,285	51,447	51,071	50,147	50,012	48,316	56,258
Oregon	43,733	43,209	44,126	44,219	45,324	45,450	45,458	44,760	44,565	44,165	43,704	43,204	44,326
Pennsylvania	330,776	322,592	315,663	313,821	307,974	304,451	293,875	286,314	279,416	277,891	275,312	269,515	298,133
Puerto Rico	115,443	114,078	113,007	111,361	109,185	107,447	105,775	104,666	103,220	101,479	100,431	99,022	107,093
Rhode Island	50,837	50,797	50,872	50,632	50,109	50,234	50,154	49,629	49,897	49,437	48,540	47,942	49,923
South Carolina	50,498	50,014	49,383	45,648	44,762	42,504	42,177	40,993	40,293	39,829	40,067	39,847	43,835
South Dakota	8,826	8,831	8,945	8,759	8,582	8,445	8,364	8,103	7,625	7,372	7,159	6,932	8,162
Tennessee	151,632	151,543	149,138	148,781	152,208	152,695	150,001	147,286	147,137	146,369	148,921	149,005	149,560
Texas	340,019	332,857	330,616	325,766	317,485	313,823	302,995	295,667	288,525	285,042	285,830	287,296	308,827
Utah	30,897	30,612	30,441	30,276	29,921	29,833	29,290	28,541	28,145	27,729	27,842	27,244	29,231
Vermont	18,539	18,396	18,260	18,324	18,251	18,230	18,163	17,772	17,585	17,487	17,333	17,403	17,979
Virgin Islands	2,985	3,059	2,897	3,541	3,539	3,533	3,458	3,473	3,531	3,419	3,388	3,387	3,351
Virginia	94,643	93,073	92,944	91,544	90,670	88,910	90,254	85,735	83,733	87,641	87,130	86,279	89,380
Washington	185,181	182,543	178,333	177,611	173,900	174,099	171,049	168,318	164,323	161,787	162,798	160,471	171,701
West Virginia	36,577	34,480	32,910	32,161	31,860	31,352	29,759	28,176	29,497	30,103	32,032	32,238	31,762
Wisconsin	50,362	49,214	47,937	47,336	47,698	47,776	45,844	45,299	45,292	44,644	44,679	44,522	46,634
Wyoming	1,863	1,834	1,913	1,886	1,785	1,770	1,818	1,690	1,621	1,552	1,472	1,395	1,717
<b>U.S. Totals</b>	<b>7,818,718</b>	<b>7,680,291</b>	<b>7,577,723</b>	<b>7,427,907</b>	<b>7,330,902</b>	<b>7,289,792</b>	<b>7,131,257</b>	<b>6,992,998</b>	<b>6,865,945</b>	<b>6,773,658</b>	<b>6,724,800</b>	<b>6,639,043</b>	<b>7,187,753</b>

Table 2:2

**TANF: Total Number of Families  
Fiscal Year 1999**

	<b>Oct-98</b>	<b>Nov-98</b>	<b>Dec-98</b>	<b>Jan-99</b>	<b>Feb-99</b>	<b>Mar-99</b>	<b>Apr-99</b>	<b>May-99</b>	<b>Jun-99</b>	<b>Jul-99</b>	<b>Aug-99</b>	<b>Sep-99</b>	<b>FY99 Average</b>
<b>Alabama</b>	21,799	21,611	20,850	20,505	20,283	20,009	19,980	19,687	19,399	19,672	19,704	19,719	20,268
<b>Alaska</b>	8,768	8,436	8,388	8,756	8,836	9,059	8,973	8,701	8,304	8,067	7,759	7,481	8,461
<b>Arizona</b>	36,040	35,292	35,101	34,055	33,917	33,867	33,358	33,186	33,201	33,681	33,797	33,805	34,108
<b>Arkansas</b>	12,559	12,262	12,486	12,057	12,065	12,095	11,614	11,442	11,422	11,380	11,713	12,178	11,939
<b>California</b>	653,003	646,402	641,359	639,059	629,027	630,301	626,534	617,872	607,278	606,553	599,784	591,977	624,096
<b>Colorado</b>	16,336	15,697	15,367	14,988	14,568	14,609	14,267	13,731	13,361	13,030	12,803	12,427	14,265
<b>Connecticut</b>	38,184	37,203	36,225	35,481	34,625	34,140	33,278	32,677	31,963	31,555	31,260	30,596	33,932
<b>Delaware</b>	6,245	5,797	5,087	6,390	6,501	6,574	6,488	6,376	6,314	6,348	6,404	6,366	6,241
<b>Dist. of Col.</b>	19,851	19,741	19,751	19,548	19,409	19,148	18,909	18,750	18,614	18,435	18,363	18,227	19,062
<b>Florida</b>	92,662	92,406	91,791	89,674	86,078	81,957	78,408	76,374	73,520	72,905	73,789	74,430	82,000
<b>Georgia</b>	68,889	67,724	67,085	66,070	64,610	62,488	60,548	59,052	58,257	57,464	57,265	56,936	62,032
<b>Guam</b>	2,261	2,334	2,377	2,423	2,511	2,532	2,555	2,582	2,603	2,676	2,757	2,788	2,533
<b>Hawaii</b>	16,503	16,400	16,324	16,247	16,027	16,298	16,249	15,962	15,846	15,869	15,316	14,843	15,990
<b>Idaho</b>	1,559	1,482	1,502	1,468	1,440	1,435	1,380	1,299	1,267	1,251	1,261	1,219	1,380
<b>Illinois</b>	141,497	140,138	138,264	130,393	129,385	127,483	116,941	116,262	114,686	105,723	106,616	105,916	122,775
<b>Indiana</b>	35,520	35,415	35,095	35,544	35,646	38,377	37,692	37,583	37,265	37,487	37,543	37,405	36,714
<b>Iowa</b>	23,234	22,725	22,193	22,322	22,001	22,284	22,141	21,970	21,270	21,278	21,179	20,830	21,952
<b>Kansas</b>	12,784	13,054	13,042	13,082	12,932	12,931	12,799	12,645	12,497	12,722	12,927	12,722	12,845
<b>Kentucky</b>	46,731	45,354	44,649	43,799	43,249	42,835	42,067	41,283	40,687	40,368	40,376	40,242	42,637
<b>Louisiana</b>	46,021	45,793	45,401	41,510	40,976	39,868	38,337	37,247	36,604	36,138	32,494	32,077	39,372
<b>Maine</b>	14,281	14,047	14,012	13,984	12,943	12,922	12,823	13,799	13,560	13,331	13,096	12,880	13,473
<b>Maryland</b>	41,249	39,313	39,014	36,142	35,839	34,901	33,459	32,701	31,972	31,245	30,675	30,471	34,748
<b>Massachusetts</b>	61,542	60,360	59,367	56,163	55,541	54,356	53,211	52,123	50,925	50,081	49,877	50,010	54,463
<b>Michigan</b>	107,428	103,796	100,676	97,398	98,104	97,089	94,191	92,169	90,541	88,087	87,351	85,667	95,208
<b>Minnesota</b>	44,570	43,796	42,378	43,094	42,122	43,238	42,693	42,178	41,375	41,854	41,578	40,699	42,465
<b>Mississippi</b>	19,105	18,854	18,292	17,954	17,235	16,478	16,087	15,503	14,883	15,078	15,280	14,982	16,644
<b>Missouri</b>	54,542	53,855	53,744	52,831	52,690	51,864	50,509	49,250	48,384	47,938	47,646	47,747	50,917

(continued)

Table 2:2 Continued

**Total Number of TANF Families, FY99**

	<b>Oct-98</b>	<b>Nov-98</b>	<b>Dec-98</b>	<b>Jan-99</b>	<b>Feb-99</b>	<b>Mar-99</b>	<b>Apr-99</b>	<b>May-99</b>	<b>Jun-99</b>	<b>Jul-99</b>	<b>Aug-99</b>	<b>Sep-99</b>	<b>FY99 Average</b>
<b>Montana</b>	5,292	5,323	5,517	5,497	5,347	5,320	3,489	3,296	4,874	4,747	4,648	4,582	4,828
<b>Nebraska</b>	11,841	11,702	11,844	11,830	11,640	11,653	11,330	10,981	10,799	10,822	10,815	10,780	11,336
<b>Nevada</b>	9,293	8,714	9,064	8,538	8,317	8,030	7,936	7,631	7,380	7,431	7,124	6,945	8,034
<b>New Hampshire</b>	6,498	6,408	6,088	6,153	6,478	6,563	6,620	6,504	6,419	6,318	6,184	6,187	6,368
<b>New Jersey</b>	68,062	66,558	65,750	64,475	63,602	62,889	61,910	60,744	59,569	58,308	57,986	57,043	62,241
<b>New Mexico</b>	25,270	25,345	25,692	25,752	26,042	25,995	25,925	25,835	25,199	24,985	25,238	24,733	25,501
<b>New York</b>	315,274	305,054	301,918	297,016	297,316	297,897	294,594	290,550	287,855	284,186	281,944	279,692	294,441
<b>North Carolina</b>	66,557	65,034	64,470	63,234	61,768	60,720	58,975	56,988	55,429	53,578	53,240	51,939	59,328
<b>North Dakota</b>	3,104	3,106	3,097	3,099	3,073	3,132	3,135	3,108	3,085	3,076	3,100	3,061	3,098
<b>Ohio</b>	121,142	117,385	115,128	111,490	111,770	110,817	107,157	104,479	103,069	101,145	100,708	99,333	108,635
<b>Oklahoma</b>	23,374	22,670	22,156	21,916	20,880	20,200	19,256	18,624	18,332	18,000	17,889	17,364	20,057
<b>Oregon</b>	16,625	16,556	16,829	16,918	17,184	17,271	17,210	16,996	16,881	16,709	16,585	16,681	16,870
<b>Pennsylvania</b>	116,187	113,439	111,440	110,567	108,895	107,691	104,280	101,683	99,641	99,004	98,294	96,760	105,657
<b>Puerto Rico</b>	38,537	38,145	37,843	37,371	36,730	36,235	35,799	35,506	35,108	34,589	34,240	33,762	36,155
<b>Rhode Island</b>	18,314	18,266	18,235	18,170	18,015	18,069	18,065	17,925	18,014	17,879	17,567	17,330	17,987
<b>South Carolina</b>	20,439	20,333	20,205	18,969	18,676	17,942	17,893	17,475	17,235	17,033	17,143	17,052	18,366
<b>South Dakota</b>	3,425	3,432	3,476	3,422	3,353	3,314	3,304	3,225	3,062	2,977	2,887	2,828	3,225
<b>Tennessee</b>	58,458	58,405	57,691	57,608	58,562	58,690	57,763	56,740	56,710	56,345	57,250	57,339	57,630
<b>Texas</b>	124,490	122,343	121,606	119,765	116,801	115,600	112,163	109,790	107,477	106,142	106,363	106,805	114,112
<b>Utah</b>	10,331	10,209	10,154	10,125	10,026	10,016	9,827	9,596	9,451	9,334	9,375	9,164	9,801
<b>Vermont</b>	6,810	6,745	6,696	6,717	6,667	6,656	6,642	6,534	6,498	6,473	6,424	6,469	6,611
<b>Virgin Islands</b>	1,104	1,122	1,070	944	931	932	905	914	921	895	891	895	960
<b>Virginia</b>	38,978	38,354	38,315	37,706	37,377	36,713	37,562	35,365	34,638	36,764	36,436	36,061	37,022
<b>Washington</b>	68,134	65,998	64,768	64,493	63,045	62,954	62,009	61,817	60,443	59,582	59,342	59,094	62,640
<b>West Virginia</b>	12,915	12,249	11,754	11,471	11,370	11,154	10,641	10,156	10,796	11,065	11,821	11,969	11,447
<b>Wisconsin</b>	19,922	9,651	19,285	19,211	19,374	19,168	18,970	18,860	18,894	18,773	18,813	18,764	19,140
<b>Wyoming</b>	868	862	893	886	845	836	843	797	770	746	711	676	811
<b>U.S. Totals</b>	<b>2,852,407</b>	<b>2,802,695</b>	<b>2,770,803</b>	<b>2,724,280</b>	<b>2,692,644</b>	<b>2,675,595</b>	<b>2,619,694</b>	<b>2,574,523</b>	<b>2,534,548</b>	<b>2,507,142</b>	<b>2,491,631</b>	<b>2,467,948</b>	<b>2,642,826</b>

**Table 2:3**  
**CHANGE IN AFDC/TANF CASELOADS**

<b>Total AFDC/TANF Families and Recipients</b>									
<i>(in thousands)</i>									
	<b>Jan-93</b>	<b>Jan-94</b>	<b>Jan-95</b>	<b>Jan-96</b>	<b>Jan-97</b>	<b>Jan-98</b>	<b>Jan-99</b>	<b>Dec-99</b>	<b>Percent (Jan93-Dec99)</b>
<b>Families</b>	4,963	5,053	4,952	4,622	4,107	3,317	2,724	2,358	-52%
	<i>2,605,000 fewer families</i>								
<b>Recipients</b>	14,115	14,276	13,932	12,877	11,424	9,169	7,428	6,275	-56%
	<i>7,840,000 fewer recipients</i>								

**Total AFDC/TANF Recipients by State**

	<b>Jan-93</b>	<b>Jan-94</b>	<b>Jan-95</b>	<b>Jan-96</b>	<b>Jan-97</b>	<b>Jan-98</b>	<b>Jan-99</b>	<b>Dec-99</b>	<b>Percent (Jan93-Dec99)</b>
<b>Alabama</b>	141,746	135,096	121,837	108,269	91,723	59,653	48,459	58,352	* -59%
<b>Alaska</b>	34,951	37,505	37,264	35,432	36,189	31,736	26,883	23,303	-33%
<b>Arizona</b>	194,119	202,350	195,082	171,617	151,526	112,196	88,456	87,909	-55%
<b>Arkansas</b>	73,982	70,563	65,325	59,223	54,879	36,704	29,284	30,912	-58%
<b>California</b>	2,415,121	2,621,383	2,692,202	2,648,772	2,476,564	2,144,495	1,845,919	1,333,820	* -45%
<b>Colorado</b>	123,308	118,081	110,742	99,739	87,434	66,493	40,799	30,263	-75%
<b>Connecticut</b>	160,102	164,265	170,719	161,736	155,701	138,668	88,304	69,214	* -57%
<b>Delaware</b>	27,652	29,286	26,314	23,153	23,141	18,504	15,891	18,471	* -33%
<b>Dist. of Col.</b>	65,860	72,330	72,330	70,082	67,871	59,974	52,957	48,422	-26%
<b>Florida</b>	701,842	689,135	657,313	575,553	478,329	305,877	220,216	171,874	* -76%
<b>Georgia</b>	402,228	396,736	388,913	367,656	306,625	208,700	167,400	137,241	* -66%
<b>Guam</b>	5,087	6,651	7,630	7,634	7,370	7,718	8,270	11,003	116%
<b>Hawaii</b>	54,511	60,975	65,207	66,690	65,312	48,152	45,582	42,239	* -23%
<b>Idaho</b>	21,116	23,342	24,050	23,547	19,812	4,902	3,061	2,523	-88%
<b>Illinois</b>	685,508	709,969	710,032	663,212	601,854	526,851	388,334	288,609	-58%
<b>Indiana</b>	209,882	218,061	197,225	147,083	121,974	118,262	105,069	98,410	-53%
<b>Iowa</b>	100,943	110,639	103,108	91,727	78,275	70,322	60,380	51,892	-49%
<b>Kansas</b>	87,525	87,433	81,504	70,758	57,528	39,796	33,376	37,421	-57%
<b>Kentucky</b>	227,879	208,710	193,722	176,601	162,730	132,388	102,370	90,806	-60%
<b>Louisiana</b>	263,338	252,860	258,180	239,247	206,582	132,817	115,791	95,176	-64%
<b>Maine</b>	67,836	65,006	60,973	56,319	51,178	41,265	36,812	30,838	-55%

*(continued)*

**Table 2:3 Total AFDC/TANF Recipients by State – Continued**

	<b>Jan-93</b>	<b>Jan-94</b>	<b>Jan-95</b>	<b>Jan-96</b>	<b>Jan-97</b>	<b>Jan-98</b>	<b>Jan-99</b>	<b>Dec-99</b>	<b>Percent (Jan93-Dec99)</b>
<b>Maryland</b>	221,338	219,863	227,887	207,800	169,723	130,197	92,711	75,549	* -66%
<b>Massachusetts</b>	332,044	311,732	286,175	242,572	214,014	181,729	131,139	107,542	-68%
<b>Michigan</b>	686,356	672,760	612,224	535,704	462,291	376,985	267,749	218,055	-68%
<b>Minnesota</b>	191,526	189,615	180,490	171,916	160,167	140,417	124,659	114,311	-40%
<b>Mississippi</b>	174,093	161,724	146,319	133,029	109,097	66,030	42,651	34,412	-80%
<b>Missouri</b>	259,039	262,073	259,595	238,052	208,132	162,950	136,782	126,723	-51%
<b>Montana</b>	34,848	35,415	34,313	32,557	28,138	20,137	16,152	14,479	-58%
<b>Nebraska</b>	48,055	46,034	42,878	39,398	37,208	36,550	35,057	28,294	-41%
<b>Nevada</b>	34,943	37,908	41,846	40,491	28,973	29,262	21,753	15,117	-57%
<b>New Hampshire</b>	28,972	30,386	28,671	24,519	20,627	17,029	15,130	14,287	-51%
<b>New Jersey</b>	349,902	334,780	321,151	293,833	256,064	206,901	164,815	139,308	* -60%
<b>New Mexico</b>	94,836	101,676	105,114	102,648	89,814	67,272	80,828	79,071	-17%
<b>New York</b>	1,179,522	1,241,639	1,266,350	1,200,847	1,074,189	970,373	822,970	760,931	-35%
<b>North Carolina</b>	331,633	334,451	317,836	282,086	253,286	209,857	145,596	106,836	-68%
<b>North Dakota</b>	18,774	16,785	14,920	13,652	11,964	9,137	8,260	7,589	* -60%
<b>Ohio</b>	720,476	691,099	629,719	552,304	518,595	386,239	284,482	254,440	-65%
<b>Oklahoma</b>	146,454	133,152	127,336	110,498	87,312	72,408	61,894	38,995	* -73%
<b>Oregon</b>	117,656	116,390	107,610	92,182	66,919	48,561	44,219	58,600	-50%
<b>Pennsylvania</b>	604,701	615,581	611,215	553,148	484,321	376,782	313,821	267,891	-56%
<b>Puerto Rico</b>	191,261	184,626	171,932	156,805	145,749	130,283	111,361	96,219	-50%
<b>Rhode Island</b>	61,116	62,737	62,407	60,654	54,809	54,585	50,632	47,225	-23%
<b>South Carolina</b>	151,026	143,883	133,567	121,703	98,077	73,179	45,648	39,188	-74%
<b>South Dakota</b>	20,254	19,413	17,652	16,821	14,091	10,514	8,759	7,005	* -65%
<b>Tennessee</b>	320,709	302,608	281,982	265,320	195,891	139,022	148,781	163,839	* -49%
<b>Texas</b>	785,271	796,348	765,460	714,523	626,617	439,824	325,766	342,810	-56%
<b>Utah</b>	53,172	50,657	47,472	41,145	35,493	29,524	30,276	26,074	* -51%
<b>Vermont</b>	28,961	28,095	27,716	25,865	23,570	21,013	18,324	16,695	-42%
<b>Virgin Islands</b>	3,763	3,767	4,345	5,075	4,712	4,129	3,541	3,370	-10%
<b>Virginia</b>	194,212	194,959	189,493	166,012	136,053	110,370	91,544	78,182	-60%
<b>Washington</b>	286,258	292,608	290,940	276,018	263,792	228,723	177,611	158,062	* -45%
<b>West Virginia</b>	119,916	115,376	107,668	98,439	98,690	63,854	32,161	28,850	-76%
<b>Wisconsin</b>	241,098	230,621	214,404	184,209	132,383	46,120	47,336	44,600	-82%
<b>Wyoming</b>	18,271	16,740	15,434	13,531	10,322	3,505	1,886	1,288	-93%
<b>U.S. Totals</b>	<b>14,114,992</b>	<b>14,275,877</b>	<b>13,931,793</b>	<b>12,877,406</b>	<b>11,423,680</b>	<b>9,168,934</b>	<b>7,427,907</b>	<b>6,274,555</b>	<b>-56%</b>

\* Some portion of the decrease must be attributed to removal of two-parent families from the TANF program.

Table 2:4

## CHANGE IN AFDC/TANF CASELOADS

<b>Total AFDC/TANF Families and Recipients</b>									
<i>(in thousands)</i>									
	<b>Jan-93</b>	<b>Jan-94</b>	<b>Jan-95</b>	<b>Jan-96</b>	<b>Jan-97</b>	<b>Jan-98</b>	<b>Jan-99</b>	<b>Dec-99</b>	<b>Percent (Jan93-Dec99)</b>
<b>Families</b>	4,963	5,053	4,952	4,622	4,107	3,317	2,724	2,358	-52%
	<i>2,605,000 fewer families</i>								
<b>Recipients</b>	14,115	14,276	13,932	12,877	11,424	9,169	7,428	6,275	-56%
	<i>7,840,000 fewer recipients</i>								

## Total AFDC/TANF Families by State

	<b>Jan-93</b>	<b>Jan-94</b>	<b>Jan-95</b>	<b>Jan-96</b>	<b>Jan-97</b>	<b>Jan-98</b>	<b>Jan-99</b>	<b>Dec-99</b>	<b>Percent (Jan93-Dec99)</b>
<b>Alabama</b>	51,910	51,181	47,376	43,396	37,972	24,231	20,505	19,714	* -62%
<b>Alaska</b>	11,626	12,578	12,518	11,979	12,224	10,405	8,756	7,215	-38%
<b>Arizona</b>	68,982	72,160	71,110	64,442	56,250	40,931	34,055	33,654	-51%
<b>Arkansas</b>	26,897	26,398	24,930	23,140	21,549	14,419	12,057	12,781	-52%
<b>California</b>	844,494	902,900	925,585	904,940	839,860	727,695	639,059	512,351	* -39%
<b>Colorado</b>	42,445	41,616	39,115	35,661	31,288	23,646	14,988	11,639	-73%
<b>Connecticut</b>	56,759	58,453	60,927	58,124	56,095	51,132	35,481	29,060	* -49%
<b>Delaware</b>	11,315	11,739	11,306	10,266	10,104	7,131	6,390	6,222	* -45%
<b>Dist. of Col.</b>	24,628	26,624	26,624	25,717	24,752	21,766	19,548	18,028	-27%
<b>Florida</b>	256,145	254,032	236,976	215,512	182,075	117,487	89,674	72,836	* -72%
<b>Georgia</b>	142,040	142,459	141,284	135,274	115,490	80,381	66,070	55,977	* -61%
<b>Guam</b>	1,406	1,840	2,124	2,097	2,349	2,261	2,423	2,771	97%
<b>Hawaii</b>	17,869	20,104	21,523	22,075	21,469	16,971	16,247	14,993	* -16%
<b>Idaho</b>	7,838	8,677	9,097	9,211	7,922	2,068	1,468	1,355	-83%
<b>Illinois</b>	229,308	238,967	240,013	225,796	206,316	175,445	130,393	99,212	-57%
<b>Indiana</b>	73,115	74,169	68,195	52,254	46,215	41,011	35,544	35,804	-51%
<b>Iowa</b>	36,515	39,623	37,298	33,559	28,931	25,778	22,322	19,410	-47%
<b>Kansas</b>	29,818	30,247	28,770	25,811	21,732	15,103	13,082	12,633	-58%
<b>Kentucky</b>	83,320	79,437	76,471	72,131	67,679	54,713	43,799	39,701	-52%
<b>Louisiana</b>	89,931	88,168	81,587	72,104	60,226	47,256	41,510	30,333	-66%
<b>Maine</b>	23,903	23,074	22,010	20,472	19,037	15,526	13,984	11,154	-53%

(continued)

**Table 2:4 Total AFDC/TANF Families by State - Continued**

	<b>Jan-93</b>	<b>Jan-94</b>	<b>Jan-95</b>	<b>Jan-96</b>	<b>Jan-97</b>	<b>Jan-98</b>	<b>Jan-99</b>	<b>Dec-99</b>	<b>Percent (Jan93-Dec99)</b>
<b>Maryland</b>	80,256	79,772	81,115	75,573	61,730	49,039	36,142	30,360	* -62%
<b>Massachusetts</b>	113,571	112,955	104,956	90,107	80,675	68,651	56,163	46,292	-59%
<b>Michigan</b>	228,377	225,671	207,089	180,790	156,077	128,892	97,398	77,941	-66%
<b>Minnesota</b>	63,995	63,552	61,373	58,510	54,608	47,833	43,094	38,473	-40%
<b>Mississippi</b>	60,520	57,689	53,104	49,185	40,919	25,711	17,954	15,198	-75%
<b>Missouri</b>	88,744	91,598	91,378	84,534	75,459	62,880	52,831	47,369	-47%
<b>Montana</b>	11,793	12,080	11,732	11,276	9,644	6,739	5,497	4,633	-61%
<b>Nebraska</b>	16,637	16,145	15,366	14,504	13,836	13,251	11,830	10,428	-37%
<b>Nevada</b>	12,892	14,077	16,039	15,824	11,742	11,263	8,538	6,145	-52%
<b>New Hampshire</b>	10,805	11,427	11,018	9,648	8,293	6,996	6,153	5,915	-45%
<b>New Jersey</b>	126,179	121,361	112,937	107,082	95,505	80,179	64,475	53,846	* -57%
<b>New Mexico</b>	31,103	33,376	34,789	34,368	29,984	21,607	25,752	26,788	-14%
<b>New York</b>	428,191	449,978	461,006	437,694	393,424	376,195	297,016	271,175	-37%
<b>North Carolina</b>	128,946	131,288	127,069	114,449	103,300	84,743	63,234	48,380	-62%
<b>North Dakota</b>	6,577	6,002	5,374	4,976	4,416	3,419	3,099	2,894	* -56%
<b>Ohio</b>	257,665	251,037	232,574	209,830	192,747	147,093	111,490	100,856	-61%
<b>Oklahoma</b>	50,955	47,475	45,936	40,692	32,942	25,047	21,916	15,342	* -70%
<b>Oregon</b>	42,409	42,695	40,323	35,421	25,874	18,413	16,918	17,043	-60%
<b>Pennsylvania</b>	204,216	208,260	208,899	192,952	170,831	130,748	110,567	98,284	-52%
<b>Puerto Rico</b>	60,950	59,425	55,902	51,370	48,359	43,093	37,371	33,037	-46%
<b>Rhode Island</b>	21,900	22,592	22,559	21,775	20,112	19,366	18,170	17,987	-18%
<b>South Carolina</b>	54,599	53,178	50,389	46,772	37,342	27,514	18,969	16,777	-69%
<b>South Dakota</b>	7,262	7,027	6,482	6,189	5,324	3,956	3,422	2,863	* -61%
<b>Tennessee</b>	112,159	111,946	105,948	100,884	74,820	53,837	57,608	56,153	* -50%
<b>Texas</b>	279,002	285,680	279,911	265,233	228,882	158,256	119,765	128,045	-54%
<b>Utah</b>	18,606	18,063	17,195	15,072	12,864	10,908	10,125	8,757	* -53%
<b>Vermont</b>	10,081	9,917	9,789	9,210	8,451	7,591	6,717	6,205	-38%
<b>Virgin Islands</b>	1,073	1,090	1,264	1,437	1,335	1,080	944	887	-17%
<b>Virginia</b>	73,446	74,717	73,920	66,244	56,018	45,447	37,706	33,793	-54%
<b>Washington</b>	100,568	103,068	103,179	99,395	95,982	83,555	64,493	58,585	* -42%
<b>West Virginia</b>	41,525	40,869	39,231	36,674	36,805	23,688	11,471	10,936	-74%
<b>Wisconsin</b>	81,291	78,507	73,962	65,386	45,586	13,557	19,211	18,800	-77%
<b>Wyoming</b>	6,493	5,891	5,443	4,975	3,825	1,340	886	648	-90%
<b>U.S. Totals</b>	<b>4,963,050</b>	<b>5,052,854</b>	<b>4,952,090</b>	<b>4,621,992</b>	<b>4,107,246</b>	<b>3,317,243</b>	<b>2,724,280</b>	<b>2,357,678</b>	<b>-52%</b>

\* Some portion of the decrease must be attributed to removal of two-parent families from the TANF program.

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### **III. WORK PARTICIPATION RATES**

TANF requires that States report family and individual-level data, on either a population or sample basis. Based upon these data, HHS calculates participation rates. The Act establishes separate minimum work participation rate standards each year for all families and two-parent families receiving TANF. The minimum participation rate for FY 1999 is 35 percent for all families and 90 percent for two-parent families. PRWORA provides for the reduction in the minimum work participation rate standards based on a decline in caseload. If the State's average monthly assistance caseload decreased in the previous year in comparison to the State's average caseload in FY 1995, the participation rate standard is reduced by the number of percentage points the caseload declined. Caseload reductions resulting from changes in State or federal eligibility rules are excluded from this calculation.

#### **1999 Work Participation Rates**

The all family national average rate increased to 38.3 percent for FY 1999 from 35.3 percent for FY 1998. This is an 8.5 percent rate of increase. The two-parent national average rate increased to 54.7 for FY 1999 from 42.4 percent in FY 1998<sup>1</sup>. This is a 29.0 percent rate of increase.

All States were subject to the work participation requirements for FY 1999. All States met the all families participation rate standard, as did the District of Columbia and Puerto Rico. Two territories – Guam and the Virgin Islands – did not. Twenty-seven States exceeded the 35 percent statutory standard without using their caseload reduction credit. Twenty-three States had sufficient caseload reduction credits that their standard for the all families rate dropped to zero. Of the thirty-six States, the District of Columbia, and Guam that have two-parent family programs subject to a work participation rate, twenty-eight met the FY 1999 two-parent participation standard. Four States (Illinois, Oregon, Rhode Island, and Wyoming) met the two-parent standard without using their caseload reduction credit. Two States (Missouri and Wyoming) had sufficient caseload reduction credits that their standard for the two-parent rate dropped to zero.

#### **1999 Work Activities**

During FY 1999 a monthly average of 885,466 adults (and minor heads-of-household) participated in specified work activities for an average of 27.5 hours per week. The 885,464 adults represent 42 percent of all adults receiving TANF assistance. Over 66 percent of these participating adults were engaged in unsubsidized employment. Another 14 percent were engaged in job search and 12 percent were engaged in either work experience or community service activities. About 12 percent were involved in education or training that count toward the work rates. Since people may be in multiple activities, these figures sum to more than 100 percent.

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<sup>1</sup> Two-parent families include any family with two or more natural or adoptive parents (of the same minor child) receiving assistance and living in the home, unless both are minors and neither is a head-of-household. Families where one of the parents is incapacitated are not considered two-parent families.

Of the participating adults over 573,000 participated for sufficient hours that their family counted in the all families participation rate, even without consideration of activities that qualify through waivers. (States with welfare reform waivers prior to the enactment of PRWORA were allowed to retain provisions of their waivers even when they were inconsistent with PRWORA. This exception allows some States to count different activities or hours in the calculation of their work participation rates.)

### Process for Calculating the Work Participation Rates and Compliance with Requirement

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

- States submit to ACF their work participation and recipient characteristics data, caseload reduction and waiver information.
- ACF then determines a caseload reduction credit for each State. (Congress created the caseload reduction credit that reduces the minimum participation rate a State must meet by the reduction in the State's TANF caseload in the prior year compared to its AFDC caseload in FY 1995. It excludes reductions due to federal law or to changes in eligibility criteria.) ACF also determines and applies the waiver provisions, and calculates the final rate as well as appropriate penalties.
- ACF sends notification letters to States, which have 60 days to submit any requests for reasonable cause exceptions and corrective compliance plans.

To ensure State accountability, a limited number of circumstances under which States may demonstrate reasonable cause are defined. Although the final TANF regulations did not go into effect until October 1, 1999, ACF will follow the same basic principles concerning reasonable cause exceptions that the regulations embody for FY1999 participation rates (through September 30, 1999). The general factors that a State may use to claim reasonable cause exceptions are: (a) natural disasters and other calamities; (b) federal guidance that provided incorrect information; or (c) isolated problems of minimal impact. There are also two specific reasonable cause factors for failing to meet the work participation rate: (a) federally recognized good cause domestic violence waivers; and (b) alternative services provided to certain refugees. Finally, the Secretary has discretion to grant reasonable cause in other circumstances.

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

If a State does not demonstrate that it had reasonable cause, it may enter into a corrective compliance plan that will correct the violation and insure continued compliance with the

participation requirements. If a State achieves compliance with work participation rates in the time frame that the plan specifies, then we do not impose the penalty.

### **Status of FY 97 Work Participation Rates Compliance and Penalties**

- We issued penalty notices to 19 States for failure to meet the two-parent work rate (AL, AZ, CA, DC, IA, KS, ME, MI, MS, NE, NV, NJ, NC, OH, OK, TX, VA, WA, and WV).
- We did not impose the penalty for two States (AL and MS) because the penalty amount was less than \$500, the threshold below which it costs more to issue the penalty than its value.
- Two States (AZ and CA) disputed our participation rate calculation and upon retransmission the State's data showed it met the two-parent rate; therefore it is not subject to the penalty.
- Five States (IA, NJ, OK, VA, and WV) accepted the penalty. (NJ had initially submitted a corrective compliance plan but rescinded it and accepted the penalty. Similarly, VA submitted a corrective compliance plan but later accepted the penalty.)
- The remaining 10 States entered into corrective compliance plans.
  - ▶ Of these, four (KS, MI, NV, and OH) have successfully completed their plans, thus avoiding a penalty.
  - ▶ One (NC) failed to achieve the goal in its plan by the date it specified and we imposed the penalty.
  - ▶ The five remaining States (DC, ME, NE, TX, and WA) have not reached the end dates specified in their plans.

### **Status of FY 98 Work Participation Rates Compliance and Penalties**

- We issued penalty notices to 14 States for failure to meet the two-parent work rate (AK, AR, DE, DC, MN, NE, NM, NC, PA, RI, TX, VA, WA, and WV) and to three Territories for failure to meet the overall work rate (GU, PR, and VI).
- One Territory (PR) disputed our participation rate calculation and upon retransmission its data showed it met the participation rate; therefore it is not subject to the penalty.
- One State (VA) retroactively moved its two-parent caseload to a separate State program and is therefore not subject to a TANF participation rate or penalty for that caseload.
- One State (WV) and one Territory (VI) accepted the penalty.
- We are considering the reasonable cause claims of one State (AK) and one Territory (GU).

- The remaining 11 States have entered into corrective compliance plans (AR, DE, DC, MN, NE, NM, NC, PA, RI, TX, AND WA).

**Appendices:**

<b>Table 3:1</b>	<b>TANF Work Participation Rates, FY 1999</b>
<b>Table 3:2</b>	<b>TANF Caseload Reduction Credit, FY 1999</b>
	<b>TANF Work Activities, Excluding Waivers</b>
<b>Table 3:3.A</b>	<b>Average Monthly Number of Adults with Hours of Participation by Work Activity, FY 1999</b>
<b>Table 3:3.B</b>	<b>Average Monthly Number of Adults with Hours of Participation by Work Activity as a Percent of the Number of Participating Adults, FY 1999</b>
<b>Table 3:3.C</b>	<b>Average Monthly Number of Adults with Hours of Participation by Work Activity as a Percent of the Total Number of Adults, FY 1999</b>
<b>Table 3:4</b>	<b>Average Hours of Participation in a Specified Work Activity by Participating Adults, FY 1999</b>
<b>Table 3:5.A</b>	<b>Average Monthly Number of Adults Participating in Work Activities For a Sufficient Number of Hours for the Family to Count as Meeting the All Family Work Requirements, FY 1999</b>
<b>Table 3:5.B</b>	<b>Average Monthly Percent of Adults Participating in Work Activities For a Sufficient Number of Hours for the Family to Count as Meeting the All Family Work Requirements, FY 1999</b>
<b>Table 3:6.A</b>	<b>Average Monthly Number of Parents in Two-Parent Families Who are Participating in Work Activities For a Sufficient Number of Hours for the Family to Count as Meeting the Two-Parent Families Work Requirements, FY 1999</b>
<b>Table 3:6.B</b>	<b>Average Monthly Percent of Parents in Two-Parent Families Who are Participating in Work Activities For a Sufficient Number of Hours for the Family to Count as Meeting the Two-Parent Families Work Requirements, FY 1999</b>

**Table 3:1**  
**Temporary Assistance for Needy Families**  
**TANF WORK PARTICIPATION RATES**  
**FISCAL YEAR 1999**

STATE	ALL FAMILY RATES			TWO-PARENT FAMILY RATES		
	RATE	ADJUSTED STANDARD 3/	MET TARGET	RATE	ADJUSTED STANDARD 3/	MET TARGET
UNITED STATES	38.3			54.7		
ALABAMA	37.4	0.0%	✓	1/		NA
ALASKA	46.0	16.8%	✓	44.8	66.8%	
ARIZONA	32.1	0.0%	✓	88.4	48.9%	✓
ARKANSAS	23.7	6.0%	✓	10.5	61.0%	
CALIFORNIA	42.2	8.5%	✓	54.3	36.9%	✓
COLORADO	36.4	0.0%	✓	41.2	44.9%	
CONNECTICUT	47.4	19.7%	✓	1/		NA
DELAWARE	24.9	0.0%	✓	1/		NA
DIST. OF COL.	26.7	13.9%	✓	19.5	23.3%	
FLORIDA	31.6	0.0%	✓	1/		NA
GEORGIA	17.6	0.0%	✓	1/		NA
GUAM	16.1	35.0%		10.7	90.0%	
HAWAII	41.1	23.1%	✓	1/		NA
IDAHO	43.7	0.0%	✓	44.0	20.6%	✓
ILLINOIS	60.4	6.1%	✓	92.4	46.2%	✓
INDIANA	33.3	0.0%	✓	41.4	32.3%	✓
IOWA	54.8	4.7%	✓	55.5	49.0%	✓
KANSAS	57.3	3.9%	✓	64.9	56.9%	✓
KENTUCKY	38.1	5.8%	✓	46.6	17.6%	✓
LOUISIANA	29.4	0.0%	✓	43.1	33.5%	✓
MAINE	54.9	5.9%	✓	51.0	23.6%	✓
MARYLAND	11.2	7.2%	✓	1/		NA
MASSACHUSETTS	27.8	0.9%	✓	66.4	55.9%	✓
MICHIGAN	43.8	0.0%	✓	69.1	15.2%	✓
MINNESOTA	36.9	13.7%	✓	43.6	68.7%	
MISSISSIPPI	27.0	0.0%	✓	87.5	39.7%	✓
MISSOURI	28.2	2.2%	✓	29.8	0.0%	✓
MONTANA	92.3	0.0%	✓	87.0	45.2%	✓
NEBRASKA	34.7	19.7%	✓	53.8	74.7%	
NEVADA	34.8	1.1%	✓	69.6	56.1%	✓
NEW HAMPSHIRE	29.9	0.0%	✓	31.6	8.0%	✓
NEW JERSEY	30.3	7.1%	✓	1/		NA
NEW MEXICO	27.6	0.0%	✓	29.3	54.1%	
NEW YORK	36.3	8.3%	✓	58.4	23.1%	✓
NORTH CAROLINA	16.0	0.0%	✓	30.3	45.1%	
NORTH DAKOTA	31.7	0.8%	✓	1/		NA
OHIO	53.7	1.4%	✓	65.4	35.1%	✓
OKLAHOMA	42.9	0.0%	✓	1/		NA
OREGON	96.7	0.0%	✓	96.1	38.5%	✓
PENNSYLVANIA	16.2	0.9%	✓	24.9	20.7%	✓
PUERTO RICO	20.7	12.3%	✓	1/		NA
RHODE ISLAND	28.8	22.0%	✓	94.7	77.0%	✓
SOUTH CAROLINA	44.7	6.7%	✓	78.1	61.7%	✓
SOUTH DAKOTA	46.5	1.6%	✓	1/		NA
TENNESSEE	41.1	0.0%	✓	44.3	5.2%	✓
TEXAS	27.3	0.0%	✓	61.0	48.2%	✓
UTAH	44.0	2.2%	✓	1/		NA
VERMONT	2/		NA	2/		NA
VIRGIN ISLANDS	11.5	19.7%		1/		NA
VIRGINIA	41.1	0.0%	✓	1/		NA
WASHINGTON	40.3	12.9%	✓	55.3	47.8%	✓
WEST VIRGINIA	25.6	0.0%	✓	25.9	51.1%	
WISCONSIN	80.1	0.0%	✓	55.8	20.1%	✓
WYOMING	57.7	0.0%	✓	90.7	0.0%	✓

1/ State has no two-parent families in its TANF program.

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

3/ The work participation rate standard before application of the caseload reduction credit is 35% for the overall rate and 90% for the two-parent rate.

ACF/OPRE: 06-20-2000

**Table 3:2**

**TEMPORARY ASSISTANCE FOR NEEDY FAMILIES  
CASELOAD REDUCTION CREDIT  
TOTAL AND TWO-PARENT FAMILIES  
FY 1999**

State	ALL FAMILIES						TWO-PARENT FAMILIES					
	FY95	FY98	Adjustments	Adjusted FY98	Percent Change	ADJUSTED STANDARD	FY95	FY98	Adjustments	Adjusted FY98	Percent CHANGE	ADJUSTED STANDARD
UNITED STATES	4,585,154	2,966,554		2,966,554	-35.3%		359,065	159,303		159,303	-55.6%	
Alabama	46,030	23,368	-	23,368	-49.2%	0.0%	137	0		0	-100.0%	2/
Alaska	12,426	10,159	-	10,159	-18.2%	16.8%	1,893	1,454	0	1,454	-23.2%	66.8%
Arizona	69,609	40,163	851	41,014	-41.1%	0.0%	1,166	760		760	-34.8%	48.9%
Arkansas	24,296	13,844	3,403	17,247	-29.0%	6.0%	279	232	1/		-29.0%	61.0%
California	706,778	519,438	-	519,438	-26.5%	8.5%	182,393	85,581	0	85,581	-53.1%	36.9%
Colorado	38,557	21,154	-	21,154	-45.1%	0.0%	750	688	1/			44.9%
Connecticut	57,958	45,708	3,372	49,080	-15.3%	19.7%	3,027	0		0	-100.0%	2/
Delaware	8,081	4,831	-	4,831	-40.2%	0.0%	78	0		0	-100.0%	2/
Dist. of Col.	26,789	21,148	-	21,148	-21.1%	13.9%	198	66	0	66	-66.7%	23.3%
Florida	229,391	111,508	2,911	114,419	-50.1%	0.0%	3,615	0		0	-100.0%	2/
Georgia	139,135	75,000	5,271	80,271	-42.3%	0.0%	562	0		0	-100.0%	2/
Guam	2,099	2,098	3/		0.0%	35.0%	189	178	3/		0.0%	90.0%
Hawaii	19,342	17,031	-	17,031	-11.9%	23.1%	1,484	0		0	-100.0%	2/
Idaho	9,071	1,918	2,285	4,203	-53.7%	0.0%	620	96	94	190	-69.4%	20.6%
Illinois	242,668	172,311	329	172,640	-28.9%	6.1%	11,252	6,276	53	6,329	-43.8%	46.2%
Indiana	65,618	40,059	-	40,059	-39.0%	0.0%	2,217	937	0	937	-57.7%	32.3%
Iowa	36,483	25,191	239	25,430	-30.3%	4.7%	3,434	1,972	54	2,026	-41.0%	49.0%
Kansas	28,232	14,136	5,315	19,451	-31.1%	3.9%	1,667	499	616	1,115	-33.1%	56.9%
Kentucky	75,384	52,882	524	53,406	-29.2%	5.8%	4,019	1,099	10	1,109	-72.4%	17.6%
Louisiana	79,825	48,228	878	49,106	-38.5%	0.0%	706	291	16	307	-56.5%	33.5%
Maine	21,694	15,381	-	15,381	-29.1%	5.9%	1,904	639	0	639	-66.4%	23.6%
Maryland	81,185	47,681	10,930	58,611	-27.8%	7.2%	678	0		0	-100.0%	2/
Massachusetts	100,852	66,490	-	66,490	-34.1%	0.9%	3,433	1,912	1/		-34.1%	55.9%
Michigan	201,696	123,693	365	124,058	-38.5%	0.0%	23,088	5,802	15	5,817	-74.8%	15.2%
Minnesota	61,339	48,301	-	48,301	-21.3%	13.7%	4,789	4,600	1/			68.7%

**Table 3:2 continued**

**TEMPORARY ASSISTANCE FOR NEEDY FAMILIES  
CASELOAD REDUCTION CREDIT  
TOTAL AND TWO-PARENT FAMILIES  
FY 1999**

State	ALL FAMILIES						TWO-PARENT FAMILIES					
	FY95	FY98	Adjustments	Adjusted FY98	Percent Change	ADJUSTED STANDARD	FY95	FY98	Adjustments	Adjusted FY98	Percent CHANGE	ADJUSTED STANDARD
Mississippi	52,528	23,700	2,393	26,093	-50.3%	0.0%	42	4	1/			
Missouri	89,299	60,041	-	60,041	-32.8%	2.2%	2,365	237	0	237	-50.3%	39.7%
Montana	11,508	6,356	-	6,356	-44.8%	0.0%	977	953	1/			0.0%
Nebraska	15,293	12,960	-	12,960	-15.3%	19.7%	802	839	1/			45.2%
Nevada	15,708	10,383	-	10,383	-33.9%	1.1%	393	279	1/			74.7%
New Hampshire	10,800	6,867	-	6,867	-36.4%	0.0%	278	50	0	50	-82.0%	56.1%
New Jersey	111,734	80,489	23	80,512	-27.9%	7.1%	3,739	0		0	-100.0%	8.0%
New Mexico	34,444	22,053	35	22,088	-35.9%	0.0%	1,430	2,203	1/			2/
New York	499,415	366,032	-	366,032	-26.7%	8.3%	27,522	9,116	0	9,116	-66.9%	54.1%
North Carolina	100,301	52,146	3,125	55,271	-44.9%	0.0%	2,696	1,457	1/			23.1%
North Dakota	5,215	3,322	111	3,433	-34.2%	0.8%	136	0		0	-100.0%	45.1%
Ohio	228,171	151,527	-	151,527	-33.6%	1.4%	16,551	7,464	0	7,464	-54.9%	2/
Oklahoma	44,790	24,462	-	24,462	-45.4%	0.0%	421	0	0	0	-100.0%	35.1%
Oregon	38,988	18,898	-	18,898	-51.5%	0.0%	3,040	1,399	1/			2/
Pennsylvania	204,771	134,975	-	134,975	-34.1%	0.9%	8,263	2,535	0	2,535	-69.3%	38.5%
Puerto Rico	54,799	41,933	404	42,337	-22.7%	12.3%	-	-				20.7%
Rhode Island	22,194	19,308	-	19,308	-13.0%	22.0%	618	1,106	1/			2/
South Carolina	48,981	25,291	9,816	35,107	-28.3%	6.7%	691	618	1/			77.0%
South Dakota	6,092	3,837	219	4,056	-33.4%	1.6%	22	0		0	-100.0%	61.7%
Tennessee	104,009	57,372	581	57,953	-44.3%	0.0%	1,959	297	0	297	-84.8%	2/
Texas	184,390	107,333	-	107,333	-41.8%	0.0%	5,009	5,355	1/			5.2%
Utah	16,648	10,712	471	11,183	-32.8%	2.2%	88	0		0	-100.0%	48.2%
Vermont	9,648	7,371	3/		0.0%	35.0%	1,399	857	3/		0.0%	2/
Virgin Islands	1,308	1,106	2	1,108	-15.3%	19.7%	-	-				90.0%
Virginia	72,147	43,269	181	43,450	-39.8%	0.0%	439	0		0	-100.0%	2/
Washington	101,949	79,392	-	79,392	-22.1%	12.9%	15,523	8,972	0	8,972	-42.2%	2/
West Virginia	38,404	19,674	3,786	23,460	-38.9%	0.0%	5,350	2,249	1/			47.8%
Wisconsin	72,366	12,777	8,971	21,748	-69.9%	0.0%	5,667	230	1/			51.1%
Wyoming	4,716	1,249	-	1,249	-73.5%	0.0%	67	4	0	4	-94.0%	20.1%

1/ State has opted to use overall caseload reduction credit for two-parent rate.

2/ State does not have a two-parent TANF program.

3/ State did not submit a caseload reduction credit report.

ACF/OPRE/DDCA: 06-20-2000

**Table 3.3.A**  
**TEMPORARY ASSISTANCE FOR NEEDY FAMILIES**  
**WORK ACTIVITIES, EXCLUDING WAIVERS, FOR ALL ADULTS**  
**FISCAL YEAR 1999**

STATE	NUMBER OF ADULTS		AVERAGE MONTHLY NUMBER OF ADULTS WITH HOURS OF PARTICIPATION BY WORK ACTIVITY											
	TOTAL	PARTICIPATING 1/	UNSUBSIDIZED EMPLOYMENT	SUBSIDIZED PRIVATE EMPLOYMENT	SUBSIDIZED PUBLIC EMPLOYMENT	WORK EXPERIENCE	ON-THE-JOB TRAINING	JOB SEARCH	COMMUNITY SERVICE	VOCATIONAL EDUCATION	JOB SKILLS TRAINING	EDUCATION RELATED TO EMPLOYMENT	SATISFACTORY SCHOOL ATTENDANCE	PROVIDING CHILD CARE
UNITED STATES	2,112,143	885,464	585,396	3,982	4,162	78,225	7,140	125,244	31,273	63,730	19,732	17,079	30,394	796
ALABAMA	10,024	3,223	1,988	-	-	250	5	691	42	367	13	-	265	-
ALASKA	8,636	4,296	3,002	16	3	74	10	781	408	604	-	-	78	-
ARIZONA	22,677	10,372	8,931	2	-	1,174	14	1,535	109	592	83	18	244	-
ARKANSAS	7,156	2,109	698	29	32	242	47	423	12	372	42	94	157	5
CALIFORNIA	539,259	275,497	219,237	1,154	2,760	4,073	2,172	26,115	1,282	11,392	5,981	7,394	3,919	191
COLORADO	10,357	4,401	2,326	13	140	522	13	406	299	1,136	-	1	428	8
CONNECTICUT	26,532	12,688	10,734	-	-	101	25	982	50	394	-	348	227	-
DELAWARE	4,076	1,182	1,079	-	-	3	-	194	-	1	-	-	-	-
DIST. OF COL.	12,147	4,238	3,188	60	-	718	43	570	-	106	29	7	-	-
FLORIDA	45,196	16,137	10,561	54	39	602	-	1,142	1,796	1,864	241	134	1,378	115
GEORGIA	36,920	7,689	3,633	95	21	1,382	59	478	634	1,835	78	15	403	14
GUAM	2,831	427	51	-	-	-	-	-	374	-	-	-	-	-
HAWAII	14,616	5,190	4,094	66	95	1,039	34	754	-	375	-	-	-	-
IDAHO	610	517	172	3	2	41	-	191	11	131	-	2	20	-
ILLINOIS	101,821	58,041	43,462	-	-	4,541	-	3,494	617	4,107	235	135	2,254	-
INDIANA	33,633	13,514	12,180	11	-	92	13	1,491	-	411	101	428	428	-
IOWA	19,237	11,716	10,608	17	-	105	1	276	23	1,410	-	-	494	-
KANSAS	9,142	5,393	2,892	-	-	868	13	2,397	22	68	98	481	10	-
KENTUCKY	28,716	11,186	7,147	-	-	1,222	97	236	1,291	1,397	394	-	193	-
LOUISIANA	28,436	9,309	6,448	8	36	1,427	27	391	-	1,564	-	54	272	-
MAINE	15,229	7,156	4,314	-	-	309	12	2,591	640	284	298	11	552	21
MARYLAND	22,008	5,467	1,810	97	5	464	52	2,607	-	578	47	17	96	-
MASSACHUSETTS	40,115	12,436	7,924	316	-	-	-	591	687	607	1,506	705	828	-
MICHIGAN	69,284	32,322	25,282	266	1	65	68	7,743	-	128	124	6	5	-
MINNESOTA	37,959	19,952	13,188	-	-	39	-	4,929	69	1,153	17	728	2,618	-

**Table 3:3.A continued**  
**TEMPORARY ASSISTANCE FOR NEEDY FAMILIES**  
**WORK ACTIVITIES, EXCLUDING WAIVERS, FOR ALL ADULTS**  
**FISCAL YEAR 1999**

STATE	NUMBER OF ADULTS		AVERAGE MONTHLY NUMBER OF ADULTS WITH HOURS OF PARTICIPATION BY WORK ACTIVITY											
	TOTAL	PARTICIPATING 1/	UNSUBSIDIZED EMPLOYMENT	SUBSIDIZED PRIVATE EMPLOYMENT	SUBSIDIZED PUBLIC EMPLOYMENT	WORK EXPERIENCE	ON-THE-JOB TRAINING	JOB SEARCH	COMMUNITY SERVICE	VOCATIONAL EDUCATION	JOB SKILLS TRAINING	EDUCATION RELATED TO EMPLOYMENT	SATISFACTORY SCHOOL ATTENDANCE	PROVIDING CHILD CARE
MISSISSIPPI	8,412	2,865	1,935	57	14	309	2	366	257	147	3	37	49	-
MISSOURI	34,958	10,206	3,504	202	-	1,295	54	1,350	-	-	1,284	1,208	286	-
MONTANA	5,168	4,677	752	-	-	2,265	-	4,621	85	372	-	-	55	-
NEBRASKA	10,126	6,247	2,911	-	-	55	67	2,166	9	110	1,274	-	1,087	-
NEVADA	9,462	2,980	1,216	-	-	9	-	1,270	223	346	11	-	41	-
NEW HAMPSHIRE	6,678	1,933	1,068	-	-	52	4	297	-	73	146	-	210	-
NEW JERSEY	45,762	18,616	7,237	-	-	7,372	41	4,060	11	2,999	661	1,079	266	15
NEW MEXICO	26,160	8,083	7,384	17	-	42	-	10	374	276	34	10	50	11
NEW YORK	260,641	82,531	44,227	350	10	18,229	141	5,746	13,664	8,955	170	592	462	-
NORTH CAROLINA	29,549	5,763	3,897	57	72	364	-	496	-	1,657	-	-	-	-
NORTH DAKOTA	3,265	876	448	-	-	236	1	119	40	93	3	40	5	1
OHIO	77,463	46,604	20,890	69	23	17,280	69	3,680	-	7,004	-	80	2,337	15
OKLAHOMA	14,199	6,805	2,989	16	-	408	3	2,076	-	1,312	-	-	-	-
OREGON	14,450	7,660	1,095	329	-	405	27	1,939	-	-	545	655	308	-
PENNSYLVANIA	96,173	31,357	25,214	-	-	808	9	4,006	-	1,734	-	201	1,184	-
PUERTO RICO	39,061	7,228	693	315	106	176	269	3,110	362	1,826	266	91	134	-
RHODE ISLAND	16,473	6,200	4,190	63	-	140	5	474	-	1,233	-	368	233	-
SOUTH CAROLINA	10,183	4,919	2,635	17	-	107	14	1,314	10	82	1,164	11	316	-
SOUTH DAKOTA	1,693	985	271	1	-	-	26	110	545	65	17	55	14	-
TENNESSEE	40,812	18,988	8,423	-	-	299	3,107	4,401	-	1,968	-	-	6,032	-
TEXAS	82,729	9,828	3,877	12	23	735	44	4,177	17	410	-	725	382	-
UTAH	10,384	4,659	2,303	-	-	-	9	2,414	-	-	383	116	581	-
VERMONT	6,632	2,932	1,732	-	51	94	9	826	-	482	73	-	285	-
VIRGIN ISLANDS	1,059	346	5	-	14	36	10	44	-	58	22	53	137	4
VIRGINIA	31,145	10,429	8,131	3	-	565	149	3,047	-	222	276	95	20	-
WASHINGTON	59,660	35,839	19,969	191	682	887	312	8,207	5,718	1,148	1,062	974	826	329
WEST VIRGINIA	14,348	3,830	939	63	33	1,176	59	648	682	256	107	111	213	67
WISCONSIN	8,473	7,408	2,447	12	-	5,434	2	3,174	910	-	2,944	-	-	-
WYOMING	408	212	65	1	-	94	2	88	-	26	-	-	12	-

1/ ADULTS PARTICIPATING IN MORE THAN ONE ACTIVITY ARE INCLUDED ONCE IN THIS TOTAL.

ACF/OPRE: 06-20-2000

**Table 3:3.B**  
**TEMPORARY ASSISTANCE FOR NEEDY FAMILIES**  
**WORK ACTIVITIES, EXCLUDING WAIVERS, FOR ALL ADULTS**  
**FISCAL YEAR 1999**

STATE	NUMBER OF ADULTS		AVERAGE MONTHLY NUMBER OF ADULTS WITH HOURS OF PARTICIPATION BY WORK ACTIVITY AS A PERCENT OF THE NUMBER OF PARTICIPATING ADULTS											
	TOTAL	PARTICIPATING 1/	UNSUBSIDIZED EMPLOYMENT	SUBSIDIZED PRIVATE EMPLOYMENT	SUBSIDIZED PUBLIC EMPLOYMENT	WORK EXPERIENCE	ON-THE-JOB TRAINING	JOB SEARCH	COMMUNITY SERV ICE	VOCATIONAL EDUCATION	JOB SKILLS TRAINING	EDUCATION RELATED TO EMPLOYMENT	SATISFACTORY SCHOOL ATTENDANCE	PROVIDING CHILD CARE
UNITED STATES	2,112,143	885,464	66.1%	0.4%	0.5%	8.8%	0.8%	14.1%	3.5%	7.2%	2.2%	1.9%	3.4%	0.1%
ALABAMA	10,024	3,223	61.7%	0.0%	0.0%	7.8%	0.2%	21.4%	1.3%	11.4%	0.4%	0.0%	8.2%	0.0%
ALASKA	8,636	4,296	69.9%	0.4%	0.1%	1.7%	0.2%	18.2%	9.5%	14.1%	0.0%	0.0%	1.8%	0.0%
ARIZONA	22,677	10,372	86.1%	0.0%	0.0%	11.3%	0.1%	14.8%	1.1%	5.7%	0.8%	0.2%	2.4%	0.0%
ARKANSAS	7,156	2,109	33.1%	1.4%	1.5%	11.5%	2.2%	20.1%	0.6%	17.6%	2.0%	4.5%	7.4%	0.2%
CALIFORNIA	539,259	275,497	79.6%	0.4%	1.0%	1.5%	0.8%	9.5%	0.5%	4.1%	2.2%	2.7%	1.4%	0.1%
COLORADO	10,357	4,401	52.9%	0.3%	3.2%	11.9%	0.3%	9.2%	6.8%	25.8%	0.0%	0.0%	9.7%	0.2%
CONNECTICUT	26,532	12,688	84.6%	0.0%	0.0%	0.8%	0.2%	7.7%	0.4%	3.1%	0.0%	2.7%	1.8%	0.0%
DELAWARE	4,076	1,182	91.3%	0.0%	0.0%	0.3%	0.0%	16.4%	0.0%	0.1%	0.0%	0.0%	0.0%	0.0%
DIST. OF COL.	12,147	4,238	75.2%	1.4%	0.0%	16.9%	1.0%	13.4%	0.0%	2.5%	0.7%	0.2%	0.0%	0.0%
FLORIDA	45,196	16,137	65.4%	0.3%	0.2%	3.7%	0.0%	7.1%	11.1%	11.6%	1.5%	0.8%	8.5%	0.7%
GEORGIA	36,920	7,689	47.2%	1.2%	0.3%	18.0%	0.8%	6.2%	8.2%	23.9%	1.0%	0.2%	5.2%	0.2%
GUAM	2,831	427	11.9%	0.0%	0.0%	0.0%	0.0%	0.0%	87.6%	0.0%	0.0%	0.0%	0.0%	0.0%
HAWAII	14,616	5,190	78.9%	1.3%	1.8%	20.0%	0.7%	14.5%	0.0%	7.2%	0.0%	0.0%	0.0%	0.0%
IDAHO	610	517	33.3%	0.6%	0.4%	7.9%	0.0%	36.9%	2.1%	25.3%	0.0%	0.4%	3.9%	0.0%
ILLINOIS	101,821	58,041	74.9%	0.0%	0.0%	7.8%	0.0%	6.0%	1.1%	7.1%	0.4%	0.2%	3.9%	0.0%
INDIANA	33,633	13,514	90.1%	0.1%	0.0%	0.7%	0.1%	11.0%	0.0%	3.0%	0.7%	3.2%	3.2%	0.0%
IOWA	19,237	11,716	90.5%	0.1%	0.0%	0.9%	0.0%	2.4%	0.2%	12.0%	0.0%	0.0%	4.2%	0.0%
KANSAS	9,142	5,393	53.6%	0.0%	0.0%	16.1%	0.2%	44.4%	0.4%	1.3%	1.8%	8.9%	0.2%	0.0%
KENTUCKY	28,716	11,186	63.9%	0.0%	0.0%	10.9%	0.9%	2.1%	11.5%	12.5%	3.5%	0.0%	1.7%	0.0%
LOUISIANA	28,436	9,309	69.3%	0.1%	0.4%	15.3%	0.3%	4.2%	0.0%	16.8%	0.0%	0.6%	2.9%	0.0%
MAINE	15,229	7,156	60.3%	0.0%	0.0%	4.3%	0.2%	36.2%	8.9%	4.0%	4.2%	0.2%	7.7%	0.3%
MARYLAND	22,008	5,467	33.1%	1.8%	0.1%	8.5%	1.0%	47.7%	0.0%	10.6%	0.9%	0.3%	1.8%	0.0%
MASSACHUSETTS	40,115	12,436	63.7%	2.5%	0.0%	0.0%	0.0%	4.8%	5.5%	4.9%	12.1%	5.7%	6.7%	0.0%
MICHIGAN	69,284	32,322	78.2%	0.8%	0.0%	0.2%	0.2%	24.0%	0.0%	0.4%	0.4%	0.0%	0.0%	0.0%
MINNESOTA	37,959	19,952	66.1%	0.0%	0.0%	0.2%	0.0%	24.7%	0.3%	5.8%	0.1%	3.6%	13.1%	0.0%

**Table 3:3.B continued**  
**TEMPORARY ASSISTANCE FOR NEEDY FAMILIES**  
**WORK ACTIVITIES, EXCLUDING WAIVERS, FOR ALL ADULTS**  
**FISCAL YEAR 1999**

STATE	NUMBER OF ADULTS		AVERAGE MONTHLY NUMBER OF ADULTS WITH HOURS OF PARTICIPATION BY WORK ACTIVITY AS A PERCENT OF THE NUMBER OF PARTICIPATING ADULTS											
	TOTAL	PARTICIPATING 1/	UNSUBSIDIZED EMPLOYMENT	SUBSIDIZED PRIVATE EMPLOYMENT	SUBSIDIZED PUBLIC EMPLOYMENT	WORK EXPERIENCE	ON-THE-JOB TRAINING	JOB SEARCH	COMMUNITY SERV ICE	VOCATIONAL EDUCATION	JOB SKILLS TRAINING	EDUCATION RELATED TO EMPLOYMENT	SATI SFACTORY SCHOOL ATTENDANCE	PROVIDING CHILD CARE
MISSISSIPPI	8,412	2,865	67.5%	2.0%	0.5%	10.8%	0.1%	12.8%	9.0%	5.1%	0.1%	1.3%	1.7%	0.0%
MISSOURI	34,958	10,206	34.3%	2.0%	0.0%	12.7%	0.5%	13.2%	0.0%	12.6%	11.8%	2.8%	0.0%	0.0%
MONTANA	5,168	4,677	16.1%	0.0%	0.0%	48.4%	0.0%	98.8%	1.8%	8.0%	0.0%	1.2%	0.0%	0.0%
NEBRASKA	10,126	6,247	46.6%	0.0%	0.0%	0.9%	1.1%	34.7%	0.1%	1.8%	20.4%	0.0%	17.4%	0.0%
NEVADA	9,462	2,980	40.8%	0.0%	0.0%	0.3%	0.0%	42.6%	7.5%	11.6%	0.4%	0.0%	1.4%	0.0%
NEW HAMPSHIRE	6,678	1,933	55.3%	0.0%	0.0%	2.7%	0.2%	15.4%	0.0%	3.8%	7.6%	0.0%	10.9%	0.0%
NEW JERSEY	45,762	18,616	38.9%	0.0%	0.0%	39.6%	0.2%	21.8%	0.1%	16.1%	3.6%	5.8%	1.4%	0.1%
NEW MEXICO	26,160	8,083	91.4%	0.2%	0.0%	0.5%	0.0%	0.1%	4.6%	3.4%	0.4%	0.1%	0.6%	0.1%
NEW YORK	260,641	82,531	53.6%	0.4%	0.0%	22.1%	0.2%	7.0%	16.6%	10.9%	0.2%	0.7%	0.6%	0.0%
NORTH CAROLINA	29,549	5,763	67.6%	1.0%	1.2%	6.3%	0.0%	8.6%	0.0%	28.8%	0.0%	0.0%	0.0%	0.0%
NORTH DAKOTA	3,265	876	51.1%	0.0%	0.0%	26.9%	0.1%	13.6%	4.6%	10.6%	0.3%	4.6%	0.6%	0.1%
OHIO	77,463	46,604	44.8%	0.1%	0.0%	37.1%	0.1%	7.9%	0.0%	15.0%	0.0%	0.2%	5.0%	0.0%
OKLAHOMA	14,199	6,805	43.9%	0.2%	0.0%	6.0%	0.0%	30.5%	0.0%	19.3%	0.0%	0.0%	0.0%	0.0%
OREGON	14,450	7,660	14.3%	4.3%	0.0%	5.3%	0.4%	25.3%	0.0%	0.0%	7.1%	8.6%	4.0%	0.0%
PENNSYLVANIA	96,173	31,357	80.4%	0.0%	0.0%	2.6%	0.0%	12.8%	0.0%	5.5%	0.0%	0.6%	3.8%	0.0%
PUERTO RICO	39,061	7,228	9.6%	4.4%	1.5%	2.4%	3.7%	43.0%	5.0%	25.3%	3.7%	1.3%	1.9%	0.0%
RHODE ISLAND	16,473	6,200	67.6%	1.0%	0.0%	2.3%	0.1%	7.6%	0.0%	19.9%	0.0%	5.9%	3.8%	0.0%
SOUTH CAROLINA	10,183	4,919	53.6%	0.3%	0.0%	2.2%	0.3%	26.7%	0.2%	1.7%	23.7%	0.2%	6.4%	0.0%
SOUTH DAKOTA	1,693	985	27.5%	0.1%	0.0%	0.0%	2.6%	11.2%	55.3%	6.6%	1.7%	5.6%	1.4%	0.0%
TENNESSEE	40,812	18,988	44.4%	0.0%	0.0%	1.6%	16.4%	23.2%	0.0%	10.4%	0.0%	0.0%	31.8%	0.0%
TEXAS	82,729	9,828	39.4%	0.1%	0.2%	7.5%	0.4%	42.5%	0.2%	4.2%	0.0%	7.4%	3.9%	0.0%
UTAH	10,384	4,659	49.4%	0.0%	0.0%	0.0%	0.2%	51.8%	0.0%	0.0%	8.2%	2.5%	12.5%	0.0%
VERMONT	6,632	2,932	59.1%	0.0%	1.7%	3.2%	0.3%	28.2%	0.0%	16.4%	2.5%	0.0%	9.7%	0.0%
VIRGIN ISLANDS	1,059	346	1.4%	0.0%	4.0%	10.4%	2.9%	12.7%	0.0%	16.8%	6.4%	15.3%	39.6%	1.2%
VIRGINIA	31,145	10,429	78.0%	0.0%	0.0%	5.4%	1.4%	29.2%	0.0%	2.1%	2.6%	0.9%	0.2%	0.0%
WASHINGTON	59,660	35,839	55.7%	0.5%	1.9%	2.5%	0.9%	22.9%	16.0%	3.2%	3.0%	2.7%	2.3%	0.9%
WEST VIRGINIA	14,348	3,830	24.5%	1.6%	0.9%	30.7%	1.5%	16.9%	17.8%	6.7%	2.8%	2.9%	5.6%	1.7%
WISCONSIN	8,473	7,408	33.0%	0.2%	0.0%	73.4%	0.0%	42.8%	12.3%	0.0%	39.7%	0.0%	0.0%	0.0%
WYOMING	408	212	30.7%	0.5%	0.0%	44.3%	0.9%	41.5%	0.0%	12.3%	0.0%	0.0%	5.7%	0.0%

1/ ADULTS PARTICIPATING IN MORE THAN ONE ACTIVITY ARE INCLUDED ONCE IN THIS TOTAL.

ACF/OPRE: 06-20-2000

**Table 3:3.C**  
**TEMPORARY ASSISTANCE FOR NEEDY FAMILIES**  
**WORK ACTIVITIES, EXCLUDING WAIVERS, FOR ALL ADULTS**  
**FISCAL YEAR 1999**

STATE	TOTAL NUMBER OF ADULTS	AVERAGE MONTHLY NUMBER OF ADULTS WITH HOURS OF PARTICIPATION BY WORK ACTIVITY AS A PERCENT OF THE TOTAL NUMBER OF ADULTS												
		PARTICIPATING ADULTS	UNSUBSIDIZED EMPLOYMENT	SUBSIDIZED PRIVATE EMPLOYMENT	SUBSIDIZED PUBLIC EMPLOYMENT	WORK EXPERIENCE	ON-THE-JOB TRAINING	JOB SEARCH	COMMUNITY SERVICE	VOCATIONAL EDUCATION	JOB SKILLS TRAINING	EDUCATION RELATED TO EMPLOYMENT	SATISFACTORY SCHOOL ATTENDANCE	PROVIDING CHILD CARE
UNITED STATES	2,112,143	41.9%	27.7%	0.2%	0.2%	3.7%	0.3%	5.9%	1.5%	3.0%	0.9%	0.8%	1.4%	0.0%
ALABAMA	10,024	32.2%	19.8%	0.0%	0.0%	2.5%	0.0%	6.9%	0.4%	3.7%	0.1%	0.0%	2.6%	0.0%
ALASKA	8,636	49.7%	34.8%	0.2%	0.0%	0.9%	0.1%	9.0%	4.7%	7.0%	0.0%	0.0%	0.9%	0.0%
ARIZONA	22,677	45.7%	39.4%	0.0%	0.0%	5.2%	0.1%	6.8%	0.5%	2.6%	0.4%	0.1%	1.1%	0.0%
ARKANSAS	7,156	29.5%	9.8%	0.4%	0.4%	3.4%	0.7%	5.9%	0.2%	5.2%	0.6%	1.3%	2.2%	0.1%
CALIFORNIA	539,259	51.1%	40.7%	0.2%	0.5%	0.8%	0.4%	4.8%	0.2%	2.1%	1.1%	1.4%	0.7%	0.0%
COLORADO	10,357	42.5%	22.5%	0.1%	1.4%	5.0%	0.1%	3.9%	2.9%	11.0%	0.0%	0.0%	4.1%	0.1%
CONNECTICUT	26,532	47.8%	40.5%	0.0%	0.0%	0.4%	0.1%	3.7%	0.2%	1.5%	0.0%	1.3%	0.9%	0.0%
DELAWARE	4,076	29.0%	26.5%	0.0%	0.0%	0.1%	0.0%	4.8%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%
DIST. OF COL.	12,147	34.9%	26.2%	0.5%	0.0%	5.9%	0.4%	4.7%	0.0%	0.9%	0.2%	0.1%	0.0%	0.0%
FLORIDA	45,196	35.7%	23.4%	0.1%	0.1%	1.3%	0.0%	2.5%	4.0%	4.1%	0.5%	0.3%	3.0%	0.3%
GEORGIA	36,920	20.8%	9.8%	0.3%	0.1%	3.7%	0.2%	1.3%	1.7%	5.0%	0.2%	0.0%	1.1%	0.0%
GUAM	2,831	15.1%	1.8%	0.0%	0.0%	0.0%	0.0%	0.0%	13.2%	0.0%	0.0%	0.0%	0.0%	0.0%
HAWAII	14,616	35.5%	28.0%	0.5%	0.6%	7.1%	0.2%	5.2%	0.0%	2.6%	0.0%	0.0%	0.0%	0.0%
IDAHO	610	84.8%	28.2%	0.5%	0.3%	6.7%	0.0%	31.3%	1.8%	21.5%	0.0%	0.3%	3.3%	0.0%
ILLINOIS	101,821	57.0%	42.7%	0.0%	0.0%	4.5%	0.0%	3.4%	0.6%	4.0%	0.2%	0.1%	2.2%	0.0%
INDIANA	33,633	40.2%	36.2%	0.0%	0.0%	0.3%	0.0%	4.4%	0.0%	1.2%	0.3%	1.3%	1.3%	0.0%
IOWA	19,237	60.9%	55.1%	0.1%	0.0%	0.5%	0.0%	1.4%	0.1%	7.3%	0.0%	0.0%	2.6%	0.0%
KANSAS	9,142	59.0%	31.6%	0.0%	0.0%	9.5%	0.1%	26.2%	0.2%	0.7%	1.1%	5.3%	0.1%	0.0%
KENTUCKY	28,716	39.0%	24.9%	0.0%	0.0%	4.3%	0.3%	0.8%	4.5%	4.9%	1.4%	0.0%	0.7%	0.0%
LOUISIANA	28,436	32.7%	22.7%	0.0%	0.1%	5.0%	0.1%	1.4%	0.0%	5.5%	0.0%	0.2%	1.0%	0.0%
MAINE	15,229	47.0%	28.3%	0.0%	0.0%	2.0%	0.1%	17.0%	4.2%	1.9%	2.0%	0.1%	3.6%	0.1%
MARYLAND	22,008	24.8%	8.2%	0.4%	0.0%	2.1%	0.2%	11.8%	0.0%	2.6%	0.2%	0.1%	0.4%	0.0%
MASSACHUSETTS	40,115	31.0%	19.8%	0.8%	0.0%	0.0%	0.0%	1.5%	1.7%	1.5%	3.8%	1.8%	2.1%	0.0%
MICHIGAN	69,284	46.7%	36.5%	0.4%	0.0%	0.1%	0.1%	11.2%	0.0%	0.2%	0.2%	0.0%	0.0%	0.0%
MINNESOTA	37,959	52.6%	34.7%	0.0%	0.0%	0.1%	0.0%	13.0%	0.2%	3.0%	0.0%	1.9%	6.9%	0.0%

**Table 3:3.C continued**

**TEMPORARY ASSISTANCE FOR NEEDY FAMILIES  
WORK ACTIVITIES, EXCLUDING WAIVERS, FOR ALL ADULTS  
FISCAL YEAR 1999**

STATE	TOTAL NUMBER OF ADULTS	AVERAGE MONTHLY NUMBER OF ADULTS WITH HOURS OF PARTICIPATION BY WORK ACTIVITY AS A PERCENT OF THE TOTAL NUMBER OF ADULTS												
		PARTICIPATING ADULTS	UNSUBSIDIZED EMPLOYMENT	SUBSIDIZED PRIVATE EMPLOYMENT	SUBSIDIZED PUBLIC EMPLOYMENT	WORK EXPERIENCE	ON-THE-JOB TRAINING	JOB SEARCH	COMMUNITY SERVICE	VOCATIONAL EDUCATION	JOB SKILLS TRAINING	EDUCATION RELATED TO EMPLOYMENT	SATISFACTORY SCHOOL ATTENDANCE	PROVIDING CHILD CARE
MISSISSIPPI	8,412	34.1%	23.0%	0.7%	0.2%	3.7%	0.0%	4.4%	3.1%	1.7%	0.0%	0.4%	0.6%	0.0%
MISSOURI	34,958	29.2%	10.0%	0.6%	0.0%	3.7%	0.2%	3.9%	0.0%	0.0%	3.7%	3.5%	0.8%	0.0%
MONTANA	5,168	90.5%	14.6%	0.0%	0.0%	43.8%	0.0%	89.4%	1.6%	7.2%	0.0%	0.0%	1.1%	0.0%
NEBRASKA	10,126	61.7%	28.7%	0.0%	0.0%	0.5%	0.7%	21.4%	0.1%	1.1%	12.6%	0.0%	10.7%	0.0%
NEVADA	9,462	31.5%	12.9%	0.0%	0.0%	0.1%	0.0%	13.4%	2.4%	3.7%	0.1%	0.0%	0.4%	0.0%
NEW HAMPSHIRE	6,678	28.9%	16.0%	0.0%	0.0%	0.8%	0.1%	4.4%	0.0%	1.1%	2.2%	0.0%	3.1%	0.0%
NEW JERSEY	45,762	40.7%	15.8%	0.0%	0.0%	16.1%	0.1%	8.9%	0.0%	6.6%	1.4%	2.4%	0.6%	0.0%
NEW MEXICO	26,160	30.9%	28.2%	0.1%	0.0%	0.2%	0.0%	0.0%	1.4%	1.1%	0.1%	0.0%	0.2%	0.0%
NEW YORK	260,641	31.7%	17.0%	0.1%	0.0%	7.0%	0.1%	2.2%	5.2%	3.4%	0.1%	0.2%	0.2%	0.0%
NORTH CAROLINA	29,549	19.5%	13.2%	0.2%	0.2%	1.2%	0.0%	1.7%	0.0%	5.6%	0.0%	0.0%	0.0%	0.0%
NORTH DAKOTA	3,265	26.8%	13.7%	0.0%	0.0%	7.2%	0.0%	3.6%	1.2%	2.8%	0.1%	1.2%	0.2%	0.0%
OHIO	77,463	60.2%	27.0%	0.1%	0.0%	22.3%	0.1%	4.8%	0.0%	9.0%	0.0%	0.1%	3.0%	0.0%
OKLAHOMA	14,199	47.9%	21.1%	0.1%	0.0%	2.9%	0.0%	14.6%	0.0%	9.2%	0.0%	0.0%	0.0%	0.0%
OREGON	14,450	53.0%	7.6%	2.3%	0.0%	2.8%	0.2%	13.4%	0.0%	0.0%	3.8%	4.5%	2.1%	0.0%
PENNSYLVANIA	96,173	32.6%	26.2%	0.0%	0.0%	0.8%	0.0%	4.2%	0.0%	1.8%	0.0%	0.2%	1.2%	0.0%
PUERTO RICO	39,061	18.5%	1.8%	0.8%	0.3%	0.5%	0.7%	8.0%	0.9%	4.7%	0.7%	0.2%	0.3%	0.0%
RHODE ISLAND	16,473	37.6%	25.4%	0.4%	0.0%	0.8%	0.0%	2.9%	0.0%	7.5%	0.0%	2.2%	1.4%	0.0%
SOUTH CAROLINA	10,183	48.3%	25.9%	0.2%	0.0%	1.1%	0.1%	12.9%	0.1%	0.8%	11.4%	0.1%	3.1%	0.0%
SOUTH DAKOTA	1,693	58.2%	16.0%	0.1%	0.0%	0.0%	1.5%	6.5%	32.2%	3.8%	1.0%	3.2%	0.8%	0.0%
TENNESSEE	40,812	46.5%	20.6%	0.0%	0.0%	0.7%	7.6%	10.8%	0.0%	4.8%	0.0%	0.0%	14.8%	0.0%
TEXAS	82,729	11.9%	4.7%	0.0%	0.0%	0.9%	0.1%	5.0%	0.0%	0.5%	0.0%	0.9%	0.5%	0.0%
UTAH	10,384	44.9%	22.2%	0.0%	0.0%	0.0%	0.1%	23.2%	0.0%	0.0%	3.7%	1.1%	5.6%	0.0%
VERMONT	6,632	44.2%	26.1%	0.0%	0.8%	1.4%	0.1%	12.5%	0.0%	7.3%	1.1%	0.0%	4.3%	0.0%
VIRGIN ISLANDS	1,059	32.7%	0.5%	0.0%	1.3%	3.4%	0.9%	4.2%	0.0%	5.5%	2.1%	5.0%	12.9%	0.4%
VIRGINIA	31,145	33.5%	26.1%	0.0%	0.0%	1.8%	0.5%	9.8%	0.0%	0.7%	0.9%	0.3%	0.1%	0.0%
WASHINGTON	59,660	60.1%	33.5%	0.3%	1.1%	1.5%	0.5%	13.8%	9.6%	1.9%	1.8%	1.6%	1.4%	0.6%
WEST VIRGINIA	14,348	26.7%	6.5%	0.4%	0.2%	8.2%	0.4%	4.5%	4.8%	1.8%	0.7%	0.8%	1.5%	0.5%
WISCONSIN	8,473	87.4%	28.9%	0.1%	0.0%	64.1%	0.0%	37.5%	10.7%	0.0%	34.7%	0.0%	0.0%	0.0%
WYOMING	408	52.0%	15.9%	0.2%	0.0%	23.0%	0.5%	21.6%	0.0%	6.4%	0.0%	0.0%	2.9%	0.0%

1/ ADULTS PARTICIPATING IN MORE THAN ONE ACTIVITY ARE INCLUDED ONCE IN THIS TOTAL.

**Table 3.4**  
**TEMPORARY ASSISTANCE FOR NEEDY FAMILIES**  
**AVERAGE HOURS OF PARTICIPATION IN WORK ACTIVITIES, EXCLUDING WAIVERS, FOR ALL ADULTS**  
**PARTICIPATING IN THE WORK ACTIVITY**  
**FISCAL YEAR 1999**

STATE	NUMBER OF ADULTS		AVERAGE MONTHLY NUMBER OF HOURS OF PARTICIPATION IN WORK ACTIVITY BY ADULTS PARTICIPATING IN THE WORK ACTIVITY												
	TOTAL	PARTICIPATING 1/	UNSUBSIDIZED EMPLOYMENT	SUBSIDIZED PRIVATE EMPLOYMENT	SUBSIDIZED PUBLIC EMPLOYMENT	WORK EXPERIENCE	ON-THE-JOB TRAINING	JOB SEARCH	COMMUNITY SERVICE	VOCATIONAL EDUCATION	JOB SKILLS TRAINING	EDUCATION RELATED TO EMPLOYMENT	SATISFACTORY SCHOOL ATTENDANCE	PROVIDING CHILD CARE	ALL TWELVE ACTIVITIES
UNITED STATES	2,112,143	885,464	27.4	31.2	20.1	24.8	28.1	19.2	21.9	22.6	21.1	19.2	20.6	27.4	27.5
ALABAMA	10,024	3,223	32.8	.	.	33.2	28.9	27.5	28.8	24.1	24.9	.	25.1	.	34.0
ALASKA	8,636	4,296	31.4	26.5	16.6	21.8	27.0	19.5	21.1	25.9	.	.	21.8	.	32.1
ARIZONA	22,677	10,372	27.3	26.3	.	19.9	19.4	14.3	14.9	16.0	12.2	8.7	14.6	.	29.4
ARKANSAS	7,156	2,109	22.3	24.2	24.8	22.4	26.5	19.3	15.0	24.0	16.7	20.2	25.7	25.0	22.6
CALIFORNIA	539,259	275,497	27.8	35.8	18.8	29.7	24.9	20.5	5.1	24.9	24.9	21.0	18.6	32.3	27.5
COLORADO	10,357	4,401	26.2	25.6	19.4	19.2	32.3	17.5	18.6	23.3	.	56.0	9.8	21.1	26.8
CONNECTICUT	26,532	12,688	24.8	.	.	21.7	25.0	24.3	8.7	24.0	.	14.6	25.0	.	24.7
DELAWARE	4,076	1,182	28.3	.	.	11.4	.	6.1	.	22.4	.	.	32.2	.	26.9
DIST. OF COL.	12,147	4,238	32.8	31.9	.	26.0	30.0	23.0	.	23.6	23.6	13.0	.	.	33.7
FLORIDA	45,196	16,137	24.1	20.9	17.1	16.5	.	19.0	17.5	19.7	16.5	14.1	26.9	30.5	24.9
GEORGIA	36,920	7,689	27.0	32.1	31.4	17.3	24.8	20.0	25.0	20.3	23.0	22.8	19.7	29.3	26.1
GUAM	2,831	427	49.2	.	.	.	.	.	29.8	.	.	.	12.0	.	32.0
HAWAII	14,616	5,190	22.7	32.0	18.1	20.0	28.3	13.7	.	14.2	.	.	.	.	25.8
IDAHO	610	517	21.3	23.2	16.6	12.9	6.3	14.3	10.3	15.8	.	7.6	22.5	.	18.8
ILLINOIS	101,821	58,041	30.0	.	.	27.6	.	24.9	27.0	26.2	12.9	16.6	22.7	.	29.3
INDIANA	33,633	13,514	25.4	24.2	.	13.3	22.0	18.0	.	17.0	17.9	15.5	15.5	.	26.6
IOWA	19,237	11,716	29.8	32.0	.	18.3	19.4	9.0	14.8	32.5	.	.	9.8	.	31.7
KANSAS	9,142	5,393	29.4	.	.	26.1	27.0	22.2	34.2	24.2	15.5	20.8	28.4	.	32.6
KENTUCKY	28,716	11,186	26.9	.	.	24.8	34.5	27.1	23.9	25.1	5.0	.	23.5	.	27.3
LOUISIANA	28,436	9,309	26.7	26.2	22.2	18.6	23.0	13.0	.	19.8	.	12.7	18.5	.	26.0
MAINE	15,229	7,156	25.3	.	.	17.9	32.2	23.5	20.9	22.6	19.1	27.3	16.7	22.4	29.6
MARYLAND	22,008	5,467	23.3	28.4	12.0	21.8	19.8	13.0	.	11.8	5.6	16.0	17.4	.	18.1
MASSACHUSETTS	40,115	12,436	22.6	31.1	.	.	.	16.0	18.3	18.8	22.2	20.7	19.5	.	23.1
MICHIGAN	69,284	32,322	27.7	25.9	20.0	10.3	35.3	21.6	.	30.4	32.6	10.0	36.7	.	27.4
MINNESOTA	37,959	19,952	22.2	.	37.0	17.3	.	14.3	12.1	24.5	38.6	17.0	16.6	.	22.5

**Table 3:4 continued**  
 TEMPORARY ASSISTANCE FOR NEEDY FAMILIES  
 AVERAGE HOURS OF PARTICIPATION IN WORK ACTIVITIES, EXCLUDING WAIVERS, FOR ALL ADULTS  
 PARTICIPATING IN THE WORK ACTIVITY  
 FISCAL YEAR 1999

STATE	NUMBER OF ADULTS		AVERAGE MONTHLY NUMBER OF HOURS OF PARTICIPATION IN WORK ACTIVITY BY ADULTS PARTICIPATING IN THE WORK ACTIVITY												
	TOTAL	PARTICIPATING 1/	UNSUBSIDIZED EMPLOYMENT	SUBSIDIZED PRIVATE EMPLOYMENT	SUBSIDIZED PUBLIC EMPLOYMENT	WORK EXPERIENCE	ON-THE-JOB TRAINING	JOB SEARCH	COMMUNITY SERVICE	VOCATIONAL EDUCATION	JOB SKILLS TRAINING	EDUCATION RELATED TO EMPLOYMENT	SATISFACTORY SCHOOL ATTENDANCE	PROVIDING CHILD CARE	ALL TWELVE ACTIVITIES
MISSISSIPPI	8,412	2,865	26.7	28.2	27.5	16.9	19.2	14.5	16.8	20.6	20.3	13.2	28.2		25.7
MISSOURI	34,958	10,206	29.9	39.3		21.4	40.0	25.9			25.2	21.4	33.4		24.1
MONTANA	5,168	4,677	17.7			28.5		11.7	23.4	23.1			22.1		30.8
NEBRASKA	10,126	6,247	26.3			29.8	31.6	23.6	38.0	29.2	28.4		22.6		31.3
NEVADA	9,462	2,980	33.4			15.9		6.9	21.5	21.2	6.6	10.0	15.5		20.9
NEW HAMPSHIRE	6,678	1,933	24.2			17.5	30.2	15.9		23.4	22.0		18.0		20.8
NEW JERSEY	45,762	18,616	27.4			20.2	26.4	15.9	23.5	18.7	17.8	14.2	28.2	29.8	27.1
NEW MEXICO	26,160	8,083	29.1	31.3		19.3		5.0	23.0	23.7	13.3	6.0	9.8	22.0	28.8
NEW YORK	260,641	82,531	27.5	35.8	25.0	26.7	25.0	20.1	24.9	20.7	5.6	26.3	15.2		28.8
NORTH CAROLINA	29,549	5,763	29.2	30.9	21.1	15.4		27.5		22.1					30.0
NORTH DAKOTA	3,265	876	23.6			19.8	25.4	11.3	17.7	26.4	11.6	14.4	22.0	26.5	23.5
OHIO	77,463	46,604	30.6	36.4	34.0	28.0	14.1	23.5		21.4		8.7	27.3	47.5	30.7
OKLAHOMA	14,199	6,805	35.2	32.6	48.8	27.5	34.7	25.2		29.7					30.6
OREGON	14,450	7,660	21.7	20.1		13.3	15.5	11.4			14.8	8.7	19.6		10.2
PENNSYLVANIA	96,173	31,357	22.7			18.3	22.1	16.8		19.6		12.9	19.2		22.8
PUERTO RICO	39,061	7,228	31.3	30.6	31.5	27.1	27.3	24.9	21.6	25.0	25.0	26.9	22.7		26.2
RHODE ISLAND	16,473	6,200	24.9	30.9		27.2	29.8	25.8		25.6		21.0	22.0		26.9
SOUTH CAROLINA	10,183	4,919	30.3	35.1		21.8	16.7	18.1	3.0	33.1	35.1	25.4	21.1		32.0
SOUTH DAKOTA	1,693	985	23.3	5.0			30.7	15.2	20.0	23.4	16.6	11.8	18.5		22.7
TENNESSEE	40,812	18,988	32.7			24.7	31.4	28.9		23.3			21.8		36.1
TEXAS	82,729	9,828	28.6	23.0	17.8	17.4	21.8	19.4	15.2	25.8		18.6	25.4		24.5
UTAH	10,384	4,659	27.9				24.6	17.0			19.9	18.3	13.1		26.4
VERMONT	6,632	2,932	20.8		21.2	21.8	30.6	14.9		18.2	17.5		13.2		22.4
VIRGIN ISLANDS	1,059	346	30.0		36.7	30.0	26.2	20.1	20.0	21.5	21.9	25.4	21.5	19.1	25.9
VIRGINIA	31,145	10,429	28.6	20.3		15.0	14.7	12.8		12.0	16.5	7.9	20.4		27.8
WASHINGTON	59,660	35,839	26.0	20.3	21.9	21.0	27.4	17.8	18.6	18.0	15.5	18.5	17.2	26.4	25.0
WEST VIRGINIA	14,348	3,830	25.5	31.4	28.9	26.6	29.3	19.1	22.1	25.7	25.5	20.3	16.9	12.0	26.9
WISCONSIN	8,473	7,408	18.2	20.2	11.0	20.6	18.6	11.2	28.9	6.3	11.2				34.0
WYOMING	408	212	21.9	15.7		24.4	20.8	18.2		34.9	3.0		16.2		30.6

1/ ADULTS PARTICIPATING IN MORE THAN ONE ACTIVITY ARE INCLUDED ONCE IN THIS TOTAL.  
 ACF/OPRE: 06-20-2000

**Table 3:5.A**

**TEMPORARY ASSISTANCE FOR NEEDY FAMILIES**

**WORK ACTIVITIES, EXCLUDING WAIVERS, FOR FAMILIES MEETING THE ALL FAMILY WORK REQUIREMENTS  
FISCAL YEAR 1999**

STATE	NUMBER OF FAMILIES			AVERAGE MONTHLY NUMBER OF PERSONS ENGAGED IN WORK BY WORK ACTIVITY FOR FAMILIES PARTICIPATING IN THE OVERALL WORK RATES											
	TOTAL	IN OVERALL RATE	PARTICIPATING	UNSUBSIDIZED EMPLOYMENT	SUBSIDIZED PRIVATE EMPLOYMENT	SUBSIDIZED PUBLIC EMPLOYMENT	WORK EXPERIENCE	ON-THE-JOB TRAINING	JOB SEARCH	COMMUNITY SERVICE	VOCATIONAL EDUCATION	JOB SKILLS TRAINING	EDUCATION RELATED TO EMPLOYMENT	SATISFACTORY SCHOOL ATTENDANCE	PROVIDING CHILD CARE
UNITED STATES	2,627,002	1,612,477	573,367	401,506	3,284	1,744	64,633	5,572	76,041	22,336	49,164	11,251	5,867	16,004	435
ALABAMA	20,106	7,342	2,739	1,783	-	-	243	4	619	41	287	8	-	139	-
ALASKA	8,461	6,262	2,878	2,224	13	3	52	8	405	221	438	-	-	37	-
ARIZONA	33,481	19,141	6,147	5,434	2	-	916	12	988	71	465	65	12	162	-
ARKANSAS	10,826	5,218	1,239	478	22	26	178	40	267	11	311	-	7	33	5
CALIFORNIA	624,096	384,170	162,225	136,620	1,072	960	3,780	1,346	13,259	250	8,430	4,696	1,634	1,502	113
COLORADO	14,265	8,178	3,005	1,716	13	123	309	13	260	217	908	-	-	104	7
CONNECTICUT	35,526	21,364	8,558	7,375	-	-	101	25	931	50	377	-	197	210	-
DELAWARE	6,272	3,352	624	613	-	-	1	-	79	-	1	-	-	-	-
DIST. OF COL.	15,788	10,204	2,663	2,134	52	-	476	36	337	-	52	-	-	-	-
FLORIDA	82,009	34,237	10,849	7,270	38	28	321	-	877	1,052	1,266	88	67	1,270	103
GEORGIA	62,032	28,795	5,063	2,734	83	19	698	41	301	429	1,150	33	9	301	11
GUAM	2,529	1,817	292	34	-	-	-	-	-	259	-	-	-	-	-
HAWAII	16,139	13,098	2,978	2,189	66	85	840	32	576	-	306	-	-	-	-
IDAHO	1,380	494	212	116	2	2	24	-	92	4	66	-	1	2	-
ILLINOIS	124,980	85,762	51,247	39,676	-	-	4,367	-	3,469	607	3,699	231	78	1,903	-
INDIANA	37,172	28,307	9,450	8,970	8	-	60	11	907	-	259	64	243	243	-
IOWA	21,952	15,689	8,608	8,088	14	-	67	1	167	16	1,136	-	-	189	-
KANSAS	12,893	6,699	3,833	2,236	-	-	684	11	1,655	21	56	57	312	4	-
KENTUCKY	42,637	23,004	8,754	5,426	-	-	1,126	93	221	1,190	1,248	257	-	150	-
LOUISIANA	39,372	22,600	6,671	5,097	7	29	938	20	219	-	1,011	-	21	52	-
MAINE	13,473	9,728	5,335	3,324	-	-	245	11	2,120	477	239	111	10	325	18
MARYLAND	32,087	18,631	2,080	1,114	62	-	233	30	645	-	157	-	-	5	-
MASSACHUSETTS	55,016	30,619	6,534	4,162	309	-	-	-	253	123	285	892	284	764	-
MICHIGAN	94,925	56,114	24,520	20,402	202	1	35	68	4,748	-	125	-	1	3	-
MINNESOTA	40,698	29,001	9,319	6,396	-	-	11	-	2,034	31	753	-	51	2,045	-

**Table 3:5.A continued**

**WORK ACTIVITIES, EXCLUDING WAIVERS, FOR FAMILIES MEETING THE ALL FAMILY WORK REQUIREMENTS  
FISCAL YEAR 1999**

STATE	NUMBER OF FAMILIES			AVERAGE MONTHLY NUMBER OF PERSONS ENGAGED IN WORK BY WORK ACTIVITY FOR FAMILIES PARTICIPATING IN THE OVERALL WORK RATES											
	TOTAL	IN OVERALL RATE	PARTICIPATING	UNSUBSIDIZED EMPLOYMENT	SUBSIDIZED PRIVATE EMPLOYMENT	SUBSIDIZED PUBLIC EMPLOYMENT	WORK EXPERIENCE	ON-THE-JOB TRAINING	JOB SEARCH	COMMUNITY SERVICE	VOCATIONAL EDUCATION	JOB SKILLS TRAINING	EDUCATION RELATED TO EMPLOYMENT	SATISFACTORY SCHOOL ATTENDANCE	PROVIDING CHILD CARE
MISSISSIPPI	16,652	6,807	1,813	1,397	47	11	148	2	179	124	91	1	9	39	-
MISSOURI	48,480	27,047	5,400	2,798	202	-	1,023	54	1,230	-	-	611	456	283	-
MONTANA	5,112	3,495	3,227	550	-	-	1,775	-	3,214	72	349	-	-	9	-
NEBRASKA	11,336	8,239	2,842	1,774	-	-	51	65	1,336	9	84	250	-	318	-
NEVADA	8,687	4,032	1,393	1,023	-	-	5	-	337	139	198	-	-	12	-
NEW HAMPSHIRE	6,386	3,992	874	630	-	-	35	3	139	-	60	71	-	101	-
NEW JERSEY	62,241	38,614	11,606	5,255	-	-	4,789	33	1,926	8	2,435	413	782	199	13
NEW MEXICO	25,501	18,564	5,119	4,847	17	-	11	-	-	162	148	-	10	-	-
NEW YORK	282,407	191,296	69,689	34,184	331	10	17,194	141	5,515	12,600	8,917	151	321	311	-
NORTH CAROLINA	55,008	22,673	3,823	2,916	57	47	104	-	323	-	1,106	-	-	-	-
NORTH DAKOTA	3,102	1,496	475	273	-	-	132	1	30	20	67	2	14	2	1
OHIO	108,635	64,848	34,604	17,307	52	23	15,583	30	2,856	-	6,027	-	50	1,759	15
OKLAHOMA	20,831	12,354	5,200	2,636	13	-	276	2	1,271	-	1,001	-	-	-	-
OREGON	16,870	12,752	985	503	104	-	82	10	357	-	-	38	55	107	-
PENNSYLVANIA	111,576	73,094	11,880	10,099	-	-	505	6	1,527	-	945	-	19	80	-
PUERTO RICO	36,156	29,900	6,150	640	314	93	162	254	2,889	308	1,492	145	38	13	-
RHODE ISLAND	18,640	13,830	3,975	2,557	53	-	119	4	376	-	1,002	-	206	127	-
SOUTH CAROLINA	18,366	8,662	2,758	2,175	17	-	61	14	741	-	72	88	10	83	-
SOUTH DAKOTA	3,225	1,316	596	204	-	-	-	25	69	327	56	10	28	14	-
TENNESSEE	57,630	39,924	12,748	7,479	-	-	247	2,692	3,784	-	599	-	-	1,875	-
TEXAS	114,112	66,432	6,444	3,360	6	9	479	28	2,932	14	361	-	559	267	-
UTAH	9,848	5,790	2,545	1,773	-	-	-	8	1,238	-	-	193	56	248	-
VERMONT	6,611	5,414	1,112	765	-	38	60	8	309	-	215	12	-	104	-
VIRGIN ISLANDS	1,035	885	106	4	-	13	33	8	33	-	29	2	6	18	3
VIRGINIA	37,124	21,397	6,193	5,772	2	-	195	72	1,079	-	131	93	35	4	-
WASHINGTON	62,640	44,236	17,871	12,275	48	203	470	263	3,658	2,273	584	439	265	542	118
WEST VIRGINIA	10,725	7,987	2,077	540	44	21	768	44	399	387	146	19	21	41	28
WISCONSIN	19,140	7,330	5,898	2,107	11	-	4,547	2	2,813	823	-	2,211	-	-	-
WYOMING	811	245	141	52	1	-	74	1	52	-	24	-	-	5	-

**Table 3:5.B**  
**TEMPORARY ASSISTANCE FOR NEEDY FAMILIES**  
**WORK ACTIVITIES, EXCLUDING WAIVERS, FOR FAMILIES MEETING THE ALL FAMILY WORK REQUIREMENTS**  
**FISCAL YEAR 1999**

STATE	NUMBER OF FAMILIES			AVERAGE MONTHLY PERCENT OF PERSONS ENGAGED IN WORK BY WORK ACTIVITY FOR FAMILIES PARTICIPATING IN THE OVERALL WORK RATES											
	TOTAL	IN OVERALL RATE	PARTICIPATING	UNSUBSIDIZED EMPLOYMENT	SUBSIDIZED PRIVATE EMPLOYMENT	SUBSIDIZED PUBLIC EMPLOYMENT	WORK EXPERIENCE	ON-THE-JOB TRAINING	JOB SEARCH	COMMUNITY SERVICE	VOCATIONAL EDUCATION	JOB SKILLS TRAINING	EDUCATION RELATED TO EMPLOYMENT	SATISFACTORY SCHOOL ATTENDANCE	PROVIDING CHILD CARE
UNITED STATES	2,627,002	1,612,477	573,367	70.0%	0.6%	0.3%	11.3%	1.0%	13.3%	3.9%	8.6%	2.0%	1.0%	2.8%	0.1%
ALABAMA	20,106	7,342	2,739	65.1%	0.0%	0.0%	8.9%	0.1%	22.6%	1.5%	10.5%	0.3%	0.0%	5.1%	0.0%
ALASKA	8,461	6,262	2,878	77.3%	0.5%	0.1%	1.8%	0.3%	14.1%	7.7%	15.2%	0.0%	0.0%	1.3%	0.0%
ARIZONA	33,481	19,141	6,147	88.4%	0.0%	0.0%	14.9%	0.2%	16.1%	1.2%	7.6%	1.1%	0.2%	2.6%	0.0%
ARKANSAS	10,826	5,218	1,239	38.6%	1.8%	2.1%	14.4%	3.2%	21.5%	0.9%	25.1%	0.0%	0.6%	2.7%	0.4%
CALIFORNIA	624,096	384,170	162,225	84.2%	0.7%	0.6%	2.3%	0.8%	8.2%	0.2%	5.2%	2.9%	1.0%	0.9%	0.1%
COLORADO	14,265	8,178	3,005	57.1%	0.4%	4.1%	10.3%	0.4%	8.7%	7.2%	30.2%	0.0%	0.0%	3.5%	0.2%
CONNECTICUT	35,526	21,364	8,558	86.2%	0.0%	0.0%	1.2%	0.3%	10.9%	0.6%	4.4%	0.0%	2.3%	2.5%	0.0%
DELAWARE	6,272	3,352	624	98.2%	0.0%	0.0%	0.2%	0.0%	12.7%	0.0%	0.2%	0.0%	0.0%	0.0%	0.0%
DIST. OF COL.	15,788	10,204	2,663	80.1%	2.0%	0.0%	17.9%	1.4%	12.7%	0.0%	2.0%	0.0%	0.0%	0.0%	0.0%
FLORIDA	82,009	34,237	10,849	67.0%	0.4%	0.3%	3.0%	0.0%	8.1%	9.7%	11.7%	0.8%	0.6%	11.7%	0.9%
GEORGIA	62,032	28,795	5,063	54.0%	1.6%	0.4%	13.8%	0.8%	5.9%	8.5%	22.7%	0.7%	0.2%	5.9%	0.2%
GUAM	2,529	1,817	292	11.6%	0.0%	0.0%	0.0%	0.0%	0.0%	88.7%	0.0%	0.0%	0.0%	0.0%	0.0%
HAWAII	16,139	13,098	2,978	73.5%	2.2%	2.9%	28.2%	1.1%	19.3%	0.0%	10.3%	0.0%	0.0%	0.0%	0.0%
IDAHO	1,380	494	212	54.7%	0.9%	0.9%	11.3%	0.0%	43.4%	1.9%	31.1%	0.0%	0.5%	0.9%	0.0%
ILLINOIS	124,980	85,762	51,247	77.4%	0.0%	0.0%	8.5%	0.0%	6.8%	1.2%	7.2%	0.5%	0.2%	3.7%	0.0%
INDIANA	37,172	28,307	9,450	94.9%	0.1%	0.0%	0.6%	0.1%	9.6%	0.0%	2.7%	0.7%	2.6%	2.6%	0.0%
IOWA	21,952	15,689	8,608	94.0%	0.2%	0.0%	0.8%	0.0%	1.9%	0.2%	13.2%	0.0%	0.0%	2.2%	0.0%
KANSAS	12,893	6,699	3,833	58.3%	0.0%	0.0%	17.8%	0.3%	43.2%	0.5%	1.5%	1.5%	8.1%	0.1%	0.0%
KENTUCKY	42,637	23,004	8,754	62.0%	0.0%	0.0%	12.9%	1.1%	2.5%	13.6%	14.3%	2.9%	0.0%	1.7%	0.0%
LOUISIANA	39,372	22,600	6,671	76.4%	0.1%	0.4%	14.1%	0.3%	3.3%	0.0%	15.2%	0.0%	0.3%	0.8%	0.0%
MAINE	13,473	9,728	5,335	62.3%	0.0%	0.0%	4.6%	0.2%	39.7%	8.9%	4.5%	2.1%	0.2%	6.1%	0.3%
MARYLAND	32,087	18,631	2,080	53.6%	3.0%	0.0%	11.2%	1.4%	31.0%	0.0%	7.5%	0.0%	0.0%	0.2%	0.0%
MASSACHUSETTS	55,016	30,619	6,534	63.7%	4.7%	0.0%	0.0%	0.0%	3.9%	1.9%	4.4%	13.7%	4.3%	11.7%	0.0%
MICHIGAN	94,925	56,114	24,520	83.2%	0.8%	0.0%	0.1%	0.3%	19.4%	0.0%	0.5%	0.0%	0.0%	0.0%	0.0%
MINNESOTA	40,698	29,001	9,319	68.6%	0.0%	0.0%	0.1%	0.0%	21.8%	0.3%	8.1%	0.0%	0.5%	21.9%	0.0%

**Table 3:5.B continued**

TEMPORARY ASSISTANCE FOR NEEDY FAMILIES  
**WORK ACTIVITIES, EXCLUDING WAIVERS, FOR FAMILIES MEETING THE ALL FAMILY WORK REQUIREMENTS**  
 FISCAL YEAR 1999

STATE	NUMBER OF FAMILIES			AVERAGE MONTHLY PERCENT OF PERSONS ENGAGED IN WORK BY WORK ACTIVITY FOR FAMILIES PARTICIPATING IN THE OVERALL WORK RATES											
	TOTAL	IN OVERALL RATE	PARTICIPATING	UNSUBSIDIZED EMPLOYMENT	SUBSIDIZED PRIVATE EMPLOYMENT	SUBSIDIZED PUBLIC EMPLOYMENT	WORK EXPERIENCE	ON-THE-JOB TRAINING	JOB SEARCH	COMMUNITY SERVICE	VOCATIONAL EDUCATION	JOB SKILLS TRAINING	EDUCATION RELATED TO EMPLOYMENT	SATISFACTORY SCHOOL ATTENDANCE	PROVIDING CHILD CARE
MISSISSIPPI	16,652	6,807	1,813	77.1%	2.6%	0.6%	8.2%	0.1%	9.9%	6.8%	5.0%	0.1%	0.5%	2.2%	0.0%
MISSOURI	48,480	27,047	5,400	51.8%	3.7%	0.0%	18.9%	1.0%	22.8%	0.0%	0.0%	11.3%	8.4%	5.2%	0.0%
MONTANA	5,112	3,495	3,227	17.0%	0.0%	0.0%	55.0%	0.0%	99.6%	2.2%	10.8%	0.0%	0.0%	0.3%	0.0%
NEBRASKA	11,336	8,239	2,842	62.4%	0.0%	0.0%	1.8%	2.3%	47.0%	0.3%	3.0%	8.8%	0.0%	11.2%	0.0%
NEVADA	8,687	4,032	1,393	73.4%	0.0%	0.0%	0.4%	0.0%	24.2%	10.0%	14.2%	0.0%	0.0%	0.9%	0.0%
NEW HAMPSHIRE	6,386	3,992	874	72.1%	0.0%	0.0%	4.0%	0.3%	15.9%	0.0%	6.9%	8.1%	0.0%	11.6%	0.0%
NEW JERSEY	62,241	38,614	11,606	45.3%	0.0%	0.0%	41.3%	0.3%	16.6%	0.1%	21.0%	3.6%	6.7%	1.7%	0.1%
NEW MEXICO	25,501	18,564	5,119	94.7%	0.3%	0.0%	0.2%	0.0%	0.0%	3.2%	2.9%	0.0%	0.2%	0.0%	0.0%
NEW YORK	282,407	191,296	69,689	49.1%	0.5%	0.0%	24.7%	0.2%	7.9%	18.1%	12.8%	0.2%	0.5%	0.4%	0.0%
NORTH CAROLINA	55,008	22,673	3,823	76.3%	1.5%	1.2%	2.7%	0.0%	8.4%	0.0%	28.9%	0.0%	0.0%	0.0%	0.0%
NORTH DAKOTA	3,102	1,496	475	57.5%	0.0%	0.0%	27.8%	0.2%	6.3%	4.2%	14.1%	0.4%	2.9%	0.4%	0.2%
OHIO	108,635	64,848	34,604	50.0%	0.2%	0.1%	45.0%	0.1%	8.3%	0.0%	17.4%	0.0%	0.1%	5.1%	0.0%
OKLAHOMA	20,831	12,354	5,200	50.7%	0.3%	0.0%	5.3%	0.0%	24.4%	0.0%	19.3%	0.0%	0.0%	0.0%	0.0%
OREGON	16,870	12,752	985	51.1%	10.6%	0.0%	8.3%	1.0%	36.2%	0.0%	0.0%	3.9%	5.6%	10.9%	0.0%
PENNSYLVANIA	111,576	73,094	11,880	85.0%	0.0%	0.0%	4.3%	0.1%	12.9%	0.0%	8.0%	0.0%	0.2%	0.7%	0.0%
PUERTO RICO	36,156	29,900	6,150	10.4%	5.1%	1.5%	2.6%	4.1%	47.0%	5.0%	24.3%	2.4%	0.6%	0.2%	0.0%
RHODE ISLAND	18,640	13,830	3,975	64.3%	1.3%	0.0%	3.0%	0.1%	9.5%	0.0%	25.2%	0.0%	5.2%	3.2%	0.0%
SOUTH CAROLINA	18,366	8,662	2,758	78.9%	0.6%	0.0%	2.2%	0.5%	26.9%	0.0%	2.6%	3.2%	0.4%	3.0%	0.0%
SOUTH DAKOTA	3,225	1,316	596	34.2%	0.0%	0.0%	0.0%	4.2%	11.6%	54.9%	9.4%	1.7%	4.7%	2.3%	0.0%
TENNESSEE	57,630	39,924	12,748	58.7%	0.0%	0.0%	1.9%	21.1%	29.7%	0.0%	4.7%	0.0%	0.0%	14.7%	0.0%
TEXAS	114,112	66,432	6,444	52.1%	0.1%	0.1%	7.4%	0.4%	45.5%	0.2%	5.6%	0.0%	8.7%	4.1%	0.0%
UTAH	9,848	5,790	2,545	69.7%	0.0%	0.0%	0.0%	0.3%	48.6%	0.0%	0.0%	7.6%	2.2%	9.7%	0.0%
VERMONT	6,611	5,414	1,112	68.8%	0.0%	3.4%	5.4%	0.7%	27.8%	0.0%	19.3%	1.1%	0.0%	9.4%	0.0%
VIRGIN ISLANDS	1,035	885	106	3.8%	0.0%	12.3%	31.1%	7.5%	31.1%	0.0%	27.4%	1.9%	5.7%	17.0%	2.8%
VIRGINIA	37,124	21,397	6,193	93.2%	0.0%	0.0%	3.1%	1.2%	17.4%	0.0%	2.1%	1.5%	0.6%	0.1%	0.0%
WASHINGTON	62,640	44,236	17,871	68.7%	0.3%	1.1%	2.6%	1.5%	20.5%	12.7%	3.3%	2.5%	1.5%	3.0%	0.7%
WEST VIRGINIA	10,725	7,987	2,077	26.0%	2.1%	1.0%	37.0%	2.1%	19.2%	18.6%	7.0%	0.9%	1.0%	2.0%	1.3%
WISCONSIN	19,140	7,330	5,898	35.7%	0.2%	0.0%	77.1%	0.0%	47.7%	14.0%	0.0%	37.5%	0.0%	0.0%	0.0%
WYOMING	811	245	141	36.9%	0.7%	0.0%	52.5%	0.7%	36.9%	0.0%	17.0%	0.0%	0.0%	3.5%	0.0%

ACF/OPRE 06-20-2000

**Table 3:6.A**  
**TEMPORARY ASSISTANCE FOR NEEDY FAMILIES**  
**WORK ACTIVITIES, EXCLUDING WAIVERS, FOR TWO-PARENT FAMILIES MEETING THE PARTICIPATION REQUIREMENTS**  
**FISCAL YEAR 1999**

STATE	TOTAL NUMBER OF FAMILIES 1/	TOTAL NUMBER OF TWO-PARENT FAMILIES IN TWO-PARENT WORK RATES	NUMBER OF FAMILIES PARTICIPATING IN TWO-PARENT WORK RATES	AVERAGE MONTHLY NUMBER OF PERSONS ENGAGED IN WORK BY WORK ACTIVITY FOR FAMILIES PARTICIPATING IN THE TWO PARENT WORK RATES											
				UNSUBSIDIZED EMPLOYMENT	SUBSIDIZED PRIVATE EMPLOYMENT	SUBSIDIZED PUBLIC EMPLOYMENT	WORK EXPERIENCE	ON-THE-JOB TRAINING	JOB SEARCH	COMMUNITY SERVICE	VOCATIONAL EDUCATION	JOB SKILLS TRAINING	EDUCATION RELATED TO EMPLOYMENT	SATISFACTORY SCHOOL ATTENDANCE	PROVIDING CHILD CARE
UNITED STATES	120,773	117,250	60,684	70,269	203	322	5,403	102	11,545	3,405	4,054	1,383	945	988	345
ALABAMA	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
ALASKA	1,180	957	428	479	2	-	6	2	133	119	78	-	-	8	-
ARIZONA	491	207	183	235	-	-	78	1	155	8	14	1	-	6	-
ARKANSAS	160	159	16	11	-	-	3	-	5	1	8	-	-	1	-
CALIFORNIA	67,598	67,265	36,433	47,246	12	172	283	12	4,552	307	2,124	1,058	586	266	171
COLORADO	528	516	203	202	1	9	21	-	37	14	68	-	-	22	2
CONNECTICUT	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
DELAWARE	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
DIST. OF COL.	171	171	33	40	1	-	6	1	3	-	1	-	-	-	-
FLORIDA	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
GEORGIA	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
GUAM	218	218	23	11	-	-	-	-	-	24	-	-	-	-	-
HAWAII	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
IDAHO	53	53	24	20	1	-	3	-	19	2	17	-	-	-	-
ILLINOIS	1,739	1,698	1,557	1,509	-	-	384	-	27	23	323	6	1	19	-
INDIANA	819	787	329	453	-	-	2	1	50	-	3	5	5	5	-
IOWA	1,367	1,353	752	1,186	4	-	12	-	29	1	117	-	-	22	-
KANSAS	478	477	312	330	-	-	68	2	297	-	5	9	36	-	-
KENTUCKY	790	774	361	277	-	-	109	5	20	77	49	6	-	3	-
LOUISIANA	333	311	134	154	-	-	31	1	8	-	22	-	-	3	-
MAINE	518	515	262	236	-	-	14	1	198	71	15	10	-	21	1
MARYLAND	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
MASSACHUSETTS	1,104	1,104	264	334	2	-	-	-	7	56	5	2	2	7	-
MICHIGAN	3,048	3,006	2,078	2,215	7	-	5	3	640	-	10	4	2	5	-
MINNESOTA	4,013	3,548	1,232	1,442	-	-	6	-	513	6	177	-	83	153	-

**Table 3:6.A continued**

TEMPORARY ASSISTANCE FOR NEEDY FAMILIES

WORK ACTIVITIES, EXCLUDING WAIVERS, FOR TWO-PARENT FAMILIES MEETING THE PARTICIPATION REQUIREMENTS

FISCAL YEAR 1999

STATE	TOTAL NUMBER OF FAMILIES 1/	TOTAL NUMBER OF TWO-PARENT FAMILIES IN TWO-PARENT WORK RATES	NUMBER OF FAMILIES PARTICIPATING IN TWO-PARENT WORK RATES	AVERAGE MONTHLY NUMBER OF PERSONS ENGAGED IN WORK BY WORK ACTIVITY FOR FAMILIES PARTICIPATING IN THE TWO PARENT WORK RATES												
				UNSUBSIDIZED EMPLOYMENT	SUBSIDIZED PRIVATE EMPLOYMENT	SUBSIDIZED PUBLIC EMPLOYMENT	WORK EXPERIENCE	ON-THE-JOB TRAINING	JOB SEARCH	COMMUNITY SERVICE	VOCATIONAL EDUCATION	JOB SKILLS TRAINING	EDUCATION RELATED TO EMPLOYMENT	SATISFACTORY SCHOOL ATTENDANCE	PROVIDING CHILD CARE	
				MISSISSIPPI	1	1	-	-	-	-	-	-	-	-	-	-
MISSOURI	141	130	29	22	-	-	19	-	10	-	-	1	2	1	-	-
MONTANA	745	654	569	182	-	-	846	-	1,134	21	27	-	-	6	-	-
NEBRASKA	985	976	525	707	-	-	8	5	387	1	14	111	-	124	-	-
NEVADA	202	196	136	165	-	-	1	-	72	13	17	1	-	5	-	-
NEW HAMPSHIRE	68	68	21	21	-	-	2	1	23	-	-	8	-	3	-	-
NEW JERSEY	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
NEW MEXICO	3,919	3,589	1,040	1,297	17	-	-	-	-	24	47	-	-	-	-	-
NEW YORK	9,620	8,638	5,066	3,810	57	10	1,139	-	470	1,521	142	19	85	9	-	-
NORTH CAROLINA	347	338	78	66	1	-	11	-	17	-	30	-	-	-	-	-
NORTH DAKOTA	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
OHIO	4,122	4,114	2,683	1,988	17	-	1,798	23	286	-	406	-	38	116	-	-
OKLAHOMA	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
OREGON	1,043	1,030	143	111	11	-	11	1	122	-	-	8	30	5	-	-
PENNSYLVANIA	819	792	196	256	-	-	7	-	76	-	15	-	2	3	-	-
PUERTO RICO	4	4	-	-	-	-	-	-	-	-	-	-	-	-	-	-
RHODE ISLAND	390	390	369	370	3	-	7	-	79	-	33	-	9	4	-	-
SOUTH CAROLINA	169	167	115	115	-	-	4	-	32	-	1	5	-	3	-	-
SOUTH DAKOTA	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
TENNESSEE	284	281	98	56	-	-	2	26	49	-	24	-	-	26	-	-
TEXAS	3,717	3,374	533	375	-	-	58	3	431	1	24	-	-	10	-	-
UTAH	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
VERMONT	667	667	167	182	-	15	6	1	65	-	5	1	-	8	-	-
VIRGIN ISLANDS	4	4	-	-	-	-	-	-	-	-	-	-	-	-	-	-
VIRGINIA	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
WASHINGTON	7,084	6,921	3,765	3,950	48	109	163	-	1,419	1,029	210	97	60	119	167	-
WEST VIRGINIA	1,689	1,658	446	162	19	7	223	13	113	74	23	-	4	5	4	-
WISCONSIN	141	136	78	52	-	-	65	-	64	12	-	31	-	-	-	-
WYOMING	4	3	3	2	-	-	2	-	3	-	-	-	-	-	-	-

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

ACF/OPRE: 06-20-2000

**Table 3:6.B**  
**TEMPORARY ASSISTANCE FOR NEEDY FAMILIES**  
**WORK ACTIVITIES, EXCLUDING WAIVERS, FOR TWO-PARENT FAMILIES MEETING THE PARTICIPATION REQUIREMENTS**  
**FISCAL YEAR 1999**

STATE	TOTAL NUMBER OF FAMILIES 1/	TOTAL NUMBER OF TWO-PARENT FAMILIES IN TWO-PARENT WORK RATES	NUMBER OF FAMILIES PARTICIPATING IN TWO-PARENT WORK RATES	AVERAGE MONTHLY NUMBER OF PARENTS ENGAGED IN WORK BY WORK ACTIVITY FOR TWO-PARENT FAMILIES AS A PERCENT OF THE NUMBER OF PARENTS IN FAMILIES PARTICIPATING IN THE TWO PARENT WORK RATES												
				UNSUBSIDIZED EMPLOYMENT	SUBSIDIZED PRIVATE EMPLOYMENT	SUBSIDIZED PUBLIC EMPLOYMENT	WORK EXPERIENCE	ON-THE-JOB TRAINING	JOB SEARCH	COMMUNITY SERVICE	VOCATIONAL EDUCATION	JOB SKILLS TRAINING	EDUCATION RELATED TO EMPLOYMENT	SATISFACTORY SCHOOL ATTENDANCE	PROVIDING CHILD CARE	
				UNITED STATES	120,773	117,250	60,684	57.9%	0.2%	0.3%	4.5%	0.1%	9.5%	2.8%	3.3%	1.1%
ALABAMA	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	
ALASKA	1,180	957	428	56.0%	0.2%	0.0%	0.7%	0.2%	15.5%	13.9%	9.1%	0.0%	0.0%	0.9%	0.0%	
ARIZONA	491	207	183	64.2%	0.0%	0.0%	21.3%	0.3%	42.3%	2.2%	3.8%	0.3%	0.0%	1.6%	0.0%	
ARKANSAS	160	159	16	34.4%	0.0%	0.0%	9.4%	0.0%	15.6%	3.1%	25.0%	0.0%	0.0%	3.1%	0.0%	
CALIFORNIA	67,598	67,265	36,433	64.8%	0.0%	0.2%	0.4%	0.0%	6.2%	0.4%	2.9%	1.5%	0.8%	0.4%	0.2%	
COLORADO	528	516	203	49.8%	0.2%	2.2%	5.2%	0.0%	9.1%	3.4%	16.7%	0.0%	0.0%	5.4%	0.5%	
CONNECTICUT	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	
DELAWARE	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	
DIST. OF COL.	171	171	33	60.6%	1.5%	0.0%	9.1%	1.5%	4.5%	0.0%	1.5%	0.0%	0.0%	0.0%	0.0%	
FLORIDA	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	
GEORGIA	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	
GUAM	218	218	23	23.9%	0.0%	0.0%	0.0%	0.0%	0.0%	52.2%	0.0%	0.0%	0.0%	0.0%	0.0%	
HAWAII	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	
IDAHO	53	53	24	41.7%	2.1%	0.0%	6.3%	0.0%	39.6%	4.2%	35.4%	0.0%	0.0%	0.0%	0.0%	
ILLINOIS	1,739	1,698	1,557	48.5%	0.0%	0.0%	12.3%	0.0%	0.9%	0.7%	10.4%	0.2%	0.0%	0.6%	0.0%	
INDIANA	819	787	329	68.8%	0.0%	0.0%	0.3%	0.2%	7.6%	0.0%	0.5%	0.8%	0.8%	0.8%	0.0%	
IOWA	1,367	1,353	752	78.9%	0.3%	0.0%	0.8%	0.0%	1.9%	0.1%	7.8%	0.0%	0.0%	1.5%	0.0%	
KANSAS	478	477	312	52.9%	0.0%	0.0%	10.9%	0.3%	47.6%	0.0%	0.8%	1.4%	5.8%	0.0%	0.0%	
KENTUCKY	790	774	361	38.4%	0.0%	0.0%	15.1%	0.7%	2.8%	10.7%	6.8%	0.8%	0.0%	0.4%	0.0%	
LOUISIANA	333	311	134	57.5%	0.0%	0.0%	11.6%	0.4%	3.0%	0.0%	8.2%	0.0%	0.0%	1.1%	0.0%	
MAINE	518	515	262	45.0%	0.0%	0.0%	2.7%	0.2%	37.8%	13.5%	2.9%	1.9%	0.0%	4.0%	0.2%	
MARYLAND	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	
MASSACHUSETTS	1,104	1,104	264	63.3%	0.4%	0.0%	0.0%	0.0%	1.3%	10.6%	0.9%	0.4%	0.4%	1.3%	0.0%	
MICHIGAN	3,048	3,006	2,078	53.3%	0.2%	0.0%	0.1%	0.1%	15.4%	0.0%	0.2%	0.1%	0.0%	0.1%	0.0%	
MINNESOTA	4,013	3,548	1,232	58.5%	0.0%	0.0%	0.2%	0.0%	20.8%	0.2%	7.2%	0.0%	3.4%	6.2%	0.0%	

**Table 3:6.B continued**

TEMPORARY ASSISTANCE FOR NEEDY FAMILIES

WORK ACTIVITIES, EXCLUDING WAIVERS, FOR TWO-PARENT FAMILIES MEETING THE PARTICIPATION REQUIREMENTS  
FISCAL YEAR 1999

STATE	TOTAL NUMBER OF FAMILIES 1/	TOTAL NUMBER OF TWO-PARENT FAMILIES IN TWO-PARENT WORK RATES	NUMBER OF FAMILIES PARTICIPATING IN TWO-PARENT WORK RATES	AVERAGE MONTHLY NUMBER OF PARENTS ENGAGED IN WORK BY WORK ACTIVITY FOR TWO-PARENT FAMILIES AS A PERCENT OF THE NUMBER OF PARENTS IN FAMILIES PARTICIPATING IN THE TWO PARENT WORK RATES												
				UNSUBSIDIZED EMPLOYMENT	SUBSIDIZED PRIVATE EMPLOYMENT	SUBSIDIZED PUBLIC EMPLOYMENT	WORK EXPERIENCE	ON-THE-JOB TRAINING	JOB SEARCH	COMMUNITY SERVICE	VOCATIONAL EDUCATION	JOB SKILLS TRAINING	EDUCATION RELATED TO EMPLOYMENT	SATISFACTORY SCHOOL ATTENDANCE	PROVIDING CHILD CARE	
				MISSISSIPPI	1	1	-	37.9%	0.0%	0.0%	32.8%	0.0%	17.2%	0.0%	0.0%	1.7%
MISSOURI	141	130	29	37.9%	0.0%	0.0%	32.8%	0.0%	17.2%	0.0%	0.0%	1.7%	3.4%	1.7%	0.0%	
MONTANA	745	654	569	16.0%	0.0%	0.0%	74.3%	0.0%	99.6%	1.8%	2.4%	0.0%	0.0%	0.5%	0.0%	
NEBRASKA	985	976	525	67.3%	0.0%	0.0%	0.8%	0.5%	36.9%	0.1%	1.3%	10.6%	0.0%	11.8%	0.0%	
NEVADA	202	196	136	60.7%	0.0%	0.0%	0.4%	0.0%	26.5%	4.8%	6.3%	0.4%	0.0%	1.8%	0.0%	
NEW HAMPSHIRE	68	68	21	50.0%	0.0%	0.0%	4.8%	2.4%	54.8%	0.0%	0.0%	19.0%	0.0%	7.1%	0.0%	
NEW JERSEY	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	
NEW MEXICO	3,919	3,589	1,040	62.4%	0.8%	0.0%	0.0%	0.0%	0.0%	1.2%	2.3%	0.0%	0.0%	0.0%	0.0%	
NEW YORK	9,620	8,638	5,066	37.6%	0.6%	0.1%	11.2%	0.0%	4.6%	15.0%	1.4%	0.2%	0.8%	0.1%	0.0%	
NORTH CAROLINA	347	338	78	42.3%	0.6%	0.0%	7.1%	0.0%	10.9%	0.0%	19.2%	0.0%	0.0%	0.0%	0.0%	
NORTH DAKOTA	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	
OHIO	4,122	4,114	2,683	37.0%	0.3%	0.0%	33.5%	0.4%	5.3%	0.0%	7.6%	0.0%	0.7%	2.2%	0.0%	
OKLAHOMA	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	
OREGON	1,043	1,030	143	38.8%	3.8%	0.0%	3.8%	0.3%	42.7%	0.0%	0.0%	2.8%	10.5%	1.7%	0.0%	
PENNSYLVANIA	819	792	196	65.3%	0.0%	0.0%	1.8%	0.0%	19.4%	0.0%	3.8%	0.0%	0.5%	0.8%	0.0%	
PUERTO RICO	4	4	-	-	-	-	-	-	-	-	-	-	-	-	-	
RHODE ISLAND	390	390	369	50.1%	0.4%	0.0%	0.9%	0.0%	10.7%	0.0%	4.5%	0.0%	1.2%	0.5%	0.0%	
SOUTH CAROLINA	169	167	115	50.0%	0.0%	0.0%	1.7%	0.0%	13.9%	0.0%	0.4%	2.2%	0.0%	1.3%	0.0%	
SOUTH DAKOTA	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	
TENNESSEE	284	281	98	28.6%	0.0%	0.0%	1.0%	13.3%	25.0%	0.0%	12.2%	0.0%	0.0%	13.3%	0.0%	
TEXAS	3,717	3,374	533	35.2%	0.0%	0.0%	5.4%	0.3%	40.4%	0.1%	2.3%	0.0%	0.0%	0.9%	0.0%	
UTAH	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	
VERMONT	667	667	167	54.5%	0.0%	4.5%	1.8%	0.3%	19.5%	0.0%	1.5%	0.3%	0.0%	2.4%	0.0%	
VIRGIN ISLANDS	4	4	-	-	-	-	-	-	-	-	-	-	-	-	-	
VIRGINIA	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	
WASHINGTON	7,084	6,921	3,765	52.5%	0.6%	1.4%	2.2%	0.0%	18.8%	13.7%	2.8%	1.3%	0.8%	1.6%	2.2%	
WEST VIRGINIA	1,689	1,658	446	18.2%	2.1%	0.8%	25.0%	1.5%	12.7%	8.3%	2.6%	0.0%	0.4%	0.6%	0.4%	
WISCONSIN	141	136	78	33.3%	0.0%	0.0%	41.7%	0.0%	41.0%	7.7%	0.0%	19.9%	0.0%	0.0%	0.0%	
WYOMING	4	3	3	33.3%	0.0%	0.0%	33.3%	0.0%	50.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	

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

ACF/OPRE: 06-20-2000

## **IV. EMPLOYMENT AND EARNINGS OF NEEDY FAMILIES**

### *Employment*

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

The percentage of working recipients reached an all-time high in FY99 at 33 percent, compared to less than 7 percent in 1992 and 11 percent in 1996. Thus, over one in three recipients was working in a typical month, the highest level ever recorded and nearly a fivefold increase since 1992. The vast majority of recipients who were working were in paid employment (28% of the total or 85 percent of those working); others were engaged in work experience and community service.

Between 1992 and 1999, the employment rate of current and former TANF recipients increased by 80%. In 1992 one in five previous year recipients was working the following spring, whereas in 1999, the figure had increased to over one in three. Each March the Current Population Survey (CPS), which is used to calculate unemployment rates, collects information about households' income and program participation in the previous calendar year as well as employment and earnings data reflecting individuals' March employment status. As a result we know whether adults who received AFDC or TANF in the preceding calendar year (who may or may not still be receiving welfare) were employed the following March. Between 1992 and 1996, the employment rate increased from 20 percent (its approximate level for the previous four years) to 27 percent. In the last two years it jumped even more dramatically, reaching 36 percent in 1999.

Large employment gains are also evident from rigorous waiver evaluations that measure the effects of reform policies by comparing randomly assigned individuals who were subject to either welfare reform or standard AFDC rules. Unlike the CPS analysis, which does not separate out the effects of State welfare reform policies from those of the economy, other policies which promote employment such as the enhancement of the EITC or the expansion of child care subsidies, the strength of experimental studies is that they isolate the impacts of specific policies enabling researchers to attribute outcomes directly to the policies put in place. A number of such studies, e.g., those in Delaware, Florida, Iowa and Los Angeles County, consistently show welfare reform strategies having significant effects on employment for at least one major target group. Furthermore, the Los Angeles County study along with a synthesis of twenty welfare to work programs showed that these effects obtained across a very broad spectrum of welfare recipients, including those who were the most disadvantaged from the point of view of low education, little work experience and high welfare use. Two recent reports indicate that the combination of work requirements and more generous disregards that make work pay can have particularly large effects on employment for long term recipients. Thus, average monthly employment rates for long term recipients (defined very similarly, but not identically) increased by 12 to 14 percentage points in both the Minnesota Family Investment Plan (a pilot program on which its TANF program was based) and in Connecticut's TANF program, Jobs First. These are probably quite conservative estimates in that the treatment groups are compared to control groups which were not isolated from the atmosphere of welfare reform, even though they did not directly experience welfare reform policies.

Preliminary findings from ten studies of families leaving welfare funded by the Assistant Secretary for Planning and Evaluation indicate that between 45 and 65 of former TANF recipients found work in jobs that were covered by their States' Unemployment Insurance program (leavers as defined in these ASPE studies are single-parent cases that are closed for at least 2 months.) Employment rates were even higher – 62 to 75 percent – when measured as the percentage of those who were *ever* employed within the first 12 months. These employment rates are consistent with findings from many other leavers studies, although methodological differences cause rates to be slightly higher in some studies (e.g., rates are sometimes higher in studies using survey data, or limiting study population to leavers who do not return to welfare). While these employment rates are not radically different from the patterns of AFDC leavers in earlier studies, they indicate a dramatically large increase in the *absolute* number of families leaving welfare with earnings, given the significant caseload decline in the past few years. A variety of State studies summarized by GAO found that between 63 and 87 percent of adults have worked since leaving the welfare rolls.

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

### Earnings

A second important measure of success in welfare reform is whether welfare recipients and former recipients are earning more. Although welfare reform is having a positive effect on the earnings of some categories of recipients, early data tell a story somewhat more complicated than the employment story. For example, an examination of the aforementioned welfare reforms in Connecticut and Minnesota suggests that those programs achieved annual earnings gains in the range of \$700-\$800 for long-term recipients. However, neither program had an effect on the earnings of recent applicants, who were likely to earn more than long-term recipients in the absence of welfare reform.

Finally, TANF administrative data (which cover only welfare recipients who remain on the rolls) indicate that the average monthly earnings of those employed increased from about \$466 per month in FY 1996 to \$553 in 1998 and \$598 in FY 1999, increases of 19 and 28 percent respectively.

High Performance Bonus data job retention and earnings gains were impressive. Based on the data from the 46 States that competed for the bonus, more than 1.3 million adults on welfare went to work between October 1, 1997, and September 30, 1998. Retention rates showed that 80 percent of those who entered employment were still working in the subsequent three-month period. The States also reported an average earnings increase of 23 percent for current and former welfare recipients from \$2,088 in the first quarter of employment to \$2,571 in the third quarter.

Along with the employment gains described above, the CPS data suggest average earnings for all female-headed families with children have increased substantially between 1993 and 1998 from \$14,897 to \$19,020 (both in 1998 dollars). However, the survey data suggest preliminarily that the gains are not evenly distributed over the period, with roughly two-thirds of the gain occurring between 1993 and 1995, and only one-third between 1995 and 1998. In addition, while employment gains for the bottom fifth of female-headed families with children were stronger from 1995 to 1998, the average earnings of this group increased from 1993 to 1995, but did not

increase from 1995 to 1998. Better understanding of these trends will require both longer-term follow-up and analysis of other national data sets as they become available.

### *Making Work Pay*

The evidence about impacts on family income, food security and hunger, health insurance status, child outcomes, and other family experiences does not produce a clear picture at this point. However, the first systematic and rigorous findings on these issues have just been released in the aforementioned MFIP evaluation. As described in the "Income and Poverty" chapter of this report, MFIP produced increased income across a broad range of families. It also produced other consistently positive effects, especially for families headed by long-term recipients, including a reduction in children's behavior problems, and an increase in children's attachment to, and performance in, school. In addition, it dramatically reduced the incidence of domestic violence, a finding that has never been observed in any rigorously evaluated welfare program. It also increased families' access to child care and health insurance. Finally, as discussed in this report's chapter, "Formation and Maintenance of Two-Parent Families," it increased the proportion of children living in two-parent families.

MFIP illustrates that a strong commitment to augmenting programs that strongly push parents to work with well-implemented approaches to making work pay can succeed in producing a broad range of improved outcomes for families and children. We are widely disseminating information about these findings. One important consideration, however, is that the pilot MFIP program did not include a time limit on receipt of benefits. Other rigorous studies, such as the Connecticut Jobs First evaluation, have shown that in the context of time-limited welfare programs, generous earned income disregards can have the undesirable side effect of causing families to exhaust their welfare benefits sooner than they would have otherwise. It is important to pay attention to this issue, because there are ways to avoid this dilemma, such as Illinois' practice of using separate State-only funds to pay non-time-limited benefits to working families.

The Department is funding a number of evaluations similar to that of MFIP that examine the effects of alternative State welfare reform strategies on families and children rigorously and in-depth. As final reports are completed over the next two years, it will be important to review their results to compare them to those realized by MFIP.

At a national level, expansions in the EITC included in the President's 1993 Economic Plan are making work pay for 15 million working families, including former welfare recipients. A study conducted by the Council of Economic Advisors reported that in 1997 the EITC lifted 4.3 million Americans out of poverty – more than double the number in 1993. More recent (1998) data from the Census Bureau also show that the EITC raised 4.3 million people out of poverty.

Research suggests that there is a direct and significant link between the increases in labor force participation of single mothers and EITC expansions. Thus, it is probably no coincidence that, after remaining steady for many years, the percentage of single mothers that were working and the percentage of single mothers who were not on welfare, but working, both increased substantially between 1992 and 1998. For a parent with two children working at the minimum wage, the 1993 EITC expansion and the 1996/1997 increases in the minimum wage had the effect of increasing the family income above the poverty level and raising the family's standard of living by 26 percent.

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

DHHS believes that it is important that working families have a package of supports available to assist them as they transition from welfare to self-sufficiency. As indicated by the findings of studies of former welfare recipients by the GAO, the Urban Institute, and HHS grantees, a low-wage job may be the first step for many welfare recipients. In fact, given the work experience and skill level of many recipients, we believe that a low-wage job will be the likely first successful step for many parents. That is why it is critical for such families to receive assistance from other programs, such as Food Stamps, Medicaid, the Earned Income Tax Credit, child support, and subsidized child care. These programs can help families with sub-poverty wages get access to the nutrition, health care, child care, and other fundamentals needed for successful family functioning. We also believe, and have reflected in all of our activities, that a key investment area for States is employment advancement strategies which can move families who enter the workforce at low wages up to higher wage jobs.

We believe that employment retention and advancement are critical elements in the success of TANF and should be a key investment area for States. The goal of these elements is to move families who enter the workforce at low wages into more stable, higher-paying, and self-sustaining employment. To support this goal, we have incorporated job retention and advancement objectives into a number of our activities, including the criteria we have developed for the TANF High Performance Bonus system. In addition, in partnership with State and local TANF agencies, we have launched a major, national evaluation of employment retention and advancement strategies. Through this five-year initiative, we will work with State and local officials to design and test varied strategies to assist current and former TANF recipients and other low-income working families to sustain employment and advance in the labor market.

#### *Participation in Medicaid and Food Stamps*

The Administration believes strongly that Medicaid and Food Stamps both play an important role in helping families make a successful transition from welfare to work. Thus, in December of 1999, the Department issued proposed rules for the TANF High Performance Bonus system that would consider participation in the Medicaid and SCHIP and Food Stamps programs in the criteria for awarding these bonuses.

Recently, the Administration joined forces with the Robert Wood Johnson Foundation to fund a \$6.8 million initiative to provide technical assistance and grants to States and large counties to improve their enrollment and re-determination processes for Medicaid, SCHIP, and Food Stamps. Under this private-Federal partnership, the Robert Wood Johnson Foundation will provide assistance to up to 16 States or counties to work on Medicaid and SCHIP, and DHHS and USDA will provide assistance to up to 6 States and large counties to work on Food Stamps, Medicaid and SCHIP. The *Supporting Families after Welfare Reform* initiative (as it is known) encouraged large counties with population greater than 1 million and States and to apply for technical assistance and grants to:

- Create and analyze performance data on how their Medicaid, SCHIP, and Food Stamps enrollment processes are functioning for families;

- Identify the root causes of problems in their processes;
- Develop specific implementation plans to solve the problems and increase participation rates in Medicaid, SCHIP, and Food Stamps.

By the due date of May 1, 2000, 17 States and one large county applied for grants. Grants will be awarded during the summer of 2000.

While the latest Medicaid enrollment figures show that there was a slight decline in the Medicaid rolls from 1997 to 1998, it is too early to say with confidence what has caused the decline. There are a number of factors, such as fewer people in poverty, lower rates of unemployment, and the decline in the number of employees participating in employer-sponsored health insurance that contribute to any change in enrollment numbers. It's also important to note that while Medicaid enrollment has slightly declined since 1996, the number of people under the poverty level who are uninsured has not increased in that period. And of course, over two million children have also enrolled in SCHIP since 1997.

One encouraging finding in our own data is that the number of non-disabled adults enrolled in Medicaid (who are primarily parents receiving TANF and pregnant women) actually increased in 1998. This shows that welfare reform has not caused a precipitous drop in enrollment.

While it is too early to tell what caused the slight decline in Medicaid enrollment, HCFA has been aggressive in ensuring that states extend Medicaid to everyone who qualifies. Since the beginning of 1997, HCFA has issued numerous letters to inform and educate the states concerning their responsibilities under Medicaid. A guidebook for states released in March of 1999 is just one example of our efforts to work with states to ensure that people moving off cash assistance programs, and working families who may not realize they are eligible for assistance, still get Medicaid benefits. The guidebook also makes clear that states' TANF-Medicaid agencies must furnish a Medicaid application upon request and may not impose a waiting period. States must also process Medicaid applications without delay.

HCFA also released guidance in January advising states of the continued availability of federal funds set aside in the 1996 welfare law to help states cover the costs of adapting their Medicaid policies and systems to welfare reform changes. At the end of last year, the Administration worked successfully with Congress to extend the life of this fund; most states have a considerable amount of funds to use for these purposes.

HCFA has also conducted comprehensive, on-site reviews of state Medicaid enrollment and eligibility processes. These reviews, conducted by HCFA regional office staff, included interviews with state officials and case file checks to assess compliance with current law and to develop recommendations for improvements. The review teams are planning to highlight best practices for ensuring that eligible families get Medicaid. In addition, HCFA will be working with the states to ensure that all relevant laws and regulations will be followed appropriately.

Most recently, HCFA sent guidance to states asking them to review their computer systems and eligibility processes, review their own records to be sure that no one who was entitled to keep Medicaid after leaving cash assistance lost out, and reinstate anyone who was improperly terminated from Medicaid.

Overall, this data simply restates what studies have already shown—that the decoupling of cash assistance and Medicaid provides both challenges and opportunities for states. It is a positive

development that single parents are moving off the welfare rolls into jobs. But states can and should do more to ensure that they retain access to important work supports such as health insurance. In fact, states have more options now than ever before to provide health insurance to low-income families, including the ability under section 1931 to make more families eligible for Medicaid, and the option to waive the "100 hour rule" to expand Medicaid eligibility to working, two-parent families.

In the case of the Food Stamp Program, enrollment has declined steadily since the early 1990's, even as declines in poverty have leveled off. Historically, households that received program benefits such as SSI and AFDC have had relatively high participation rates in the FSP, and low-income working families have had generally low FSP participation rates. Thus, it is not surprising that the declines in the AFDC/TANF caseloads (and the movement from welfare to work) have been accompanied by declines in Food Stamp participation.

Like child care, the Earned Income Tax Credit, and Medicaid, food stamps provide an important support for working families, and our colleagues at USDA are committed to ensuring eligible families obtain food stamps. Families with incomes up to 130 percent of the poverty line or \$17,748 for a family of three can be eligible for food stamps. A typical family of three with a full time worker earning the minimum wage can get \$220 a month in food stamps. In February 2000, USDA released a new regulation raising the automobile resource limits for the food stamp program. This regulatory change built upon a series of changes announced by the President in July of 1999 to help ensure that working families would have access to food stamps. The earlier changes included: (1) allowing States to use more generous TANF vehicle rules, rather than the food stamp rules, in determining food stamp eligibility for all families eligible for TANF (2) simplifying food stamp reporting rules to reduce bureaucracy and encourage work; and (3) launching a nationwide public education campaign and a toll-free hotline to help working families know whether they're eligible for food stamps. USDA published a guide entitled "The Nutrition Safety Net at Work for Families: A Primer for Enhancing the Nutrition Safety Net for Workers and Their Children." This guide is designed to assist State, local, and community leaders in understanding food stamp access requirements and implementing promising practices that had already been implemented in other communities. USDA has also issued a series of brochures, fliers, and pamphlets that agencies, advocates, and clients can use to improve public awareness about food stamp benefits and eligibility. In addition, USDA has been conducting its own reviews of State programs to identify enrollment problems. It will investigate complaints about State and local practices and pursue administrative and legal action as required.

### Other Federal Initiatives

#### **Transportation: Helping Low-Income Working Families Get to Work**

Transportation to work is a barrier for many low-income families. Existing public transit often doesn't link to suburban job opportunities, cover evening and weekend hours, or serve many rural communities. The Administration proposes a package of initiatives to help low-income families get to work by making it easier for them to purchase a car and improving public transit solutions.

## **New Housing Vouchers for Hard-Pressed Working Families**

The Clinton-Gore FY2001 budget includes \$690 million for 120,000 new housing vouchers to help America's hard-pressed working families. These housing vouchers subsidize the rents of low-income Americans, enabling them to move closer to job opportunities – many of which are being created far from where these families live. Of the 120,000 new housing vouchers, 32,000 will be targeted to families moving from welfare to work, 18,000 to homeless individuals and families, and 10,000 to low-income families moving to new housing constructed through the Low Income Housing Tax Credit, with the remaining 60,000 vouchers allocated to local areas to help address the large unmet need for affordable housing. These new vouchers build on the 110,000 new housing vouchers secured through the President's leadership.

## **Millions Move from Welfare to Work and Extending Welfare to Work Grants**

In 1992, President Clinton promised to end welfare as we know it, and now more than four years after the enactment of the welfare reform law, there have been revolutionary changes to promote work and responsibility: The 12,000 businesses participating in the Welfare to Work Partnership launched by the President in 1997 have hired nearly 650,000 former welfare recipients. The federal government is also doing its share: in 1997, the President challenged federal agencies to hire 10,000 welfare recipients over four years. Today, with the Vice President's leadership, our goal has been exceeded, hiring more than 16,000 people at a time when the federal workforce is the smallest it has been in forty years.

To help more long-term welfare recipients and low-income fathers go to work and support their families, the Administration's budget proposes to give State, local, tribal and community-and faith-based grantees an additional two years to spend Welfare-to-Work funds, ensuring that roughly \$2 billion in existing resources continues to help those most in need. This will give grantees an opportunity to fully implement the \$3 billion Welfare-to-Work initiative included in the 1997 Balanced Budget Act, as well as the program eligibility improvements enacted in 1999 with the Administration's support.

## **Food Stamps Promotes Vehicle Ownership**

Many States have eased restrictions that deter TANF-eligible recipients from owning cars. Most States have either increased the excluded value or discounted entirely the value of a motor vehicle in determining TANF eligibility. Such actions also promote access to job preparation and work. The Food Stamp program has also eased policy restrictions that deter owning a car. Households receiving TANF benefits (either cash or TANF-funded services) are deemed categorically eligible for participation in the Food Stamp program, even if the family owns a car whose value would make it otherwise ineligible for food stamps. This policy is especially helpful for working families in States with more generous TANF limits for vehicles. The Food Stamp program also helps TANF families living in a State with a less generous TANF vehicle policy. The State may request a food stamp waiver to implement a policy that would exempt any vehicle from the Food Stamp assets test, if its sale would net the household less than \$1000. This policy also helps families who are not eligible to receive TANF benefits.

## Conclusion

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

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

## **Appendices:**

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

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

	1992	1993	1994	1995	1996	1997	1998	1999
<b>Married Mothers<sup>1</sup></b>								
<b>-with kids under 6</b>								
employed	55.2	55.7	57.8	59.7	59.9	60.8	60.6	59.5
unemployed	4.2	3.7	3.6	3.3	2.4	2.8	2.9	2.3
not in labor force	40.4	40.5	38.4	36.9	37.6	36.3	36.3	38.0
<b>-with kids under 18</b>								
employed	62.9	63.3	64.7	66.4	66.8	67.6	67.1	67.1
unemployed	3.9	3.2	3.5	3.0	2.4	2.5	2.7	2.1
not in labor force	33.1	33.4	31.7	30.5	30.7	29.7	30.1	30.7
<b>Married Mothers Under 200% of Poverty</b>								
<b>-with kids under 6</b>								
employed	35.3	36.0	38.5	39.1	39.0	39.7	41.2	39.3
unemployed	6.8	5.9	5.9	4.6	4.2	4.4	5.2	3.9
not in labor force	57.9	57.9	55.4	56.3	56.7	55.8	53.5	56.6
<b>-with kids under 18</b>								
employed	41.0	41.8	43.7	44.2	44.4	44.6	44.5	43.4
unemployed	6.4	5.7	5.6	5.1	4.3	4.6	5.4	3.9
not in labor force	52.6	52.3	50.5	50.7	51.3	50.8	50.0	52.6
<b>Single Mothers</b>								
<b>-with kids under 6</b>								
employed	44.0	45.8	46.4	50.1	52.6	57.6	58.8	61.9
unemployed	8.7	8.4	9.7	8.0	8.4	9.8	9.2	8.2
not in labor force	47.3	45.8	43.7	41.9	39.1	32.6	32.0	29.8
<b>-with kids under 18</b>								
employed	56.2	56.8	57.1	59.7	62.1	64.2	66.4	68.4
unemployed	8.0	7.3	8.1	6.9	6.7	8.2	7.2	6.1
not in labor force	35.8	35.9	34.7	33.4	31.2	27.6	26.4	25.4
<b>Single Mothers Under 200% of Poverty</b>								
<b>-with kids under 6</b>								
employed	34.8	39.1	39.4	42.6	44.4	50.4	51.1	54.6
unemployed	9.8	9.1	10.6	8.7	9.6	11.8	11.0	9.5
not in labor force	55.5	51.8	50.0	48.8	46.0	37.8	37.8	35.9
<b>-with kids under 18</b>								
employed	44.1	46.0	46.1	48.2	51.1	54.4	56.6	59.0
unemployed	9.7	8.7	10.0	8.3	8.6	10.3	9.3	7.9
not in labor force	46.2	45.2	43.8	43.5	40.4	35.4	34.1	33.1
<b>All previous-year AFDC recipients</b>								
employed	19.1	21.4	N/A	22.5	24.9	29.8	32.1	33.4
unemployed	13.6	12.5	N/A	11.6	12.9	13.0	14.2	12.8
not in labor force	67.3	66.0	N/A	65.9	62.1	57.2	53.7	53.9
<b>Previous-year AFDC recipients with no work in previous year</b>								
as percent of all AFDC recipients	68.1	66.7	N/A	64.7	63.2	61.3	56.7	52.5
employed	4.3	5.3	N/A	4.9	6.3	8.7	8.5	8.5
unemployed	10.9	10.3	N/A	9.7	10.5	11.1	12.6	9.7
not in labor force	84.8	84.4	N/A	85.3	83.2	80.2	78.9	81.8
<sup>1</sup> Mothers are defined as the head or spouse of a family containing related children.								

Source: CPS Data

## **V. HIGH PERFORMANCE BONUS**

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

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

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

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

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

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

We awarded the FY 1999 bonuses to 27 States on December 3, 1999. The overall national results were very impressive. Based on the data from the 46 States that competed for the bonus, more than 1.3 million adults on welfare went to work between October 1, 1997, and September 30, 1998. Retention rates were also promising: 80 percent of those who entered employment were still working in the subsequent three-month period. The States also reported an average earnings increase of 23 percent for current and former welfare recipients from \$2,088 in the first quarter of employment to \$2,571 in the third quarter.

The States ranked the highest in each category were Indiana (job entry), Minnesota (job retention and earnings), Washington (biggest improvement in job entry) and Florida (biggest improvement in job retention and earnings). The other States receiving bonuses were Arizona, California, Connecticut, Delaware, Hawaii, Illinois, Iowa, Louisiana, Massachusetts, Michigan, Nevada, New York, North Dakota, Oklahoma, Pennsylvania, Rhode Island, South Carolina, South Dakota, Tennessee, Texas, Utah, West Virginia, and Wyoming. The size of each bonus is tied to the relative size of each successful State's block grant.

Overall, the winning States focused on work and success at work—that is, they placed a high priority on job entry and focused on supports like child care that parents need to succeed in jobs.

Three of the top-performing States – Indiana, Minnesota, and Florida – also made a commitment to serious research that tells us about the impacts of their programs. In addition, Washington State is tracking recipients and taking part in the ASPE funded leavers studies.

We have extended the use of the current four work measures for the third year of the HPB (FY 2001). In order for States to compete for the FY 2001 bonuses, they must certify that they are complying with certain Food Stamp, Medicaid, and State Children’s Health Insurance Program (SCHIP) requirements.

On December 6, 1999, the Department issued a Notice of Proposed Rulemaking (NPRM) covering fiscal years 2002 and 2003 (performance years 2001 and 2002). In the NPRM, we propose seven performance measures on which to base the HPB awards. These measures are: four work measures (substantially the same measures in effect for the FY 1999, FY 2000, and FY 2001 awards), a measure on family formation and stability (i.e., an increase in the number of children below 200 percent of poverty who reside in a married-couple family), and two measures that support work and self-sufficiency, (i.e., participation by low-income working families in the Food Stamp Program and participation by families transitioning off welfare in Medicaid and SCHIP). We expect to issue a Final Rule in the near future after careful consideration of the more than 350 comments we received from individuals, organizations, members of Congress and States.

**Appendices:**

- Table 5:1      HPB FY 1999 Awards by Category Amount**
- Table 5:2      HPB States Ranked According to FY 1998 Performance Rates for Each Measure**
- Table 5:3      HPB States Ranked According to FY 1998 Improvement Rates for Each Measure**
- Table 5:4      HPB State Rank in each Measurement Category**
- Table 5:5      HPB FY 1998 State Performance and Percentage Change (Increase or Decrease) over 1997, by Work-Related Measures (in percent)**
- Table 5:6      HPB FY 1998 and FY 1997 Performance Rates by Work-Related Measures**

Table 5:1

<b>HIGH PERFORMANCE BONUS</b>					
<b>FY 1999 Awards by Category Amount</b>					
State	Bonus Amounts	Performance		Improvement	
		Job Entry	Success in the Workforce*	Job Entry	Success in the Workforce*
Arizona	\$ 2,707,663	\$ -	\$ 1,981,530	\$ -	\$ 726,133
California	45,454,194	-	33,264,424	-	12,189,770
Connecticut	2,376,804	-	2,376,804	-	-
Delaware	1,614,549	943,705	-	670,844	-
Florida	6,845,732	-	5,009,864	-	1,835,868
Hawaii	881,139	-	881,139	-	-
Illinois	21,571,929	19,661,897	-	-	1,910,032
Indiana	8,792,222	6,949,858	1,842,364	-	-
Iowa	1,171,750	-	1,171,750	-	-
Louisiana	3,770,174	-	-	3,770,174	-
Massachusetts	10,562,223	-	-	10,562,223	-
Michigan	2,531,289	-	-	-	2,531,289
Minnesota	9,424,075	-	2,387,466	6,161,720	874,889
Nevada	2,198,838	1,285,222	-	913,616	-
New York	7,975,420	-	-	-	7,975,420
North Dakota	887,213	887,213	-	-	-
Oklahoma	3,403,245	-	-	3,403,245	-
Pennsylvania	24,180,074	24,180,074	-	-	-
Rhode Island	2,495,027	-	-	2,184,811	310,216
South Carolina	1,216,973	-	890,609	-	326,364
South Dakota	503,393	-	-	503,393	-
Tennessee	6,436,504	6,436,504	-	-	-
Texas	16,341,537	16,341,537	-	-	-
Utah	2,581,985	2,581,985	-	-	-
Washington	10,616,733	-	-	9,296,714	1,320,019
West Virginia	2,533,260	-	-	2,533,260	-
Wyoming	926,055	732,005	194,050	-	-
<b>Total</b>	<b>\$ 200,000,000</b>	<b>\$ 80,000,000</b>	<b>\$ 50,000,000</b>	<b>\$ 40,000,000</b>	<b>\$ 30,000,000</b>

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

Table 5: 2

HIGH PERFORMANCE BONUS				
States Ranked According to FY 1998 Performance Rates for Each Measure				
Ranking Score	Job Entry	Retention	Earnings Gain	Success in the Workforce*
1	Indiana	Hawaii	South Dakota	Minnesota
2	Delaware	Connecticut	Kansas	Arizona
3	Tennessee	California	New Hampshire	Connecticut
4	North Dakota	Washington	Montana	California
5	Nevada	Minnesota	Oregon	Wyoming
6	Pennsylvania	Indiana	Arizona	Indiana
7	Wyoming	New York	Maryland	South Carolina
8	Utah	Arizona	Colorado	Florida
9	Texas	Iowa	Minnesota	Iowa
10	Illinois	Illinois	North Dakota	Hawaii
11	Washington	Rhode Island	Florida	Oregon
12	Louisiana	Wyoming	Utah	Washington
13	Alaska	South Carolina	Texas	Illinois
14	Vermont	Tennessee	North Carolina	New York
15	Arizona	Alaska	Wyoming	North Carolina
16	Michigan	Florida	South Carolina	Tennessee
17	Minnesota	Pennsylvania	Wisconsin	Michigan
18	Kansas	Vermont	Missouri	Kansas
19	South Carolina	Arkansas	Michigan	Rhode Island
20	Montana	Michigan	Nevada	Texas
21	Oklahoma	North Carolina	Georgia	Vermont
22	Alabama	Oregon	Mississippi	Wisconsin
23	Rhode Island	Wisconsin	Ohio	Alaska
24	Arkansas	Texas	Dist. of Columbia	New Hampshire
25	Iowa	Mississippi	Vermont	South Dakota
26	South Dakota	Missouri	Iowa	Colorado
27	Georgia	New Jersey	Delaware	Missouri
28	North Carolina	Nevada	Tennessee	Pennsylvania
29	Wisconsin	Kansas	Indiana	Mississippi
30	New Jersey	Ohio	Kentucky	Arkansas
31	Kentucky	Colorado	Connecticut	Nevada
32	Colorado	Delaware	California	Maryland
33	Mississippi	New Hampshire	Louisiana	Ohio
34	Missouri	South Dakota	Illinois	Utah
35	New Hampshire	Maryland	Arkansas	North Dakota
36	Massachusetts	Utah	New Jersey	Montana
37	California	Massachusetts	Pennsylvania	New Jersey
38	Maryland	North Dakota	Rhode Island	Delaware
39	New York	Dist. of Columbia	Alaska	Dist. of Columbia
40	Florida	Oklahoma	New York	Georgia
41	Connecticut	Georgia	Washington	Massachusetts
42	Ohio	Montana	Massachusetts	Kentucky
43	Dist. of Columbia	Kentucky	Hawaii	Louisiana
44	Oregon	Louisiana	Oklahoma	Oklahoma
45	West Virginia	West Virginia	West Virginia	West Virginia
46	Hawaii	-	-	-

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

Table 5:3

HIGH PERFORMANCE BONUS				
States Ranked According to FY 1998 Improvement Rates for Each Measure				
Ranking Score	Job Entry	Retention	Earnings Gain	Success in the Workforce*
1	Washington	Florida	Dist. of Columbia	Florida
2	Louisiana	Oklahoma	Wisconsin	New York
3	Oklahoma	Washington	West Virginia	Washington
4	Nevada	Minnesota	Utah	South Carolina
5	South Dakota	Rhode Island	Maryland	Illinois
6	West Virginia	Hawaii	South Carolina	Minnesota
7	Minnesota	New York	South Dakota	Rhode Island
8	Delaware	Arizona	Nevada	Arizona
9	Massachusetts	South Carolina	New York	California
10	Rhode Island	California	Michigan	Michigan
11	Michigan	Colorado	Georgia	Oklahoma
12	Dist. of Columbia	Illinois	North Carolina	Iowa
13	New York	Arkansas	Oregon	Colorado
14	Illinois	Iowa	Illinois	Hawaii
15	Kentucky	Tennessee	Connecticut	Nevada
16	Colorado	Vermont	New Hampshire	Utah
17	Pennsylvania	Michigan	Washington	Vermont
18	South Carolina	Mississippi	Iowa	Tennessee
19	Iowa	Pennsylvania	Florida	North Carolina
20	California	Texas	Vermont	Arkansas
21	Texas	Kentucky	Missouri	Texas
22	Arkansas	Nevada	Wyoming	Pennsylvania
23	New Jersey	Kansas	Texas	Connecticut
24	Tennessee	Utah	California	Maryland
25	North Dakota	North Carolina	Louisiana	South Dakota
26	Arizona	Connecticut	Colorado	Mississippi
27	Maryland	Missouri	Arizona	Oregon
28	Florida	North Dakota	Pennsylvania	Dist. of Columbia
29	Georgia	Delaware	Tennessee	Kentucky
30	Alabama	Oregon	Kansas	Missouri
31	Vermont	South Dakota	Minnesota	Kansas
32	North Carolina	Maryland	Rhode Island	Wisconsin
33	Utah	New Jersey	Kentucky	West Virginia
34	Kansas	New Hampshire	Mississippi	New Hampshire
35	Missouri	Wyoming	New Jersey	Georgia
36	New Hampshire	Massachusetts	Delaware	Wyoming
37	Connecticut	Dist. of Columbia	Arkansas	Delaware
38	Mississippi	Georgia	North Dakota	North Dakota
39	Hawaii	Wisconsin	Massachusetts	New Jersey
40	Oregon	West Virginia	Hawaii	Louisiana
41	Wisconsin	Louisiana	Oklahoma	Massachusetts
42	Wyoming	-	-	-
43	-	-	-	-
44	-	-	-	-
45	-	-	-	-
46	-	-	-	-

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

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

Table 5:4

FY 1999 HIGH PERFORMANCE BONUS				
<i>State Rank in Each Measurement Category*</i>				
Ranking Score	1998 Performance		1998 Performance Improvement	
	Job Entry	Success in the Workforce**	Job Entry	Success in the Workforce**
1	Indiana	Minnesota	Washington	Florida
2	Delaware	Arizona	Louisiana	New York
3	Tennessee	Connecticut	Oklahoma	Washington
4	North Dakota	California	Nevada	South Carolina
5	Nevada	Wyoming	South Dakota	Illinois
6	Pennsylvania	Indiana	West Virginia	Minnesota
7	Wyoming	South Carolina	Minnesota	Rhode Island
8	Utah	Florida	Delaware	Arizona
9	Texas	Iowa	Massachusetts	California
10	Illinois	Hawaii	Rhode Island	Michigan
11	Washington	Oregon	Michigan	Oklahoma
12	Louisiana	Washington	Dist. of Columbia	Iowa
13	Alaska	Illinois	New York	Colorado
14	Vermont	New York	Illinois	Hawaii
15	Arizona	North Carolina	Kentucky	Nevada
16	Michigan	Tennessee	Colorado	Utah
17	Minnesota	Michigan	Pennsylvania	Vermont
18	Kansas	Kansas	South Carolina	Tennessee
19	South Carolina	Rhode Island	Iowa	North Carolina
20	Montana	Texas	California	Arkansas
21	Oklahoma	Vermont	Texas	Texas
22	Alabama	Wisconsin	Arkansas	Pennsylvania
23	Rhode Island	Alaska	New Jersey	Connecticut
24	Arkansas	New Hampshire	Tennessee	Maryland
25	Iowa	South Dakota	North Dakota	South Dakota
26	South Dakota	Colorado	Arizona	Mississippi
27	Georgia	Missouri	Maryland	Oregon
28	North Carolina	Pennsylvania	Florida	Dist. of Columbia
29	Wisconsin	Mississippi	Georgia	Kentucky
30	New Jersey	Arkansas	Alabama	Missouri
31	Kentucky	Nevada	Vermont	Kansas
32	Colorado	Maryland	North Carolina	Wisconsin
33	Mississippi	Ohio	Utah	West Virginia
34	Missouri	Utah	Kansas	New Hampshire
35	New Hampshire	North Dakota	Missouri	Georgia
36	Massachusetts	Montana	New Hampshire	Wyoming
37	California	New Jersey	Connecticut	Delaware
38	Maryland	Delaware	Mississippi	North Dakota
39	New York	Dist. of Columbia	Hawaii	New Jersey
40	Florida	Georgia	Oregon	Louisiana
41	Connecticut	Massachusetts	Wisconsin	Massachusetts
42	Ohio	Kentucky	Wyoming	-
43	Dist. of Columbia	Louisiana	-	-
44	Oregon	Oklahoma	-	-
45	West Virginia	West Virginia	-	-
46	Hawaii	-	-	-

\*Top ten ranked States received a bonus award.

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

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

Table 5:5

HIGH PERFORMANCE BONUS						
FY 1998 State Performance and Percentage Change (Increase or Decrease) over FY 1997, by Work-Related Measures (in percent)						
State	FY 1998 Performance Rates			FY 1998 Change in Performance Rates over FY 1997 Rates		
	Job Entry	Retention	Earnings Gain	Job Entry	Retention	Earnings Gain
Alabama	41.72	*	*	2.67	*	*
Alaska	48.78	79.78	16.93	*	*	*
Arizona	47.73	83.12	43.04	3.87	1.45	(11.16)
Arkansas	41.36	79.13	20.53	5.83	0.22	(25.08)
California	33.66	84.61	21.87	6.82	0.80	(8.62)
Colorado	36.84	76.04	42.38	7.89	0.65	(10.39)
Connecticut	24.40	85.06	24.50	(10.71)	(1.33)	(3.92)
Delaware	62.71	75.70	27.03	18.80	(1.81)	(23.63)
Dist. of Columbia	23.58	69.69	29.60	10.50	(7.19)	52.62
Florida	28.65	79.37	38.53	3.29	8.97	(4.86)
Georgia	38.12	67.93	31.79	3.05	(7.40)	1.58
Guam	*	*	*	*	*	*
Hawaii	18.82	86.45	3.91	(13.22)	2.05	(63.41)
Idaho	*	*	*	*	*	*
Illinois	52.37	82.79	20.96	10.37	0.46	(3.62)
Indiana	88.41	83.48	25.50	*	*	*
Iowa	40.41	82.91	27.53	6.84	0.08	(4.63)
Kansas	44.71	76.58	54.31	(1.66)	(1.11)	(13.10)
Kentucky	37.22	59.37	24.50	8.35	(0.46)	(19.33)
Louisiana	49.31	57.19	21.32	37.27	(13.87)	(8.80)
Maine	*	*	*	*	*	*
Maryland	33.47	73.82	42.96	3.52	(3.09)	14.52
Massachusetts	35.45	73.21	9.04	14.20	(6.12)	(34.61)
Michigan	46.99	78.74	33.15	11.02	(0.13)	2.79
Minnesota	45.40	83.50	40.27	20.90	3.47	(15.46)
Mississippi	36.71	77.55	30.10	(11.65)	(0.19)	(20.03)
Missouri	36.22	77.29	33.95	(2.18)	(1.58)	(6.21)
Montana	42.84	67.46	48.99	*	*	*
Nebraska	*	*	*	*	*	*
Nevada	61.48	76.77	32.65	25.70	(1.10)	3.81
New Hampshire	36.02	74.98	54.24	(7.09)	(4.29)	(3.95)
New Jersey	37.26	76.99	19.20	5.26	(4.05)	(22.84)
New Mexico	*	*	*	*	*	*
New York	30.68	83.25	15.58	10.47	1.70	2.90
North Carolina	38.10	78.62	36.50	2.28	(1.19)	1.15
North Dakota	62.36	71.22	40.04	4.29	(1.62)	(27.41)
Ohio	24.20	76.23	29.98	*	*	*
Oklahoma	42.56	68.11	(10.79)	28.09	8.93	(92.97)
Oregon	20.07	78.41	43.29	(17.17)	(1.84)	(0.54)
Pennsylvania	58.77	79.30	17.06	7.27	(0.32)	(12.46)
Puerto Rico	*	*	*	*	*	*
Rhode Island	41.55	82.16	17.04	13.89	2.64	(18.69)
South Carolina	44.55	81.18	35.70	7.17	0.96	9.98
South Dakota	39.62	74.09	67.98	23.21	(2.02)	6.54
Tennessee	62.43	80.52	26.28	5.04	0.03	(12.88)
Texas	54.84	77.82	36.54	6.17	(0.44)	(8.56)
Utah	56.32	73.26	38.51	(1.11)	(1.17)	26.28
Vermont	48.15	79.17	29.12	2.40	(0.05)	(5.08)
Virgin Islands	*	*	*	*	*	*
Virginia	*	*	*	*	*	*
Washington	51.27	83.81	12.27	39.52	6.14	(4.21)
West Virginia	20.04	53.41	(15.46)	20.93	(9.81)	42.17
Wisconsin	37.41	78.15	34.63	(23.84)	(8.67)	47.34
Wyoming	57.72	81.32	36.34	(29.94)	(4.82)	(6.40)
* State not participating						

Table 5:6

HIGH PERFORMANCE BONUS						
FY 1998 and FY 1997 Performance Rates by Work Related Measures						
(in percent)						
State	FY 1998 Performance Rates			FY 1997 Performance Rates		
	Job Entry	Retention	Earnings Gain	Job Entry	Retention	Earnings Gain
Alabama	41.72	*	*	40.63	*	*
Alaska	48.78	79.78	16.93	*	*	*
Arizona	47.73	83.12	43.04	45.96	81.93	48.45
Arkansas	41.36	79.13	20.53	39.08	78.95	27.41
California	33.66	84.61	21.87	31.51	83.94	23.93
Colorado	36.84	76.04	42.38	34.14	75.55	47.30
Connecticut	24.40	85.06	24.50	27.32	86.21	25.50
Delaware	62.71	75.70	27.03	52.79	77.10	35.40
Dist. of Columbia	23.58	69.69	29.60	21.34	75.09	19.39
Florida	28.65	79.37	38.53	27.73	72.84	40.50
Georgia	38.12	67.93	31.79	37.00	73.36	31.30
Guam	*	*	*	*	*	*
Hawaii	18.82	86.45	3.91	21.68	84.71	10.69
Idaho	*	*	*	*	*	*
Illinois	52.37	82.79	20.96	47.45	82.42	21.75
Indiana	88.41	83.48	25.50	*	*	*
Iowa	40.41	82.91	27.53	37.83	82.84	28.86
Kansas	44.71	76.58	54.31	45.47	77.44	62.50
Kentucky	37.22	59.37	24.50	34.35	59.64	30.37
Louisiana	49.31	57.19	21.32	35.92	66.39	23.38
Maine	*	*	*	*	*	*
Maryland	33.47	73.62	42.96	32.33	76.17	37.52
Massachusetts	35.45	73.21	9.04	31.04	77.99	13.82
Michigan	46.99	76.74	33.15	42.33	78.84	32.26
Minnesota	45.40	83.50	40.27	37.56	80.70	47.63
Mississippi	36.71	77.55	30.10	41.55	77.69	37.64
Missouri	36.22	77.29	33.95	37.03	78.53	36.20
Montana	42.84	67.46	48.99	*	*	*
Nebraska	*	*	*	*	*	*
Nevada	61.48	76.77	32.65	48.91	77.62	31.45
New Hampshire	36.02	74.98	54.24	38.77	78.34	56.47
New Jersey	37.26	76.99	19.20	35.39	80.24	24.88
New Mexico	*	*	*	*	*	*
New York	30.68	83.25	15.58	27.78	81.86	15.14
North Carolina	38.10	78.62	36.50	37.25	79.56	36.09
North Dakota	62.36	71.22	40.04	59.80	72.39	55.15
Ohio	24.20	76.23	29.98	*	*	*
Oklahoma	42.56	68.11	(10.79)	33.22	62.52	(5.59)
Oregon	20.07	78.41	43.29	24.23	79.88	43.52
Pennsylvania	58.77	79.30	17.06	54.79	79.55	19.49
Puerto Rico	*	*	*	*	*	*
Rhode Island	41.55	82.16	17.04	36.48	80.04	20.95
South Carolina	44.55	81.18	35.70	41.57	80.41	32.46
South Dakota	39.82	74.09	67.98	32.15	75.62	63.81
Tennessee	62.43	80.52	26.26	59.43	80.49	30.17
Texas	54.84	77.82	36.54	51.65	78.16	39.96
Utah	56.32	73.26	38.51	56.95	74.12	30.50
Vermont	48.15	79.17	29.12	47.02	79.21	30.68
Virgin Islands	*	*	*	*	*	*
Virginia	*	*	*	*	*	*
Washington	51.27	83.81	12.27	36.74	78.96	12.80
West Virginia	20.04	53.41	(15.46)	16.57	59.21	(26.74)
Wisconsin	37.41	78.15	34.63	49.12	85.57	23.50
Wyoming	57.72	81.32	36.34	82.39	85.44	38.82

\* State not participating

## VI. CHILD SUPPORT COLLECTIONS

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

President Clinton proposed, and Congress passed, legislation to strengthen and improve state child support collection activities in the Personal Responsibility and Work Opportunity Reconciliation Act of 1996. The provisions include: a national new hire reporting system, streamlined paternity establishment, uniform interstate child support forms, computerized state-wide collections, and tough new penalties for non-payment, such as driver's license revocation.

In 1999, almost \$16 billion was collected for children by the child support enforcement program, an increase of 10 percent from 1998, and double the amount collected in 1992; the Federal government collected a record \$1.3 billion in overdue child support from federal tax refunds alone. A new program to match delinquent parents with financial records found nearly 900,000 accounts since August 1999 with a total value of about \$3 billion. Nearly 1.5 million men acknowledged paternity in 1998, an increase of 12 percent in one year alone and three times as many as in 1992. The Passport Denial Program has collected more than \$4 million in lump sum child support payments between mid 1998 and present, and is currently denying 30 to 40 passports to delinquent parents per day in an effort to collect financial support for their children.

Despite recent record improvements in paternity establishment and child support collections, much more needs to be done to ensure that all children born out-of-wedlock have paternity established and that all non-custodial parents provide financial support for their children.

As part of his FY2001 budget, the President proposes additional improvements to the child support program that focus on increasing payments to families and making the child support system work better. These measures include increasing pass-through payments to families on assistance, simplifying the distribution system to assure that more families leaving welfare receive their child support payments, booting the cars of delinquent parents, denying passports to parents who owe more than \$2,500 in past due support (lowering the amount from the current \$5,000), assuring that states have procedures in place to encourage non-custodial parents to work, prohibiting Medicare participation by providers who owe support and requiring more frequent updating of child support orders.

Table 6:1 provides a financial overview of child support for FY1999 and Table 6:2 gives information on child support collections for FY 1999. Table 6:3 provides child support collections for the previous five years. Table 6:4 provides data on Program Expenditures for the previous five fiscal years. Table 6:5 shows the amount of collections per cases with a collection for FY 1999.

**Note: States used a new form to report caseload, orders and paternitys established, medical support, staffing, and other statistical information to OCSE for FY 1999. The new reporting form includes some of the data found on the old statistical reporting forms, but also adds new information and deletes data elements that are no longer needed. Changes were made to the reporting forms to allow OCSE to meet the requirements of the new**

**performance-based incentive funding system. Because this starts a new data series some information previously reported is no longer available and some FY 1999 data are not comparable to previous years' data. In addition, Federal auditors are assessing the completeness and reliability of state-reported data. In response many States have improved data reporting. Data for fiscal year 1999 are preliminary.**

**Appendices:**

<b>Table 6:1</b>	<b>Financial Overview for FY 1999</b>
<b>Table 6:2</b>	<b>Total Distributed Collections, FY 1999</b>
<b>Table 6:3</b>	<b>Total Distributed Collections for Five Fiscal Years</b>
<b>Table 6:4</b>	<b>Administrative Expenditures for Five Fiscal Years</b>
<b>Table 6:5</b>	<b>Percentage of Total Collections Per Total Cases with Collections for FY 1999</b>

**Table 6:1**  
**Financial Overview for FY 1999 - Preliminary**

<b>TOTAL IV-D COLLECTIONS</b>	<b>\$15,826,778,651</b>
Current Assistance IV-A and IV-E	1,483,779,144
Former Assistance	5,077,178,835
Never Assistance	9,265,820,672
Assistance Payments	2,351,683,508
Medical Support	95,655,437
Payments to Families	13,379,439,706
State Share	1,051,969,318
Net Federal Share	923,212,257
Estimated Incentive Payments	376,501,933
<b>CURRENT ASSISTANCE IV-A AND IV-E</b>	<b>\$1,483,779,144</b>
Assistance Payments	1,349,698,526
Medical Support	21,236,129
Payments to Families	112,844,489
<b>FORMER ASSISTANCE</b>	<b>\$5,077,178,835</b>
Assistance Payments	998,674,790
Medical Support	36,767,947
Payments to Families	4,041,736,098
<b>NEVER ASSISTANCE</b>	<b>\$9,265,820,672</b>
Medical Support	37,554,435
Payments to Families	9,172,624,977
<b>TOTAL ADMINISTRATIVE EXPENDITURES<sup>2</sup></b>	<b>\$4,038,944,318</b>
Federal Share <sup>3</sup>	2,679,735,632
State Share <sup>4</sup>	1,359,208,686
<b>TOTAL PROGRAM SAVINGS</b>	<b>-1,687,260,810</b>
Federal Share	-1,756,523,375
State Share	69,262,565
<b>COST EFFECTIVENESS<sup>5</sup></b>	
TOTAL	3.92
TANF/FC	0.62
Non-TANF	3.30

<sup>2</sup> Total amount of expenditures eligible for Federal funding that is claimed by the States during the year for the administration of the CSE program. Includes all amounts claimed during the year, whether expended during the current or previous fiscal year. The amounts being reported have been reduced by the amount of program income (fees and costs recovered in excess of fees and interest earned and other program income received) by the States.

<sup>3</sup> The portion of total administrative expenditures claimed during the fiscal year that were paid by the Federal government at the appropriate Federal financial participation (FFP) rate. The amount reported has been reduced by the amount of fees received from the States for use of the Federal Parent Locator Service.

<sup>4</sup> The portion of the total administrative expenditures claimed during the fiscal year that were paid by the State government. The amounts reported include fees paid by the States for use of the Federal Parent Locator Service.

<sup>5</sup> This is the cost-effectiveness measure used before the child support performance Incentive Act of 1998. TANF/FC cost effectiveness is the TANF/FC collections divided by the total administrative expenditure, and Non-TANF cost effectiveness is the Non-TANF/FC collections divided by the total administrative expenditure.

**Table 6:2**  
**Total Distributed Collections for FY 1999 - Preliminary**

<b>STATES</b>	<b>Total</b>	<b>Current Assistance*</b>	<b>Former Assistance</b>	<b>Never Assistance</b>
ALABAMA	\$185,929,914	\$17,924,082	\$70,077,111	\$97,928,721
ALASKA	67,131,846	8,311,439	28,373,247	30,447,160
ARIZONA	169,232,529	8,718,336	103,282,876	57,231,317
ARKANSAS	108,480,840	4,504,450	43,022,531	60,953,859
CALIFORNIA	1,604,173,701	286,221,260	339,275,499	978,676,942
COLORADO	163,546,023	21,189,914	69,323,471	73,032,638
CONNECTICUT	175,487,270	25,827,025	100,841,435	48,818,810
DELAWARE	44,962,003	3,701,194	24,249,357	17,011,452
DIST. OF COL.	35,137,996	3,347,534	8,884,410	22,906,052
FLORIDA	579,827,499	22,963,113	361,992,308	194,872,078
GEORGIA	330,631,555	44,224,028	153,231,095	133,176,432
GUAM	7,660,532	1,517,296	1,052,319	5,090,917
HAWAII	60,520,055	9,428,064	5,862,083	45,229,908
IDAHO	64,268,499	550,710	28,229,579	35,488,210
ILLINOIS	325,562,478	72,846,716	252,715,762	NA
INDIANA	271,110,248	25,249,911	NA	245,860,337
IOWA	201,219,305	16,603,024	122,278,636	62,337,645
KANSAS	137,981,151	10,058,584	62,614,778	65,307,789
KENTUCKY	206,241,206	18,477,847	42,519,056	145,244,303
LOUISIANA	188,131,410	15,565,937	74,936,138	97,629,335
MAINE	80,663,945	32,630,295	21,820,818	26,212,832
MARYLAND	350,165,942	13,060,843	78,948,757	258,156,342
MASSACHUSETTS	291,485,832	44,593,261	137,622,386	109,270,185
MICHIGAN	1,274,637,793	44,518,024	408,599,040	821,520,729
MINNESOTA	384,847,451	27,800,821	166,061,849	190,984,781
MISSISSIPPI	128,877,572	4,906,337	44,079,899	79,891,336
MISSOURI	285,818,836	18,959,793	105,612,461	161,246,582
MONTANA	38,221,855	2,067,757	21,708,907	14,445,191
NEBRASKA	110,565,311	11,849,776	12,291,372	86,424,163
NEVADA	92,121,885	1,543,145	6,068,501	84,510,239
NEW HAMPSHIRE	66,166,127	7,815,932	18,513,837	39,836,358
NEW JERSEY	635,116,977	39,864,994	200,679,482	394,572,501
NEW MEXICO	34,894,675	6,166,419	17,376,594	11,351,662
NEW YORK	909,755,049	182,002,707	NA	727,752,342
NORTH CAROLINA	347,969,980	24,627,818	195,420,470	127,921,692
NORTH DAKOTA	40,878,761	1,465,566	19,969,152	19,444,043
OHIO	1,301,311,021	93,853,641	NA	1,207,457,380
OKLAHOMA	96,191,903	19,649,190	55,299,801	21,242,912
OREGON	231,875,332	23,796,596	107,085,018	100,993,718
PENNSYLVANIA	1,107,687,051	64,516,835	200,364,052	842,806,164
PUERTO RICO	166,021,553	1,834,873	3,599,374	160,587,306
RHODE ISLAND	44,304,705	15,359,628	20,985,671	7,959,406
SOUTH CAROLINA	173,756,503	8,203,538	28,267,847	137,285,118
SOUTH DAKOTA	38,323,366	11,160,732	17,707,647	9,454,987
TENNESSEE	224,245,130	20,805,856	73,134,961	130,304,313
TEXAS	802,911,218	33,321,602	382,820,790	386,768,826
UTAH	107,336,206	20,433,786	82,925,213	3,977,207
VERMONT	34,880,355	7,277,103	18,039,189	9,564,063
VIRGIN ISLANDS	6,141,919	453,703	NA	5,688,216
VIRGINIA	312,776,989	25,543,791	119,957,135	167,276,063
WASHINGTON	515,859,493	39,841,176	245,533,312	230,485,005
WEST VIRGINIA**	92,767,171	6,551,912	30,573,999	55,641,260
WISCONSIN	532,502,415	9,773,625	322,029,901	200,698,889
WYOMING	38,462,270	297,605	21,319,709	16,844,956
<b>NATIONWIDE TOTALS</b>	<b>\$15,826,778,651</b>	<b>\$1,483,779,144</b>	<b>\$5,077,178,835</b>	<b>\$9,265,820,672</b>

Source: OCSE 396A and 34A. NA - Not Available.

Note: \*IV-A and IV-E are included in current assistance collection.

\*\*West Virginia's never assistance collection number is estimated

**Table 6:3**  
**Total Distributed Collections for Five Fiscal Years - Preliminary**

<b>STATE</b>	<b>1995</b>	<b>1996</b>	<b>1997</b>	<b>1998</b>	<b>1999</b>
ALABAMA	\$141,212,499	\$157,887,352	\$170,581,427	\$172,407,203	185,929,914
ALASKA	51,734,216	57,708,433	64,919,032	64,262,422	67,131,846
ARIZONA	93,811,661	113,480,816	132,048,847	144,347,745	169,232,529
ARKANSAS	63,875,135	79,432,115	91,457,022	99,373,428	108,480,842
CALIFORNIA	857,281,903	1,034,409,497	1,174,214,624	1,372,354,157	1,604,173,701
COLORADO	91,869,504	108,259,298	123,564,692	140,311,116	163,546,023
CONNECTICUT	113,734,197	125,234,393	141,543,436	154,373,662	175,487,270
DELAWARE	31,550,990	35,394,565	38,616,387	42,005,824	44,962,003
DISTRICT OF COLUMBIA	26,040,357	27,791,253	29,906,318	32,715,624	35,137,996
FLORIDA	374,014,543	411,799,338	484,630,121	507,112,518	579,827,499
GEORGIA	244,367,218	268,598,844	278,059,999	300,772,452	330,631,555
GUAM	6,037,329	6,735,959	6,681,544	7,251,380	7,660,532
HAWAII	48,751,221	52,181,666	55,015,639	62,314,371	60,520,055
IDAHO	40,746,653	44,002,878	48,025,328	53,778,625	64,268,188
ILLINOIS	219,340,011	249,833,907	267,359,518	300,239,940	325,562,478
INDIANA	174,449,919	196,934,750	208,444,050	227,203,313	271,110,248
IOWA	136,138,188	151,907,365	166,155,139	185,098,729	201,219,305
KANSAS	97,570,769	107,578,660	114,979,206	122,229,999	138,181,151
KENTUCKY	130,640,118	144,901,347	164,357,171	185,549,683	206,241,206
LOUISIANA	129,608,944	143,644,070	154,821,458	170,555,482	188,131,410
MAINE	57,361,268	62,584,791	68,615,439	73,782,781	80,663,945
MARYLAND	265,343,964	287,923,031	322,363,403	357,094,944	350,165,942
MASSACHUSETTS	223,559,908	247,947,706	258,584,016	274,662,473	291,485,832
MICHIGAN	933,399,732	949,136,462	1,092,176,097	1,151,824,001	1,274,637,793
MINNESOTA	283,537,834	318,772,591	355,371,919	394,670,957	384,847,451
MISSISSIPPI	68,205,294	84,550,818	97,017,611	112,224,456	128,877,572
MISSOURI	238,700,287	279,224,537	318,310,313	286,734,739	285,818,836
MONTANA	25,531,895	29,356,214	33,400,682	36,921,587	38,221,855
NEBRASKA	90,054,555	95,372,725	108,623,657	117,127,490	110,565,311
NEVADA	50,065,946	56,619,584	60,063,294	69,133,221	92,121,885
NEW HAMPSHIRE	42,569,867	48,242,206	54,468,733	60,975,803	66,166,127
NEW JERSEY	480,327,249	500,157,136	553,712,995	581,901,606	635,116,977
NEW MEXICO	26,937,516	30,113,556	34,417,383	37,310,412	34,894,675
NEW YORK	619,488,535	701,884,763	803,825,889	834,476,910	909,755,049
NORTH CAROLINA	233,144,700	261,672,261	298,907,678	311,684,239	347,969,980
NORTH DAKOTA	25,521,947	28,469,636	32,209,165	36,064,761	40,878,761
OHIO	886,842,522	981,342,401	1,083,543,013	1,151,228,761	1,301,311,021
OKLAHOMA	63,907,789	73,454,649	79,782,128	86,664,599	96,191,903
OREGON	156,829,194	178,428,037	197,910,878	209,181,643	231,875,332
PENNSYLVANIA	900,763,509	958,280,996	1,006,859,583	1,042,987,090	1,107,687,051
PUERTO RICO	107,396,926	126,710,913	142,555,415	145,131,794	166,021,553
RHODE ISLAND	32,634,412	35,523,703	38,824,537	41,902,316	44,304,705
SOUTH CAROLINA	102,911,772	118,146,764	135,657,053	153,915,622	173,756,503
SOUTH DAKOTA	24,838,160	28,018,035	30,887,684	34,488,847	38,323,366
TENNESSEE	156,903,883	159,804,123	172,822,904	188,406,296	224,245,130
TEXAS	448,463,425	538,252,631	618,065,552	685,028,480	802,911,218
UTAH	63,426,174	77,599,875	84,542,092	97,013,689	107,336,207
VERMONT	21,234,330	25,370,357	27,877,769	31,712,200	34,880,355
VIRGIN ISLANDS	5,398,631	5,438,272	5,921,270	6,122,511	6,141,919
VIRGINIA	226,200,080	257,179,742	292,829,779	276,875,539	312,776,989
WASHINGTON	375,257,202	407,002,297	451,730,094	474,432,883	515,859,493
WEST VIRGINIA	72,796,255	84,232,843	98,147,954	109,384,212	92,767,171
WISCONSIN	427,487,251	440,238,715	459,882,115	499,272,091	532,502,415
WYOMING	17,349,792	25,020,548	28,682,650	33,110,055	38,462,270
<b>NATIONWIDE TOTALS</b>	<b>\$10,827,167,179</b>	<b>\$12,019,789,424</b>	<b>\$13,363,971,702</b>	<b>\$14,347,706,681</b>	<b>15,826,978,343</b>

Note: FY99 data is preliminary.  
Source: OCSE-34A

**Table 6:4****Administrative Expenditures for Five Fiscal Years - Preliminary**

<b>STATE</b>	<b>1995</b>	<b>1996</b>	<b>1997</b>	<b>1998</b>	<b>1999</b>
ALABAMA	\$62,939,995	\$46,314,430	\$41,252,487	\$50,747,000	53,533,869
ALASKA	17,638,781	17,439,481	18,668,868	18,244,000	17,964,120
ARIZONA	63,390,942	46,909,409	49,085,481	54,188,000	58,657,247
ARKANSAS	23,188,045	28,669,013	46,274,009	34,541,000	36,804,856
CALIFORNIA	394,278,088	437,991,309	513,658,532	515,391,000	612,709,196
COLORADO	36,146,304	38,360,778	40,236,462	45,083,000	51,970,056
CONNECTICUT	40,868,425	43,026,514	45,878,634	47,853,000	38,575,967
DELAWARE	14,127,305	14,168,049	17,332,880	16,490,000	18,204,947
DISTRICT OF COLUMBIA	12,841,065	11,695,667	7,288,507	16,545,000	13,240,866
FLORIDA	105,964,327	131,363,259	140,487,078	166,882,000	190,501,671
GEORGIA	69,860,268	68,505,123	71,589,274	85,109,000	89,929,572
GUAM	4,544,170	2,624,147	3,535,602	4,215,000	3,803,786
HAWAII	20,680,657	23,906,881	23,438,118	23,961,000	20,129,474
IDAHO	17,079,397	18,927,515	17,482,146	14,561,000	10,486,201
ILLINOIS	98,571,642	103,803,283	130,720,798	119,900,000	138,846,999
INDIANA	33,653,448	30,090,599	33,738,575	41,694,000	38,548,504
IOWA	28,869,572	29,047,536	34,113,753	38,646,000	42,592,938
KANSAS	57,730,654	18,488,890	37,583,335	40,066,000	49,627,981
KENTUCKY	40,733,706	42,209,598	43,284,056	47,620,000	56,187,842
LOUISIANA	38,482,046	34,494,694	35,785,199	42,329,000	47,330,767
MAINE	13,409,586	15,434,783	16,220,128	17,364,000	18,622,365
MARYLAND	65,158,101	66,016,760	73,146,781	82,899,000	82,662,138
MASSACHUSETTS	63,130,826	61,285,948	63,908,669	59,950,000	75,075,897
MICHIGAN	119,332,533	143,131,952	161,467,678	160,376,000	164,473,879
MINNESOTA	71,618,655	73,194,757	85,898,403	102,461,000	113,148,820
MISSISSIPPI	31,517,994	29,463,095	30,793,087	30,376,000	30,617,658
MISSOURI	69,920,882	74,419,072	78,632,228	85,274,000	94,391,679
MONTANA	8,905,420	12,120,126	12,290,298	11,706,000	11,640,510
NEBRASKA	26,183,232	30,179,125	29,360,093	25,108,000	31,973,151
NEVADA	24,093,152	22,346,469	28,951,210	23,866,000	38,022,688
NEW HAMPSHIRE	17,028,555	14,091,399	13,587,807	13,562,000	16,919,544
NEW JERSEY	101,118,944	110,734,793	115,610,317	125,291,000	139,127,636
NEW MEXICO	17,517,794	21,129,015	23,731,548	23,406,000	32,341,992
NEW YORK	182,760,559	174,183,475	200,587,464	200,763,000	212,809,547
NORTH CAROLINA	97,188,848	89,146,608	105,631,194	108,863,000	130,060,394
NORTH DAKOTA	6,177,452	6,563,449	6,265,970	7,594,000	9,957,810
OHIO	157,426,852	161,617,961	208,669,145	202,888,000	274,378,160
OKLAHOMA	23,686,914	24,039,938	26,289,829	27,935,000	32,252,862
OREGON	32,598,314	31,874,444	42,529,281	39,516,000	42,336,273
PENNSYLVANIA	109,880,950	123,808,099	135,153,203	147,723,000	183,519,293
PUERTO RICO	27,126,873	28,568,951	26,540,809	26,994,000	29,797,384
RHODE ISLAND	9,457,068	8,251,404	8,967,346	10,016,000	10,920,203
SOUTH CAROLINA	36,177,232	35,099,671	31,582,887	32,649,000	36,672,072
SOUTH DAKOTA	4,716,686	4,770,083	5,330,842	5,629,000	6,554,522
TENNESSEE	41,845,218	39,342,313	44,894,049	56,973,000	52,191,331
TEXAS	149,226,126	144,983,605	171,993,512	181,978,000	202,946,289
UTAH	32,279,318	29,170,011	29,543,060	32,059,000	36,312,567
VERMONT	7,897,956	6,700,576	7,798,921	7,557,000	9,047,583
VIRGIN ISLANDS	6,304,921	2,418,139	2,431,660	2,294,000	2,559,423
VIRGINIA	62,385,813	61,507,137	55,974,157	61,083,000	75,708,963
WASHINGTON	112,126,996	115,321,550	116,466,917	126,830,000	118,133,123
WEST VIRGINIA	22,500,211	23,357,563	24,327,799	24,471,000	28,668,535
WISCONSIN	70,222,046	74,058,311	79,193,043	90,924,000	96,688,882
WYOMING	9,874,346	8,454,697	8,586,436	8,892,000	8,764,286
<b>NATIONWIDE TOTALS</b>	<b>\$3,012,385,210</b>	<b>\$3,054,821,424</b>	<b>\$3,423,789,564</b>	<b>\$3,589,335,000</b>	<b>4,038,944,318</b>

Note: FY99 data is preliminary.  
Source: OCSE-34A

**Table 6:5**  
**Amount of Collections Per Cases with a Collection for FY 1999 - Preliminary**

<b>STATES</b>	<b>Total Distributed</b>	<b>Cases With Collections</b>	<b>Collections Per Paying Case</b>
ALABAMA	\$185,929,914	105,565	\$1,761.28
ALASKA	67,131,846	27,489	\$2,442.13
ARIZONA	169,232,529	77,157	\$2,193.35
ARKANSAS	108,480,840	66,871	\$1,622.24
CALIFORNIA	1,604,173,701	766,733	\$2,092.22
COLORADO	163,546,023	83,851	\$1,950.44
CONNECTICUT	175,487,270	75,326	\$2,329.70
DELAWARE	44,962,003	25,808	\$1,742.17
DIST. OF COL.	35,137,996	16,145	\$2,176.40
FLORIDA	579,827,499	NA	NA
GEORGIA	330,631,555	79,012	\$4,184.57
GUAM	7,660,532	865	\$8,856.11
HAWAII	60,520,055	25,491	\$2,374.17
IDAHO	64,268,499	28,553	\$2,250.85
ILLINOIS	325,562,478	162,782	\$1,999.99
INDIANA	271,110,248	130,225	\$2,081.86
IOWA	201,219,305	97,536	\$2,063.03
KANSAS	137,981,151	45,351	\$3,042.52
KENTUCKY	206,241,206	104,035	\$1,982.42
LOUISIANA	188,131,410	108,763	\$1,729.74
MAINE	80,663,945	39,787	\$2,027.39
MARYLAND	350,165,942	143,430	\$2,441.37
MASSACHUSETTS	291,485,832	98,586	\$2,956.67
MICHIGAN	1,274,637,793	538,596	\$2,366.59
MINNESOTA	384,847,451	138,087	\$2,786.99
MISSISSIPPI	128,877,572	89,274	\$1,443.62
MISSOURI	285,818,836	144,876	\$1,972.85
MONTANA	38,221,855	23,105	\$1,654.27
NEBRASKA	110,565,311	42,667	\$2,591.35
NEVADA	92,121,885	28,336	\$3,251.05
NEW HAMPSHIRE	66,166,127	25,961	\$2,548.67
NEW JERSEY	635,116,977	212,632	\$2,986.93
NEW MEXICO	34,894,675	20,126	\$1,733.81
NEW YORK	909,755,049	400,521	\$2,271.43
NORTH CAROLINA	347,969,980	155,197	\$2,242.12
NORTH DAKOTA	40,878,761	15,853	\$2,578.61
OHIO	1,301,311,021	218,234	\$5,962.92
OKLAHOMA	96,191,903	32,718	\$2,940.03
OREGON	231,875,332	107,452	\$2,157.94
PENNSYLVANIA	1,107,687,051	395,073	\$2,803.75
PUERTO RICO	166,021,553	86,081	\$1,928.67
RHODE ISLAND	44,304,705	19,663	\$2,253.20
SOUTH CAROLINA	173,756,503	NA	NA
SOUTH DAKOTA	38,323,366	3,701	\$10,354.87
TENNESSEE	224,245,130	117,900	\$1,901.99
TEXAS	802,911,218	251,679	\$3,190.22
UTAH	107,336,206	51,803	\$2,072.01
VERMONT	34,880,355	15,124	\$2,306.29
VIRGIN ISLANDS	6,141,919	NA	NA
VIRGINIA	312,776,989	170,857	\$1,830.64
WASHINGTON	515,859,493	214,798	\$2,401.60
WEST VIRGINIA	92,767,171	51,522	\$1,800.54
WISCONSIN	532,502,415	204,663	\$2,601.85
WYOMING	38,462,270	17,919	\$2,146.45
<b>NATIONWIDE TOTALS</b>	<b>\$15,826,778,651</b>	<b>6,103,779</b>	<b>\$2,592.95</b>

Note: FY99 data is preliminary  
Source: OCSE 34A and OCSE-157

## **VII. FORMATION AND MAINTENANCE OF TWO-PARENT FAMILIES**

### **Family Formation Data**

Whether and to what degree welfare programs and policies have affected the formation and maintenance of two-parent families has been a longstanding issue. This issue has been sustained by the lack of rigorous information on the effects of either AFDC or more recent welfare reforms on two-parent families. However, the recently released final report on the Minnesota Family Investment Plan (MFIP) evaluation has produced the first clear evidence of how a welfare reform strategy can have substantial positive effects on the maintenance and formation of two-parent families.

MFIP, which combined strong work requirements for long-term recipients plus generous financial work incentives, increased both the formation and maintenance of two-parent families. Three years after entering the program, almost 11 percent of single parents who were long-term recipients were married compared to 7 percent of a control group who received AFDC. Even more dramatically 67 percent of two-parent families who entered MFIP were married at the end of three years compared to 49 percent of the AFDC control group, a 38 percent increase. Home ownership was also dramatically higher for the two-parent MFIP families with 37 percent of these families owning their own home, which is double the 18-percent rate for families who received AFDC.

MFIP is the first state welfare reform waiver evaluation for which a final report has been released. The Department is funding the continuation of a number of other state welfare waiver evaluations that will measure the effects of state welfare reforms on two-parent family formation and maintenance scheduled for release over the next two years. It will be important to see whether other state welfare reform efforts produce such positive effects as MFIP, and whether the MFIP results can be replicated in other states.

### **The Fatherhood Initiative**

HHS recently announced the approval of waiver demonstrations for 10 States to improve the opportunities of young, unmarried fathers to support their children both financially and emotionally.

The demonstrations, in Baltimore, Maryland; Boston, Massachusetts; Chester County, Pennsylvania; Chicago, Illinois; Denver, Colorado; Indianapolis, Indiana; Los Angeles, California; Milwaukee/Racine, Wisconsin; Minneapolis, Minnesota; and New York City, New York, will total \$15 million in combined federal and private funding over a three-year period. There will be an independent evaluation of the demonstration sites.

The projects will test new ways for state-run child support enforcement programs and community-based organizations, including faith-based organizations, to work together to help young fathers obtain employment, make child support payments and learn parenting skills.

The projects will focus on serving young, never-married, non-custodial parents who do not have a child support court order in place and may face obstacles to employment.

Some of the projects will provide direct services for custodial parents, and all will provide for referral of custodial parents to child support services and other services as needed.

Activities will include: educational services and career planning; fatherhood and parenting workshops; supportive relationships between parents; financial planning and skill education; "team" parenting for both mother and father; substance abuse and anger management services; transportation assistance; voluntary establishment of paternity; and regular child support enforcement services.

The waivers also enable States to use Federal funds for a broader set of activities than those usually funded under the child support enforcement program. In testing a new cooperative working relationship between child support enforcement and nongovernmental agencies, the project sites will leverage a variety of existing resources in addition to the child support enforcement funds. The Ford Foundation, the Charles Stewart Mott Foundations, the Lilly Endowment, and the Community Foundation in Philadelphia and Indianapolis are providing support. Technical assistance for the sites is being provided by the National Center for Strategic Nonprofit Planning and Community Leadership.

### **Access and Visitation Programs**

In an effort to increase non-custodial parents' involvement in their children's lives, PRWORA authorized grants to help states establish programs that support and facilitate non-custodial parents' visitation and access to their children. In October 1997, HHS announced the first award of \$10 million in grants to all 50 states, the District of Columbia, and U.S. territories to promote access and visitation programs. The minimum allotment per State for FY 1999 was \$100,000. The minimum allotment for FY 2000 is also \$100,000 and grants will be made for FY 2000 by the end of the fiscal year.

During FY '97 most States focused their Access and Visitation grants upon the following goals: 1) increasing visitation between non-custodial and custodial parents, 2) improving child's well being, 3) strengthening non-custodial parents as nurturers and 4) improving the relationship between non-custodial and custodial parents. States pursued a wide range of services including mediation, development of parenting plans, education, supervised visitation, neutral drop off and pick up, and monitored visitation. The Office of Child Support Enforcement has estimated that nearly 20,000 participants were served by this program.

### **The "Fathers Work/Families Win" Initiative**

The Clinton-Gore Administration's FY 2001 budget proposes \$255 million for the first year of a new "Fathers Work/Families Win" initiative to promote responsible fatherhood and support working families, critical next steps in reforming welfare and reducing child poverty. Upon funding from Congress, these new competitive grants would be awarded to business-led local and state workforce investment boards who work in partnership with community and faith-based organizations, and agencies administering child support, TANF, food stamps, and Medicaid, thereby connecting low-income fathers and working families to the life-long learning and employment services created under the Workforce Investment Act and delivered through one-stop career centers.

### *Fathers Work*

To ensure that low-income fathers who are not living with their children provide the financial and emotional support their children deserve, the Administration's budget includes \$125 million for new "Fathers Work" grants. These grants would help approximately 40,000 low income non-custodial parents (mainly fathers) work, pay child support, and reconnect with their children.

This initiative builds on over \$350 million in responsible fatherhood initiatives funded through the Labor Department Welfare-to-Work Program. This program also works with public and private service providers to encourage responsible fatherhood and increase both the financial and emotional involvement of noncustodial fathers with their children. For example, funding in competitive grant funds awarded to date focus on helping unemployed or underemployed non-custodial parents find and keep jobs and increase their earnings. Examples of services provided by these competitive grantees include: GED tutoring, ESL classes, home visits to provide employment preparation; pre-employment job analysis; job placement and job retention services; upgrade training; working with area employers (providing incentive and education programs); evaluations before and after job placement; career development; and entrepreneurial training in family day care and cottage industries; as well as referrals to other community resources to address their individualized needs.

### *Families Win*

To reward work and responsibility and ensure that all families benefit from the booming economy, the Administration's budget includes \$130 million in new grants to help hard-pressed working families get the supports and skills they need to succeed on the job and avoid welfare. These funds would leverage existing resources to help families retain jobs and upgrade skills, and get connected to critical work supports, such as child care, child support, health care, food stamps, housing, and transportation. Families Win grants would serve approximately 40,000 low-income families, including mothers and fathers, former welfare recipients, and people with disabilities. Within these funds, \$10 million would be set aside for applicants from Native American workforce agencies.

## **VIII. OUT-OF-WEDLOCK PREGNANCIES AND BIRTHS**

### *Out-of-Wedlock Birth Bonus*

One of the purposes of the TANF program is to prevent and reduce the incidence of out-of-wedlock pregnancies. As one part of the TANF program, Congress included a performance bonus entitled, "Bonus to Reward Decrease in Illegitimacy Ratio," intended to focus on reduction of out-of-wedlock and teen births, encourage State efforts and creativity in developing effective solutions, and reward those States that achieve the largest decreases in out-of-wedlock births.

The Administration for Children and Families issued final regulations on April 14, 1999, implementing section 403(a)(2) of the Social Security Act that establishes the bonus. As specified in section 403(a)(2) of the Act, bonuses of up to \$100 million annually will be awarded in each of fiscal years 1999 through 2002. For the purposes of this award, potentially eligible States include the 50 States of the United States, the District of Columbia, the Commonwealth of Puerto Rico, Guam, the United States Virgin Islands, and American Samoa. In each year, up to five of these States (including the District of Columbia and the Commonwealth of Puerto Rico) may be eligible, in addition to Guam, the Virgin Islands, and American Samoa. The amount of any award for Guam, the Virgin Islands, and American Samoa will be 25 percent of their mandatory TANF ceiling amount. The remainder of the \$100 million will be divided equally among the other eligible States up to a maximum of \$25 million for each eligible recipient.

On September 13, 1999, DHHS Secretary Shalala announced the award of \$100 million in new bonuses to five awardees for achieving the nation's largest decreases in out-of-wedlock births between 1994 and 1997. This was the first award of these bonuses.

The awardees and the reductions in the proportion of out of wedlock births achieved were Alabama (2.0%) , California (5.7%), the District of Columbia (3.7%), Massachusetts (1.5%), and Michigan (3.4%). Each jurisdiction received \$20 million.

More evidence is needed to fully understand the range of factors contributing to the decrease in the proportion of out-of-wedlock births in these particular States. Three of the four years covered under the first bonus predate enactment of the welfare reform law in August 1996, which required all States to develop strategies and goals for reducing out-of-wedlock births as part of their State welfare reform plans. However, even before enactment of the 1996 law, some States began encouraging parental responsibility under the welfare reform waivers that the Clinton Administration granted to 43 States.

ACF's final regulations specified the process that will be used in determining bonus awards. Briefly, the bonuses will be awarded as follows:

- The ratio of out-of-wedlock births to total births will be calculated for each State for the most recent two-year period for which data are available and for the prior two-year period. To compute these ratios, we will use the vital statistics data compiled annually by the National Center for Health Statistics, based on records submitted by the States will be used.
- For States other than Guam, the Virgin Islands, and American Samoa, the five States that had the largest proportionate decrease in their ratios between the most recent two-year period for

which data are available and the prior two-year period will be identified. These States are potentially eligible.

- For Guam, the Virgin Islands, and American Samoa, jurisdictions which had a comparable decrease in their ratios (i.e., a decrease at least as large as the smallest decrease among the other qualifying States or a decrease that ranks among the top five decreases when all States and Territories are ranked together) will be identified. These additional States will also be potentially eligible.
- The potentially eligible States will be notified that, to be considered for the bonus, they need to submit data and information on the number of abortions performed in their State for the most recent year and for 1995.
- ACF will determine which of the potentially eligible States also experienced a decrease in their rate of abortions (defined for the purposes of this bonus to be ratio of abortions to live births) for the most recent calendar year compared to 1995, the base year specified in the Act. These States will receive a bonus award.
- While the criteria for determining bonus eligibility for Guam, the United States Virgin Islands, and American Samoa are the same as for the States, their eligibility is determined separately and the determination of their bonus amount is different, as specified in the statute, i.e., sections 403(a)(2)(B)(ii) (Amount of Grant) and 403(a)(2)(C)(I)(I) (Definition of eligible State).

#### *Additional Data on Out-of-Wedlock and Teen Births*

Final data for 1997 indicate that the birth rate for unmarried women aged 15-44 years decreased from 44.8 births per 1,000 women in 1996 to 44.0 in 1997, and then increased to 44.3 in 1998. According to preliminary data for 1999, the birth rate declined to 43.9, which is 6 percent below the 1994 peak (46.9). The actual number of out-of-wedlock births declined very slightly from 1,260,306 in 1996 to 1,257,444 in 1997, but then increased 3 percent in 1998, to 1,293,567, and an additional 1 percent in 1999, to 1,304,594. Most of the 1997-99 increases are associated with the rising number of unmarried women in the childbearing ages. The proportion of all births that were out-of-wedlock was unchanged at 32.4 in 1996 and 1997, and increased to 32.8 percent in 1998 and 33.0 in 1999.

Nationally, the birth rate for teenagers continued to decline in 1997, 1998, and 1999; it fell to 49.6 births per 1,000 women aged 15-19 years in 1999, compared with 62.1 in 1991 (a 20% drop). The 1999 rate was a record low for the nation. Teenage birth rates per 1,000 women (ages 15-19) vary substantially by State, ranging in 1998 from 24.4 (Vermont) to 73.0 (Mississippi); the highest rate reported was 104.8 (Guam). Birth rates for teenage subgroups 15-17 and 18-19 years also vary substantially by State. Nearly 500,000 teenagers give birth each year.

During the 1991-98 period, teenage birth rates fell in all States and the District of Columbia and the Virgin Islands. Declines ranged from 10 to 38 percent and were statistically significant in all States. Between 1991 and 1998, rates fell by 20.0 percent or more in 13 States and the District of Columbia; declines in five of these States exceeded 25.0 percent. Fourteen States registered declines of 16.0 to 19.9 percent, and 15 States registered declines of 12.0 to 15.9 percent. Declines of 9.7 to 11.9 percent were found for 8 States.

There has been success in lowering the birth rate for both young and older teens in the U.S., with rates for those 15-17 years of age down 26 percent between 1991 and 1999 and the rate for those 18 and 19 down 15 percent. Teen birth rates have also declined across all major racial and ethnic groups. Between 1991 and 1999, teen birth rates declined for White, African-American, American Indian, Asian or Pacific Islander, and Hispanic women ages 15-19. The rate for African-American teens -- until recently the highest -- experienced the largest decline, down 30 percent from 1991 to 1999, to reach the lowest rate ever reported for this group.

These recent declines essentially reverse the 24-percent rise in teenage birth rates from 1986 to 1991. The teenage birth rate was substantially higher in the 1950's and early 1960's than it is now, peaking at 96.3 in 1957. Most teenagers giving birth prior to 1980 were married, whereas most teenagers giving birth recently are unmarried. In 1999, the percentage of births to teenagers 15-17 that were to unmarried teens was 88 percent. It is important to note however, that while most teenage births are non-marital, the majority of births to unmarried women are not to teenagers.

The estimated teen *pregnancy* rate (as differentiated from the *birth* rate, reported above) for 1996 is 99 pregnancies per 1,000 women aged 15-19, down 15 percent since 1991 (116). The decline in the 1990's reverses the 11-percent rise from 1986 to 1991. (The most recent year for which *pregnancy* rates are available is 1996.) Between 1991 and 1996, pregnancy rates fell 15 and 12 percent, respectively, for teenagers 15-17 and 18-19 years. Rates have fallen for non-Hispanic white, non-Hispanic black, and Hispanic teenagers.

### *National Strategy to Prevent Teenage Pregnancy*

In 1997, the Department issued the National Strategy to Prevent Teen Pregnancy, in response to a call from the President and Congress to develop a comprehensive strategy to address the problem of adolescent pregnancy. The request was to demonstrate a cohesive approach to the challenges of teen pregnancy prevention, in general, and specifically, to provide assurance that at least 25 percent of communities in the United States have teen pregnancy prevention programs in operation. The latter requirement is mandated by the Personal Responsibility and Work Opportunity Reconciliation Act (PRWORA) of 1996. The U.S. Department of Health and Human Services is in its third year of implementing the National Strategy to Prevent Teen Pregnancy. DHHS plans to release a report to Congress this summer. The National Strategy, and the commitment it represents, has had a positive effect, along with the commitment from states, localities, private organizations, parents, and the youth themselves.

The Strategy relies on some basic principles of teen pregnancy prevention, and on the support and integration of pregnancy prevention efforts with other youth development activities in local communities. Five key principles shape and guide our National Strategy. Based on ideas shown by research and experience to be essential to all community prevention efforts, these key principles are the cornerstone of the Department's Strategy. These principles are: 1) Parents and other adult mentors must play key roles in encouraging young adults to avoid early pregnancy and to stay in school. 2) Abstinence and personal responsibility must be the primary messages of prevention programs. 3) Young people must be given clear connections and pathways to college or jobs that give them hope and a reason to stay in school and avoid pregnancy. 4) Public and private-sector partners throughout communities - including parents, schools, business, media, health and human service providers, and religious organizations - must work together to develop comprehensive strategies. 5) Real success requires a sustained commitment to the young person over a long period of time.

Responsible Fatherhood and Male Involvement in Teenage Pregnancy

The Department has sponsored several meetings to identify innovative male involvement strategies that might be disseminated to a larger audience. Specific strategies designed to inform and collaborate with stakeholders and other community based partners include creative use of the media and social marketing, regional and State forums and summits, peer-to-peer networking opportunities, and technical assistance. The goal is to promote and support a view of boys and men as responsible members of families, and as sons, fathers, spouses, and grandfathers, wherever they live, learn, work or play.

**Appendices:**

- Table 8:1**      **Number, rate and percentage of births to unmarried women: United States, 1980 and 1985-99.**
- Table 8:2**      **Number and Percent of Births to Unmarried Woman: United States and each State, 1998 and Percent of Births to Unmarried Women: United States and each State, 1992 – 1999**
- Table 8:3**      **Birth Rate for Unmarried Women: United States and Each State 1990**
- Table 8:4**      **State Ranking for the FY 1999 Out-of-Wedlock Bonus Awards**

**Table 8.1****Number, Rate and Percentage of Births to Unmarried Women, 1980-1999**

<b>Year</b>	<b>Number</b>	<b>Rate (1)</b>	<b>Percent (2)</b>
<b>1999</b>	1,304,594	43.9	33.0
<b>1998</b>	1,293,567	44.3	32.8
<b>1997</b>	1,257,444	44.0	32.4
<b>1996</b>	1,260,306	44.8	32.4
<b>1995</b>	1,253,976	45.1	32.2
<b>1994</b>	1,289,592	46.9	32.6
<b>1993</b>	1,240,172	45.3	31.0
<b>1992</b>	1,224,876	45.2	30.1
<b>1991</b>	1,213,769	45.2	29.5
<b>1990</b>	1,165,384	43.8	28.0
<b>1989</b>	1,094,169	41.6	27.1
<b>1988</b>	1,005,299	38.5	25.7
<b>1987</b>	933,013	36.0	24.5
<b>1986</b>	878,477	34.2	23.4
<b>1985</b>	828,174	32.8	22.0
<b>1980</b>	665,747	29.4	18.4

**(1) Births to unmarried women per 1,000 unmarried women aged 15-44 years.**

**(2) Percent of all births to unmarried women.**

Note: In 1998, for 48 States and the District of Columbia, marital status of the mother is reported on the birth certificate; in two States (Michigan and New York), mother's status is inferred from other information on the birth certificate.

Data for 1999 are preliminary.

Table 8:2

**Number and Percent of Births to Unmarried Women: United States and each State, 1998  
and Percent of Births to Unmarried Women: United States and each State, 1992 – 1999**

State	Number		Percent of all births to unmarried women							
	1998	1999	1998	1997	1996	1995	1994	1993	1992	
United States	1,293,567		33.0	32.8	32.4	32.4	32.2	32.6	31.0	30.1
Alabama	21,147		33.3	34.1	33.9	33.7	34.5	34.5	33.5	32.6
Alaska	3,088		33.1	31.1	30.6	31.0	29.9	29.3	28.0	27.4
Arizona	30,011		38.7	38.4	37.6	38.8	38.2	38.3	37.9	36.2
Arkansas	12,911		35.2	35.0	34.2	33.9	32.9	32.6	31.7	31.0
California	170,866		32.9	32.8	32.8	31.4	32.1	35.7	35.3	34.3
Colorado	15,227		25.4	25.6	25.2	24.8	24.9	25.0	24.8	23.8
Connecticut	13,676		28.9	31.2	32.7	31.3	30.6	30.5	29.8	28.7
Delaware	3,924		38.9	37.1	36.0	35.5	34.9	34.7	33.8	32.6
Dist. of Columbia	4,834		61.7	62.9	63.6	66.1	65.8	66.8	67.8	66.9
Florida	71,626		37.5	36.6	36.0	35.9	35.8	35.7	35.0	34.2
Georgia	44,270		36.6	36.2	35.4	35.0	35.2	35.5	35.8	35.0
Hawaii	5,544		32.7	31.5	29.9	30.3	29.2	28.3	27.2	26.2
Idaho	4,265		21.6	22.0	20.7	21.3	19.9	18.7	18.7	18.3
Illinois	62,211		34.1	34.1	33.4	33.7	33.8	34.3	34.1	33.4
Indiana	28,553		34.5	33.5	32.6	32.3	31.9	31.5	30.8	29.5
Iowa	10,155		27.5	27.2	26.2	26.3	25.2	24.8	24.6	23.5
Kansas	10,663		28.6	27.8	27.6	26.9	25.9	26.0	25.9	24.3
Kentucky	16,327		30.3	30.1	29.5	29.8	28.5	27.6	27.2	26.3
Louisiana	30,041		44.8	44.9	43.9	43.4	42.4	42.6	42.0	40.2
Maine	4,197		31.3	30.6	29.7	28.7	27.8	28.2	27.0	25.3
Maryland	24,734		34.9	34.4	33.5	33.5	33.3	33.7	32.5	30.5
Massachusetts	21,210		26.5	26.1	25.9	25.5	25.6	26.6	26.4	25.9
Michigan	45,372		33.1	33.9	33.2	33.8	34.3	35.0	26.0	26.8
Minnesota	16,723		25.8	25.6	25.0	24.8	23.9	24.0	23.4	23.0
Mississippi	19,502		46.0	45.4	45.4	45.0	45.3	45.4	44.4	42.9
Missouri	25,668		34.1	34.1	33.1	33.2	32.1	32.5	32.4	31.5
Montana	3,230		29.7	29.9	28.7	27.9	26.5	25.5	27.3	26.4
Nebraska	6,168		25.9	26.2	25.8	24.8	24.3	24.8	23.5	22.6
Nevada	10,083		35.7	35.0	35.5	42.7	42.0	35.0	34.0	33.3
New Hampshire	3,482		24.2	24.1	23.8	23.4	22.2	22.1	20.6	19.2
New Jersey	32,389		28.2	28.3	28.0	28.0	27.6	26.1	27.1	26.4
New Mexico	12,033		45.0	44.0	43.5	42.1	42.6	41.7	41.4	39.5
New York	90,089		36.5	34.9	35.2	39.6	37.9	37.6	37.2	34.8
North Carolina	36,614		33.2	32.8	32.2	32.0	31.4	31.9	32.1	31.3
North Dakota	2,143		27.5	27.0	26.0	25.1	23.5	23.0	23.0	22.6
Ohio	51,940		34.0	34.0	33.9	33.1	33.0	32.9	33.0	31.6
Oklahoma	16,433		32.9	33.2	32.4	30.9	30.5	29.8	29.1	28.4
Oregon	13,458		30.4	29.7	28.8	29.7	28.9	28.7	28.2	27.0
Pennsylvania	47,925		32.9	32.8	32.8	32.3	32.4	32.8	32.2	31.6
Rhode Island	4,269		33.3	33.9	33.1	33.3	31.1	32.1	31.7	29.6
South Carolina	20,907		39.0	38.8	38.0	37.3	37.4	36.8	36.0	35.5
South Dakota	3,296		31.8	32.0	31.1	29.5	28.0	27.7	27.7	26.6
Tennessee	26,999		34.6	34.9	34.1	33.4	33.1	33.4	33.6	32.7
Texas	107,742		31.0	31.5	30.7	30.4	30.0	28.9	17.0	17.5
Utah	7,740		16.7	17.1	16.6	16.2	15.7	15.7	15.5	15.1
Vermont	1,841		29.0	28.0	26.1	26.4	24.9	25.3	24.2	23.4
Virginia	28,124		29.8	29.8	29.3	28.8	29.3	29.2	29.0	28.3
Washington	22,211		26.5	27.9	27.1	27.3	26.7	26.0	26.3	25.3
West Virginia	6,715		31.7	32.4	31.3	31.3	30.5	30.2	29.0	27.7
Wisconsin	19,211		29.2	28.5	28.1	27.4	27.4	27.2	27.1	26.1
Wyoming	1,850		29.1	29.6	27.4	27.0	26.4	27.5	25.8	24.0
Puerto Rico	28,368		47.9	47.0	45.8	44.2	42.7	41.9	40.4	39.3
Virgin Islands	1,253		67.1	69.6	67.8	64.3	62.5	66.7	67.1	63.2
Guam	2,341		55.9	54.2	49.3	48.5	46.4	46.6	44.8	41.3
American Samoa	578	---	34.2	34.7	34.0	34.0	31.9	---	---	---
Northern Marianas	667	---	45.6	---	---	---	---	---	---	---
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NOTE: In 1996 and 1999, for 48 States and the District of Columbia, marital status of mother is determined from a direct question in the birth registration process. Michigan and New York, mother's marital status is inferred. Marital status was inferred in 4 states and the District of Columbia in 1997, in 5 States and the District of Columbia in 1994-96, and in 6 States and the District of Columbia in 1992-93.

Data for 1999 are preliminary.

Source: Division of Vital Statistics, National Center for Health Statistics, various reports.





Table 8:4

Percent of births to Unmarried Women, 1994-95 average and 1996-97 average, and percent change in the percent of births to unmarried women, 1994-95 to 1996-97, and rank order of states with respect to their change (in order of largest decline to largest increase) and rank order of territories (ranked separately from states)						
State	Percent unmarried, 1996-97 1/	Percent unmarried, 1994-95	Percent change in percent unmarried, 1994-95 to 1996-97 1/	Rank	Rank order of States by largest decline in Percent unmarried, 1994-95 to 1996-97	
					State	Percent change
United States 1,2/	32.394%	32.392%	0.003%		United States 1,2/	0.003%
Alabama	33.773%	34.470%	-2.022%	1	<b>California</b>	<b>-5.665%</b>
Alaska	30.815%	29.567%	4.220%	2	District of Columbia	-3.708%
Arizona	38.232%	38.289%	-0.148%	3	Michigan	-3.361%
Arkansas	34.061%	32.763%	3.962%	4	Alabama	-2.022%
<b>California</b>	<b>30.422%</b>	<b>32.248%</b>	<b>-5.665%</b>	5	Massachusetts	-1.493%
Colorado	25.045%	24.918%	0.511%	6	Illinois	-1.452%
Connecticut	32.035%	30.547%	4.872%	7	Virginia	-0.583%
Delaware	35.751%	34.821%	2.669%	8	Mississippi	-0.371%
District of Columbia	64.889%	67.388%	-3.708%	9	Georgia	-0.324%
Florida	35.980%	35.743%	0.662%	10	Pennsylvania	-0.211%
Georgia	35.222%	35.336%	-0.324%	11	Arizona	-0.148%
Hawaii	30.092%	28.760%	4.630%	12	Maryland	-0.102%
Idaho	21.009%	19.299%	8.862%		New Jersey	0.418%
Illinois	33.569%	34.064%	-1.452%		Colorado	0.511%
Indiana	32.457%	31.735%	2.272%		Florida	0.662%
Iowa	26.235%	25.008%	4.908%		Wyoming	0.888%
Kansas	27.213%	25.916%	5.004%		North Carolina	1.437%
Kentucky	29.612%	28.076%	5.471%		South Carolina	1.445%
Louisiana	43.688%	42.546%	2.684%		Tennessee	1.505%
Maine	29.221%	27.970%	4.469%		Oregon	1.593%
Maryland	33.489%	33.523%	-0.102%		Ohio	1.663%
Massachusetts	25.706%	26.095%	-1.493%		Wisconsin	1.838%
Michigan	33.510%	34.676%	-3.361%		New Mexico	2.270%
Minnesota	24.914%	23.932%	4.104%		Indiana	2.272%
Mississippi	45.228%	45.396%	-0.371%		Missouri	2.609%
Missouri	33.137%	32.294%	2.609%		Delaware	2.669%
Montana	28.311%	25.989%	8.934%		Louisiana	2.684%
Nebraska	25.289%	24.546%	3.028%		Nebraska	3.028%
<b>Nevada</b>	<b>39.550%</b>	<b>36.727%</b>	<b>7.686%</b>		West Virginia	3.199%
New Hampshire	23.598%	22.159%	6.493%		Washington	3.335%
New Jersey	27.988%	27.872%	0.418%		Arkansas	3.962%
New Mexico	42.821%	42.111%	2.270%		Minnesota	4.104%
<b>New York</b>	<b>39.403%</b>	37.748%	<b>4.384%</b>		Alaska	4.220%
North Carolina	32.100%	31.845%	1.437%		Utah	4.336%
North Dakota	25.587%	23.253%	10.036%		<b>New York</b>	<b>4.384%</b>
Ohio	33.520%	32.972%	1.663%		Maine	4.469%
Oklahoma	31.682%	30.143%	5.105%		Hawaii	4.630%
Oregon	29.257%	28.798%	1.593%		Vermont	4.655%
Pennsylvania	32.544%	32.612%	-0.211%		Connecticut	4.872%
Rhode Island	33.202%	31.636%	4.949%		Iowa	4.908%
South Carolina	37.677%	37.140%	1.445%		Rhode Island	4.949%
South Dakota	30.308%	27.862%	8.772%		Kansas	5.004%
Tennessee	33.750%	33.249%	1.505%		Texas	5.042%
Texas	30.565%	29.437%	5.042%		Oklahoma	5.105%
Utah	16.388%	15.707%	4.336%		Kentucky	5.471%
Vermont	26.260%	25.092%	4.655%		New Hampshire	6.493%
Virginia	29.065%	29.235%	-0.583%		<b>Nevada</b>	<b>7.686%</b>

**Table 8:4 continued**

Washington	27.223%	26.345%	3.335%	South Dakota	8.772%
West Virginia	31.338%	30.367%	3.199%	Idaho	8.862%
Wisconsin	27.771%	27.270%	1.839%	Montana	8.934%
Wyoming	27.176%	26.937%	0.888%	North Dakota	10.036%
Puerto Rico	44.975%	37.153%	21.055%	Virgin Islands	1.988%
Virgin Islands	65.987%	64.701%	1.988%	American Samoa	4.332%
Guam	48.926%	46.496%	5.226%	Guam	5.226%
American Samoa	34.351%	32.925%	4.332%	Puerto Rico	21.055%

States and data in bold type are those for which adjusted birth data were provided because the states changed their methodology or procedures for reporting the mother's marital status. Calculations for all other states were done on the basis of data files provided by each state to the National Center for Health Statistics (NCHS), which has tabulated the entire national birth file by mother's place of residence.

NOTE: Separate tables are available from NCHS for the adjusted birth data for California, Nevada, and New York City.

Prepared in the Division of Vital Statistics, NCHS, from published birth data and special tabulations provided by California, Nevada, and New York City.



## **IX. INCOME AND CHILD POVERTY**

### *Child Poverty*

The child poverty rate, as measured by the Census Bureau's official poverty measure, has fallen by 17 percent since 1993, from 22.7 to 18.9 percent (see table 9.1). The 1998 child poverty rate is the lowest since 1980.

Child poverty rates vary widely for different demographic groups. In particular, there are significant differences in child poverty rates by marital status and race. A child living in a single-parent family is nearly five times as likely to be poor as a child living in a two-parent family<sup>6</sup>. In married two-parent families, about one child in eleven is poor (9.0%), whereas 46 percent of the children living in a female-headed, single-parent family are poor. The poverty rates for African-American and Hispanic children have fallen dramatically in the past 5 years, although their poverty rates are still more than three times the rate for children living in a white, non-Hispanic family. Since 1993, the African American child poverty rate dropped from 46.1 percent to 36.7 percent—the lowest level on record. Over the same period, the Hispanic child poverty rate dropped from 40.9 percent to 34.4 percent—the largest 5-year drop on record. While one in ten white, non-Hispanic children is poor, almost three of every eight African American or Hispanic children are living in poverty.

The official poverty measure is based on a definition of income that includes cash income received by the individual or family. Near-cash and non-cash transfers are not included in the income definition, nor are subtractions or additions to income made through the tax system. To determine an individual's or a family's poverty status, the total cash income is compared to a standard of basic needs, the poverty threshold, which varies by the size of the family. In 1998, the poverty threshold for a family of four (2 adults plus 2 children) was \$16,530.

The Census Bureau also produces a series of poverty statistics using alternative definitions of income that incorporate other additions and reductions to income, such as capital gains and losses, near-cash transfers (e.g., food stamp and housing), and federal and State taxes, including the payroll tax and the Earned Income Tax Credit (EITC). Using this expanded definition of income, the 1998 child poverty rate decreases from 18.9 percent using the official definition, to 14.4 percent. The EITC lifted more than 2.3 million poor children, and 4.3 million Americans in total, out of poverty.

While the poverty rate indicates the proportion of the population that is poor, the poverty gap indicates the income deficit for those in poverty, that is, the amount of money that would be required to raise all poor families to the poverty line. Table 9:1 displays the poverty gap for families with children from 1990 to 1998, using a pre-transfer measure of the poverty gap, the official measure of poverty and an alternative measure of poverty that includes near-cash transfers and Federal and State taxes including the EITC.

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<sup>6</sup> Two parent family is defined as married couple families with related children under 18 years.

## Income

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

The Minnesota Family Investment Plan (MFIP) is the first state waiver evaluation for which there is a final report that includes more comprehensive information on income, based on both survey and administrative data. MFIP, which is a pilot on which the State's TANF program is modeled, combined strong work requirements for long-term recipients with generous disregards of earned income, with the specific goal of reducing poverty. MFIP successfully reduced poverty for a broad range of family types from 5 to 12 percentage points. These reductions were primarily the result of MFIP's generous treatment of earnings.

Interim results have recently been released from the Connecticut Jobs First TANF program, which combines a very generous earnings disregard with a 21-month lifetime limit on cash assistance. Prior to anyone reaching the time limit, Jobs First substantially increased family income and family savings and car ownership as well. However, as individuals began to reach their time limit, the positive income effects disappeared. This difference with MFIP, which under the pilot had no time limit, provides important information concerning whether approaches to increase family income through wage supplements are best structured within a time-limited welfare system or outside of it.

CPS data for the period 1993 to 1998 indicate that the average annual income of all female-headed families with children increased, as did employment and earnings as described earlier in this chapter. This measure of income includes both earnings and a broad range of transfer programs. Again, the income increases were unevenly distributed over the period, with larger gains in the 1993 - 1995 period, and across the income distribution. Early information show that the bottom quintile did not fare as well as the top four fifths, especially in the 1995-1998 period.

There are significantly different views about use of these data, with disagreement over whether income or trends in the economic status of families provide a more reliable picture of family financial well-being, whether family or household income should be the measure, how to assess the limitations associated with all available data sets, and the extent to which changes over this period can be associated with welfare reform. However, as we advised in our report last year, it is clear we need to monitor more disadvantaged families.

## The TANF Child Poverty Regulation

Section 413(i) of the PRWORA Act requires States to submit to the Department an annual statement of the child poverty rate in the State. If the State experiences an increase in its child poverty rate of five percent or more as a result of the TANF program(s) in the State, it must

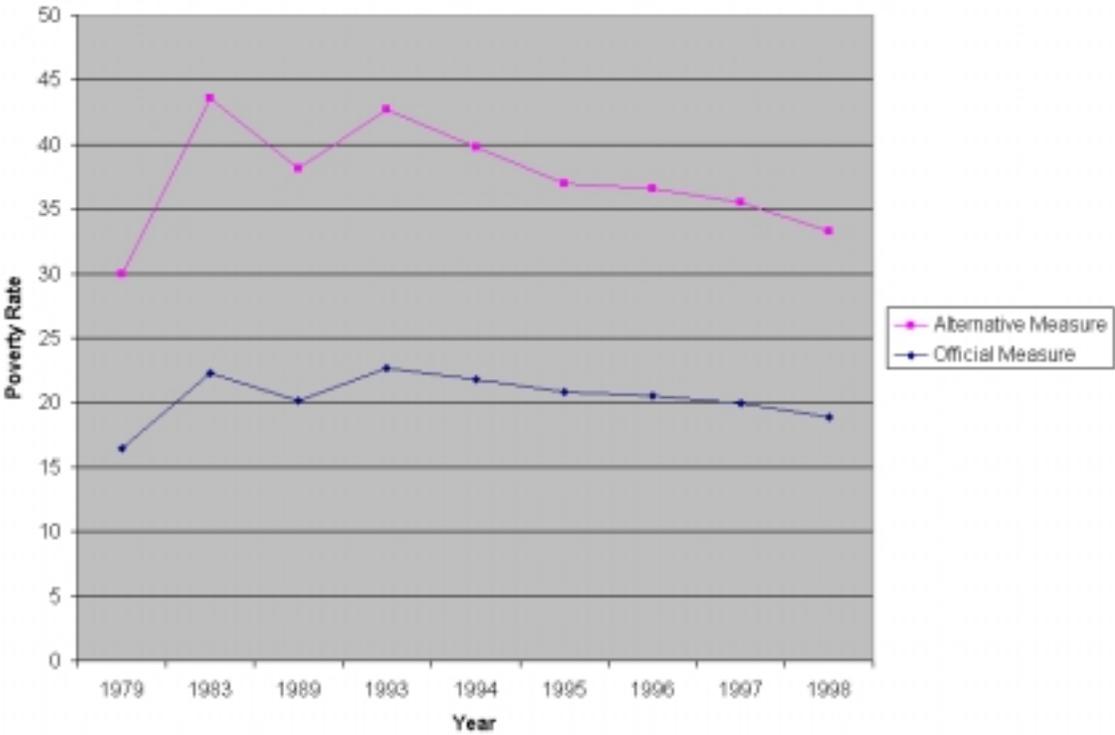
submit and implement a corrective action plan. The Department is required to establish the methodology by which a State will determine the child poverty rate.

The Department published a final rule for the child poverty rate on June 23, 2000. The final regulation stipulates that rather than requiring each State to determine its own child poverty rate, DHHS will implement this statutory requirement by using the Census Bureau child poverty data. The regulation postponed the development of a child poverty rate for the Territories (i.e. Guam, Puerto Rico, and the Virgin Islands) until reliable data are available. The final rule was based on several principles: using the most reliable and objective data on child poverty currently available; assuring that the child poverty rate was assessed in relation to the TANF program in the State and other appropriate contextual circumstances; and limiting the administrative burden by requiring that States, including Territories, provide only those data readily available and necessary to implement the statute.

**Appendices:**

- Graph 9:1    Poverty Rate for All Children for Selected Years, 1979-1998**
- Table 9:1    Poverty Rate for All Children for Selected Years, 1979-1998**
- Table 9:2    Poverty Gap for All Families with Children 1990 – 1998, Official and Comprehensive Definitions of Income**

**Graph 9:1**  
**Poverty Rates for All Children for Selected Years, 1979-1998**





**Table 9:1**

**Poverty Rates For All Children For Selected Years, 1979 B 1998**

<b>Poverty Rate</b>	<b>1979</b>	<b>1983</b>	<b>1989</b>	<b>1993</b>	<b>1994</b>	<b>1995</b>	<b>1996</b>	<b>1997</b>	<b>1998</b>
<b>Official Measure</b>	<b>16.4</b>	<b>22.3</b>	<b>20.1</b>	<b>22.7</b>	<b>21.8</b>	<b>20.8</b>	<b>20.5</b>	<b>19.9</b>	<b>18.9</b>
<b>Alternative Measure</b>	<b>13.6</b>	<b>21.3</b>	<b>18.0</b>	<b>20.0</b>	<b>18.0</b>	<b>16.2</b>	<b>16.1</b>	<b>15.6</b>	<b>14.4</b>

**Table 9:2**  
**Poverty Gap for All Families with Children 1990 – 1998, Official and Comprehensive**  
**Definitions of Income \***

YEAR	PRE-TRANSFER POVERTY GAP	OFFICIAL POVERTY MEASURE	REDUCTION IN GAP (pretransfer - official)	COMPREHENSIVE MEASURE OF POVERTY	REDUCTION IN GAP (pretransfer - comprehensive)
1990	70.2	42.2	28	28.7	41.5
1991	77.5	46.7	30.8	30.5	47
1992	80.1	48.5	31.6	32.5	47.6
1993	87.1	51.9	35.2	36.1	51
1994	81.0	48.6	32.4	32.6	48.4
1995	72.6	43.3	29.3	25.3	47.3
1996	72.6	44.6	28	25.7	46.9
1997	70.1	44.2	25.9	27.0	43.1
1998	62.1	41.5	20.6	25.5	36.6

\*constant 1998 dollars

\*\*in billions

## **X. DEMOGRAPHIC AND FINANCIAL CHARACTERISTICS OF TANF FAMILIES**

PRWORA established new State reporting and data requirements for the TANF program. The TANF statute allowed for a phase-in of the data reporting requirements based on when a State implemented their TANF program. The statute also allowed States the option to submit either sample data or universe data to HHS. HHS issued interim data collection specifications (Emergency TANF Data Reporting requirements) pending publication of the final TANF rules. These data specifications covered three years, July –September 1997, FY 1998, and FY 1999. All States, the District of Columbia, Guam, Puerto Rico and Virgin Islands submit TANF data on the demographic characteristics and financial circumstances of families receiving assistance under their TANF program and summary information on closed cases for FY 1999 consisting of data for 11,058,378 active cases and 1,042,941 closed cases.

For FY 1999 thirty-two States submitted universe data, from which HHS randomly selected approximately 200 active cases and 400 closed cases each month to prepare this report. The remaining 22 States submitted sample data. A total sample of 164,481 active cases was used to compile 33 TANF recipient characteristics tables. Also, a total sample of 196,347 closed cases was used to compile Table 10:31 regarding reasons for closure. The statistical data in this section are estimates derived from samples and, therefore, are subject to both sampling errors and non-sampling errors. For these reasons, work data reported here may differ slightly from data reported in section 3. The appendix 10:1 contains additional information about the statistical specifications, the study design and reliability of estimates.

Despite every effort to ensure the reliability of the data States submitted, HHS eliminated some problem/questionable data from this report. In cases where a few States submitted questionable data, the data from those States were eliminated from the tables. In cases where numerous States reported questionable data or unusually large numbers of “unknown” or “other” categories, HHS urges caution in drawing conclusions from these data.

### **AFDC/TANF Trends in the 1990's**

Because of the rapid decline in the caseload beginning from a record high of 5.0 million families in 1994, that accelerated after the implementation of PRWORA in 1996, to a low of 2.6 million families in 1999, the question has been raised as to whether the current caseload has changed significantly after PRWORA. In order to address the question, an examination of longer term trends is helpful in beginning to understand whether, and how, welfare reform has contributed to changes in the characteristics of welfare recipients.

A number of major changes in the characteristics of welfare recipients has occurred in the 1990's including changes in the number of child-only families, the racial ethnic composition of welfare families, the age of adult recipients, the age of the youngest child, and the employment rate of adults. These trends in AFDC/TANF recipient characteristics are presented in Appendix 10:1:a.

### Child-only Families

In 1999, there were about 770,000 child-only cases, which accounted for 29 percent of the total TANF caseload. The number of child-only families increased steadily throughout the middle 1990's, reaching a peak of 978,000 such families in 1996. Through 1998, the number of child-only families decreased to 743,000, although their proportion of the caseload continued to increase slowly to 23 percent. However, in 1999 both the number and the proportion of child-only cases increased.

### Racial/Ethnic Composition of Families

The racial composition of welfare families has changed substantially over the past ten years. In 1990, it was 38 percent whites, 40 percent African-American and 17 percent Hispanics. In 1999, however, it was 31 percent whites, 38 percent African-American and 25 percent Hispanics. In addition, the small percentage of the welfare population that is Asian has grown slowly but steadily over the period, from just under 3 percent to about 3 and one-half percent. Viewed over the decade there has been a shift from white to Hispanic families. This shift is consistent with broader population trends. However, it has accelerated since 1996 and is particularly pronounced in California, New York, and Texas. Thus, in 1999, 70 percent of all Hispanic welfare families were in the three large States of California, New York or Texas, as compared to 65 percent in 1996. In California, the proportion of Hispanic welfare families increased to 46 percent in 1999 from 38 percent in 1996. In addition, African-American families, which had been a declining proportion of the caseload, have trended up slightly since 1996. Native American cases remain relatively constant, composing 1.3% of the caseload in 1990 and 1.5% of the caseload in 1998. The result of these changes is that the proportion of welfare families that were minorities has increased from three-fifths to just over two-thirds over the decade, primarily driven by the growth in Hispanic families.

### Age of Adult Recipients

Throughout the decade, the average age of adults on welfare has gradually but steadily increased from 29.7 in 1990 to 31.8 in 1999. Between 1990 and 1999, the proportion of older adults over 39 years increased most dramatically from 13 to 20 percent of adult recipients. Slightly less than half of this growth occurred in the three years after TANF compared to the six years before. In other words, there has been a faster rate of growth since 1996.

### Employment Rate of Adult Recipients

The employment rate of adult recipients has increased significantly in the past five years. In 1999, 28 percent of adult recipients were employed (defined as having earnings), about 2.5 times the 1996 employment rate of 11 percent and four times the rate of the early 1990's.

### Age of the Youngest Child

Between 1990 and 1999 the proportion of families on welfare with a youngest child who was a toddler, i.e., aged 1 or 2, declined sharply from 30 to 21 percent. At the same time the proportion of families with no pre-schooler, (no child under 6) increased sharply from 36 to 44 percent. Furthermore, this trend was accelerated after 1996 with 63 percent of the change occurring in the later three years.

The question of whether the caseload has become more disadvantaged cannot be answered simply through the administrative data provided by the states and will require analysis of data from national data sets as it becomes available. For example, older recipients who have older children comprise a larger share of the caseload, which is consistent with but doesn't prove that these may comprise longer term recipients who are having a harder transition to independence. Similarly, the larger proportion of minorities, especially Hispanics who may have a higher probability of speaking English as a second language could also partly account for the sharper increase in minorities after 1996. However, it is important to note that these trends also represent longer term trends. Past analysis has shown that most of the increase in Hispanics is driven by the increase in the Hispanic population. In addition, a number of studies suggest that minorities are helped into work as much as non-minorities by the kinds of welfare-to-work strategies that most states are employing. Longer term observation of these trends along with examination of other national data when it becomes available will thus be necessary to better understand if the caseload is becoming more disadvantaged.

### **Summary of 1999 Data**

#### **The TANF Family**

The average monthly number of TANF families was 2,648,000 in fiscal year (FY) 1999. The estimated total number of TANF recipients was 2,068,000 adults and 5,319,000 children. The average monthly number of TANF families decreased in almost all States and reflects an overall 17 percent decrease from the average monthly caseload for FY 98 of 3,176,000 families (i.e., the period October 1997 - September 1998). The number of TANF families increased in only three States (Guam, New Hampshire and New Mexico). During FY 1999, 2,514,000 TANF families had their cases closed.

California had the largest number of TANF families with a average monthly caseload of 624,000. Its caseload accounted for a quarter of the U.S. total TANF families. New York ranked second with a monthly average of 294,000. California and New York combined accounted for 35 percent of the U.S. totals. Of the \$11 billion paid to TANF eligible families in cash assistance during FY 1999, California alone paid \$3.7 billion, accounting for a third of the U.S. total cash payments. New York made total cash payments of \$1.7 billion. The combined TANF cash payments of California and New York accounted for almost a half of the U.S. total TANF cash payments.

The average number of persons in a TANF family was 2.8 persons. The TANF families averaged 2 recipient children, which remained unchanged. Forty percent of TANF families had only one child. Ten percent of families had more than three children.

Two-thirds of TANF families had only one adult recipient, and five percent included two or more adult recipients. The reported percent of two-parent cases is artificially low because fifteen States provide assistance to two-parent families through separate State programs which are outside the TANF reporting system. About 29 percent of TANF families had no adult recipients, up about 6 percentage points for the 49 States that reported child-only cases for the October 1997 – September 1998 period. Even though the percentage of child-only cases on the welfare rolls has continued to increase in the past several years, the total number of child-only cases has actually declined by about 200,000 since FY 1996, in spite of the increase in the most recent fiscal year.

Of TANF families, 98 percent received assistance in the form of cash and cash equivalents under the State TANF program with the monthly average amount of \$357<sup>7</sup>. Of such TANF families, 81 percent received Food Stamp assistance, which is consistent with previous levels. Also, almost every TANF family was eligible to receive medical assistance under the State plan approved under title XIX.

Reasons for which TANF families received a reduction in assistance for the reporting month were: sanction (4.5 percent), recoupment of a prior overpayment (8.1 percent) and other (1.1 percent). “Other” could include reasons, such as to pay families that move from another State at a lower level, or the application of a family cap.

Understanding the reason for case closure is severely limited by the fact that States reported 54.0 percent of all cases that closed did so due to “other” reasons. The main reasons for TANF families no longer receiving assistance were: employment (23.0 percent), State policy (16.5 percent) and sanction (6.2 percent). For example, while independent studies of the reason for families leaving welfare typically find that somewhat over half are employed at the time of exit, States reported only 23 percent of cases closing due to employment, clearly an understatement of the true rate. This is likely due, in part, to recipients that fail to return for required eligibility appointments after obtaining employment. The final rule of TANF data collection requirements, effective October 1999, provides detailed reason classification codes for case closure. These data specifications should result in more accurate determination of the reason for families leaving TANF.

### *The TANF Adults*

The average age of TANF adult recipients was 31.8 years. Of TANF “adult” recipients, 6 percent were teenagers, and 20 percent were 40 years of age or older. Nearly 90 percent of adult recipients were the head of the household. About 4 percent of TANF adult recipients were teen parents whose child was also a member of the TANF family. Only 18 percent of adult recipients were married and living together.

There was no significant annual change in the racial composition of adult TANF families. Three of five TANF adult recipients were members of minority races or ethnic groups. African-American adults comprised 36 percent of adult recipients. White adults comprised 32 percent of adult recipients and 23 percent were Hispanic. Of adult recipients, 1.7 percent were American Indian or Alaska Native, and 5.0 percent were Asian.

Most TANF adult recipients were U.S. citizens. Non-citizens residing legally in this country were 12 percent of TANF adults.

Employment increased by about 22 percent among TANF adult recipients. Compared to October 1997 – September 1998, when 23 percent of adult recipients were employed, about 28 percent were employed in FY 1999. Furthermore, the average earnings of those employed increased from about \$553 per month to \$598, an increase of about 8 percent. Six percent of adult recipients had unearned income averaging about \$233 per month. Finally, an additional 44 percent of TANF adult recipients were in the labor force, i.e., seeking work but not employed, and about one quarter of adult recipients were not in the labor force.

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<sup>7</sup> Please note that the other 2% were receiving only TANF child care, work subsidies or non-assistance supports. The 98% who were receiving cash assistance were also likely to be receiving other benefits as well.

Work participation was mandatory for almost three of every five adult recipients. Of TANF adult recipients, about 9 percent were exempt from the work participation because they were single custodial parents with child under 12 months. Only 3.5 percent were exempt because of a sanction or participation in a Tribal Work Program. Nearly 14 percent were exempt from the work participation requirements because of a State's good cause exception, e.g., disabled, in poor health, or other. About 17 percent were teen parents who were required to participate in education.

Overall, 42 percent of all TANF adult recipients participated in some type of work activities during the reporting month: 28 percent worked in unsubsidized jobs, 6 percent did job search, and another 12 percent were engaged in subsidized employment, job skills training, or work preparation activities. (Some TANF adults did two or three work activities. Also, some adults participated under the work exemption status.) Their average number of hours per week participating in work activities per week was 27.5 hours.

In addition to 45 percent who were exempt from work participation, at least 10 percent of adult recipients did not participate in the required mandatory work activities.

### The TANF Children

TANF recipient children averaged about 7.8 years of age. Twelve percent of recipient children were under 2 years of age, while 38 percent were preschoolers, i.e., under 6. Only 8 percent were 16 years of age or older.

Most recipient children were children of the head of the household in TANF families, and only 7 percent were grandchildren of the head of household. Of TANF recipient children in child-only cases, 66 percent lived with a parent and 22 percent lived with a grandparent not receiving assistance.

The racial distribution of TANF recipient children changed slightly in recent years. African-American children continued to be the largest group of welfare children, comprising about 40 percent of recipient children. The percentage of African American children in TANF remains unchanged. About 26 percent of TANF recipient children were white, and 26 percent were Hispanic. However, the percentage of Hispanic children is up 2.6 percentage points, and down by 2.5 percent points for white children when compared to October 1997- September 1998.

### **Appendices:**

<b>Table 10:1:a</b>	<b>Trends of AFDC/TANF Recipients Characteristics FY 1990 – FY 1999</b>
<b>Appendix 10:1</b>	<b>Study Design and Reliability of Estimates</b>
<b>Table 10:1</b>	<b>Distribution of TANF Families by Number of Family Members</b>
<b>Table 10:2</b>	<b>Distribution of TANF Families by Number of Recipient Children</b>
<b>Table 10:3</b>	<b>Distribution of TANF Families with no Adult Recipients by Number of Recipient Children</b>
<b>Table 10:4</b>	<b>Distribution of TANF Families with One Adult Recipient by Number of Recipient Children</b>
<b>Table 10:5</b>	<b>Distribution of TANF Families with Two or More Adult Recipients By Number of Recipient Children</b>
<b>Table 10:6</b>	<b>Distribution of TANF Families by Race</b>

<b>Table 10:7</b>	<b>Distribution of TANF Families by Type of Family for Work Participation</b>
<b>Table 10:8</b>	<b>Distribution of TANF Families Receiving Assistance (Medical and Food Stamps)</b>
<b>Table 10:9</b>	<b>TANF Families Receiving Cash Assistance</b>
<b>Table 10:10</b>	<b>Distribution of TANF Families by Reason for Grant Reduction</b>
<b>Table 10:11</b>	<b>Distribution of TANF Adult Recipients by Age Group</b>
<b>Table 10:12</b>	<b>Distribution of TANF Adult Recipients by Race</b>
<b>Table 10:13</b>	<b>Distribution of TANF Adult Recipients by Marital Status</b>
<b>Table 10:14</b>	<b>Distribution of TANF Adult Recipients Receiving Federal Disability Benefits</b>
<b>Table 10:15</b>	<b>Distribution of TANF Adult Recipients By Relationship to Head-of-Household</b>
<b>Table 10:16</b>	<b>Distribution of TANF Adult Recipients with Teen Parent Status in the Family</b>
<b>Table 10:17</b>	<b>Distribution of TANF Adult Recipients By Education Level</b>
<b>Table 10:18</b>	<b>Distribution of TANF Adult Recipients by Citizenship Status</b>
<b>Table 10:19:1</b>	<b>Distribution of TANF Adult Recipients by Work Exemption Status</b>
<b>Table 10:19:2</b>	<b>Distribution of TANF Adult Recipients Participating in Work Activities</b>
<b>Table 10:19:2</b>	<b>Distribution of TANF Adult Recipients By the Average Number of Hours Per Week Participating in Work Activities</b>
<b>Table 10:20</b>	<b>Distribution of TANF Adult Recipients By Employment Status</b>
<b>Table 10:21</b>	<b>TANF Adult Recipients with Income By Type of Non-TANF Income</b>
<b>Table 10:22</b>	<b>Distribution of TANF Recipient Children By Age Group</b>
<b>Table 10:23</b>	<b>Distribution of TANF Youngest Recipient Child By Age Group</b>
<b>Table 10:24</b>	<b>Distribution of TANF Recipient Children by Race</b>
<b>Table 10:25</b>	<b>Distribution of TANF Recipient Children Receiving Federal Disability Benefits</b>
<b>Table 10:26</b>	<b>Distribution of TANF Recipient Children By Relationship to Head-of-Household</b>
<b>Table 10:26.1</b>	<b>Distribution of TANF Recipient Children in Child-Only Cases By Relationship to Head-of-Household</b>
<b>Table 10:27</b>	<b>Distribution of TANF Recipient Children with Teen Parent Status in the Family</b>
<b>Table 10:28</b>	<b>Distribution of TANF Recipient Children by Education Level</b>
<b>Table 10:29</b>	<b>Distribution of TANF Recipient Children by Citizenship Status</b>
<b>Table 10:30</b>	<b>TANF Recipient Children with Unearned Income</b>
<b>Table 10:31</b>	<b>Distribution of TANF Closed Cases by Reason For Closure</b>

Table 10:1:a

TRENDS OF AFDC/TANF RECIPIENTS CHARACTERISTICS  
FY 1990 - FY 1999

	<u>FY 1990</u>	<u>FY 1992</u>	<u>FY 1994</u>	<u>FY 1996</u>	<u>FY 1998</u>	<u>FY 1999</u>
<b>FAMILIES --</b>						
TOTAL	3,976,000	4,769,000	5,046,000	4,553,000	3,176,000	2,648,000
CHILD-ONLY	459,000	707,000	869,000	978,000	743,000	770,000
PERCENT	11.6	14.8	17.2	21.5	23.4	29.1
<b>RACE (PERCENT OF ALL FAMILIES)</b>						
WHITE	38.1	38.9	37.4	35.9	32.7	30.5
BLACK	39.7	37.2	36.4	36.9	39.0	38.3
HISPANIC	16.6	17.8	19.9	20.8	22.2	24.5
ASIAN	2.8	2.8	2.9	3.0	3.4	3.6
NAT AMER	1.3	1.4	1.3	1.4	1.5	1.5
OTHER	-	-	-	-	0.6	0.6
UNKNOWN	1.5	2.0	2.1	2.0	0.7	1.0
<b>ADULTS --</b>						
<b>AGE DISTRIBUTION (PERCENT OF ALL ADULTS)</b>						
UNDER 20	7.7	7.1	5.9	5.8	6.1	6.2
20-29	46.3	45.9	44.1	42.3	41.4	39.7
30-39	32.5	33.3	34.8	35.2	33.8	33.8
OVER 39	13.4	13.6	15.2	16.5	18.6	20.2
AVERAGE AGE	29.7	29.9	30.5	30.8	31.4	31.8
EMPLOYMENT RATE	7.0	6.6	8.3	11.3	22.8	27.6
<b>CHILDREN --</b>						
<b>AGE OF YOUNGEST (PERCENT OF ALL FAMILIES)</b>						
UNBORN	2.4	2.0	1.8	1.5	-	-
0 - 1	9.0	10.3	10.8	10.4	11.0	11.7
1 - 2	29.9	29.7	28.1	24.3	22.0	20.6
3 - 5	21.1	21.2	21.6	23.5	23.1	21.9
6 - 11	23.0	23.1	22.7	24.4	26.6	27.5
12 - 15	9.4	9.3	9.8	10.6	10.7	11.5
16 AND OLDER	3.4	3.5	3.5	3.8	4.7	5.0
UNKNOWN	1.9	0.8	1.7	1.5	1.8*	1.8*

NOTE: \*Including unborn child.

Columns may not add to 100 percent due to rounding.

## APPENDIX 10:1

### STUDY DESIGN AND RELIABILITY OF ESTIMATES

#### Study Design

All States, the District of Columbia, Guam, Puerto Rico and Virgin Islands were required to submit TANF data on the demographic characteristics and financial circumstances of families receiving assistance under their TANF program. During FY 1999, all 54 States and Territories transmitted 11,058,378 active cases onto the national TANF database. Under the TANF data reporting system, States have the option to submit either sample data or universe data to HHS. Twenty-two States submitted sample data. The remaining 32 States submitted universe data, from which HHS randomly selected approximately 200 sample cases each month. A total probability sample of 164,481 cases was used in the TANF recipient characteristics study for FY 1999.

The statistical data are estimates derived from samples and, therefore, are subject to sampling errors as well as nonsampling errors. Sampling errors occur to the extent that the results would have been different if obtained from a complete enumeration of all cases. Nonsampling errors are errors in response or coding of responses and nonresponse errors or incomplete sample frames. The study design is such that, in States with a monthly sample of about 200 cases, an estimate of 50 percent should not vary from the true value being estimated by more than 6.9 percentage points at the 95 percent confidence level.

#### Standard (Sampling) Errors

For FY 1999, the average monthly caseload, annual sample sizes, average monthly sample sizes, sampling fractions and the percentage points by which estimates of the total caseload for each State might vary from the true value at the 95 percent confidence level are shown in Table I.

Table II indicates the approximate standard error for various percentages for the U.S. total caseload. These standard errors are somewhat overstated because they are calculated assuming a sample of 15,842 cases out of a total of 2,648,462 cases or 0.59814563 percent of the average monthly caseload. California is the State with such a small sampling fraction. To obtain the 95 percent confidence level at each percent in Table II, multiply the standard error by a factor of 1.96.

For example, national estimates of 50 percent should not vary from the true value by more than plus or minus 0.784 percentage points ( $0.40 \times 1.96$ ) at the 95 percent confidence level. To obtain the 99 percent confidence level, multiply the standard errors by a factor of 2.58.

#### Nonsampling Errors

Every effort is made to assure that a list of the universe or the sample frame is complete. It is possible, however, that some cases receiving assistance for the reporting month are not included. There is no measure of the completeness of the universe.

Data entries are based on information in the case records. Errors may have occurred because of misinterpretation of questions and because of incomplete case record information. Errors may also have occurred in coding and transmitting the data. There are no measures of the reliability of the coded information. For some data elements, obviously incorrect or missing information was recoded as unknown in the data processing.

### **Standard Errors of Subsets**

For tables based on subsets of the populations, e.g., one-adult or two-adult families, the approximate standard errors can be computed by the following method: (a) determine the assumed sample size of the subset by multiplying the number of cases in the subset by 0.0059814563; (b) divide the sample size of all families (15,842) by the assumed sample size of the subset; and (c) take the square root of the result and multiply it by the standard errors of the total caseload shown in Table II.

For example, for child-only cases the approximate standard errors of percentages can be found by multiplying the data in Table II by the square root of  $15,842/4,605$  or 1.8548. The sample size of 4,605 is determined by  $769,817 \times 0.0059814563$ .

### **Standard Errors for State Estimates**

The method used above can be adapted to calculating standard errors of State estimates. First, divide the national sample size of all families (15,842) by the State sample size shown in Table I. Then take the square root of the result and multiply it by the standard errors shown in Table II. For example, for Texas the approximate standard errors of percentages can be found by multiplying the data in Table II by the square root of  $15,842/2,407$  or 2.5655.

### **Statistically Significant Differences**

Table III shows the percentage values at which differences between national and State estimates become significant at the 5 percent confidence level based on annual State samples of 2,400.

Table IV shows the percentage values at which differences between State estimates become significant at the 5 percent confidence level based on annual State samples of 2,400.

TABLE I

**AVERAGE MONTHLY CASELOAD, SAMPLE SIZE, SAMPLE FRACTION AND PERCENT BY WHICH  
ESTIMATE OF 50 PERCENT MIGHT VARY FROM TRUE VALUE AT THE 95 PERCENT CONFIDENCE LEVEL  
OCTOBER 1998 - SEPTEMBER 1999**

STATE	AVERAGE MONTHLY CASELOAD	ANNUAL SAMPLE SIZE	AVERAGE MONTHLY SAMPLE	SAMPLING FRACTION PERCENT	PERCENT THAT 50% VARIES AT 95% CONFIDENCE LEVEL
ALABAMA	20,107	2,408	201	1.00	6.9
ALASKA	8,461	2,433	203	2.40	6.8
ARIZONA	34,618	2,334	195	0.56	7.0
ARKANSAS	12,095	3,171	264	2.18	7.4
CALIFORNIA	624,096	3,733	311	0.05	6.7
COLORADO	14,265	3,765	314	2.20	6.5
CONNECTICUT	34,807	2,290	191	0.55	7.6
DELAWARE	6,381	2,409	201	3.15	6.8
DIST. OF COL.	19,908	3,473	289	1.45	7.2
FLORIDA	82,009	2,409	201	0.24	6.9
GEORGIA	61,119	2,444	204	0.33	6.9
GUAM	2,533	4,013	334	13.20	5.7
HAWAII	16,139	2,373	198	1.23	6.9
IDAHO	1,380	2,525	210	15.25	6.2
ILLINOIS	123,193	3,601	300	0.24	7.8
INDIANA	37,442	2,362	197	0.53	7.0
IOWA	21,952	2,415	201	0.92	6.9
KANSAS	12,846	2,429	202	1.58	6.8
KENTUCKY	42,527	2,416	201	0.47	6.9
LOUISIANA	39,372	2,416	201	0.51	6.9
MAINE	13,473	2,424	202	1.50	6.8
MARYLAND	32,087	3,000	250	0.78	6.5
MASSACHUSETTS	54,463	2,925	244	0.45	7.6
MICHIGAN	95,208	4,864	405	0.43	6.0
MINNESOTA	44,307	1,940	162	0.36	7.7
MISSISSIPPI	16,644	2,414	201	1.21	6.9
MISSOURI	50,897	2,984	249	0.49	7.6
MONTANA	4,790	2,640	220	4.59	6.5
NEBRASKA	11,266	3,757	313	2.78	8.1
NEVADA	8,034	3,849	321	3.99	6.4
NEW HAMPSHIRE	6,410	2,355	196	3.06	6.9
NEW JERSEY	62,241	2,409	201	0.32	6.9
NEW MEXICO	25,501	2,996	250	0.98	6.5
NEW YORK	294,442	3,489	291	0.10	7.5
NORTH CAROLINA	59,328	3,702	309	0.52	6.4
NORTH DAKOTA	3,098	2,466	206	6.63	6.6
OHIO	113,797	13,470	1,123	0.99	2.9
OKLAHOMA	19,484	2,506	209	1.07	6.7
OREGON	16,870	2,413	201	1.19	6.9
PENNSYLVANIA	105,611	2,353	196	0.19	7.0
PUERTO RICO	36,459	2,956	246	0.68	7.0
RHODE ISLAND	17,981	2,414	201	1.12	6.9
SOUTH CAROLINA	18,366	3,121	260	1.42	7.2
SOUTH DAKOTA	3,225	3,148	262	8.13	6.1
TENNESSEE	57,630	2,410	201	0.35	6.9
TEXAS	114,112	2,407	201	0.18	6.9
UTAH	9,626	2,468	206	2.14	6.8
VERMONT	6,611	2,441	203	3.08	6.8
VIRGIN ISLANDS	961	2,245	187	19.48	6.4
VIRGINIA	36,849	2,422	202	0.55	6.9
WASHINGTON	62,724	1,191	99	0.16	9.8
WEST VIRGINIA	10,767	4,913	409	3.80	5.1
WISCONSIN	19,141	5,410	451	2.36	4.6
WYOMING	811	2,560	213	26.30	5.8

TABLE II

APPROXIMATE STANDARD ERROR OF ESTIMATED PERCENTAGES OF TANF FAMILIES  
FOR OCTOBER 1998 - SEPTEMBER 1999

ESTIMATED PERCENTAGE	STANDARD ERROR	ESTIMATED PERCENTAGE	STANDARD ERROR
1.....	0.08	26.....	0.35
2.....	0.11	27.....	0.35
3.....	0.14	28.....	0.36
4.....	0.16	29.....	0.36
5.....	0.17	30.....	0.36
6.....	0.19	31.....	0.37
7.....	0.20	32.....	0.37
8.....	0.22	33.....	0.37
9.....	0.23	34.....	0.38
10.....	0.24	35.....	0.38
11.....	0.25	36.....	0.38
12.....	0.26	37.....	0.38
13.....	0.27	38.....	0.39
14.....	0.28	39.....	0.39
15.....	0.28	40.....	0.39
16.....	0.29	41.....	0.39
17.....	0.30	42.....	0.39
18.....	0.31	43.....	0.39
19.....	0.31	44.....	0.39
20.....	0.32	45.....	0.40
21.....	0.32	46.....	0.40
22.....	0.33	47.....	0.40
23.....	0.33	48.....	0.40
24.....	0.34	49.....	0.40
25.....	0.34	50.....	0.40

*BASED ON A SAMPLE OF 15,842 CASES OUT OF A TOTAL OF 2,648,462  
CASES OR 0.59814563 PERCENT OF THE CASELOAD. THIS IS ALMOST THE  
SAME SAMPLE PERCENTAGE (i.e.,  $3,733 \times 100 / 624,096$ ) AS CALIFORNIA.*

TABLE III

**SIGNIFICANT DIFFERENCES FOR PERCENTAGE VALUES BETWEEN THE UNITED STATES  
AND STATES WITH SAMPLES OF 2,400  
OCTOBER 1998 - SEPTEMBER 1999**

ESTIMATED PERCENTAGE	PERCENTAGE VALUE AT WHICH DIFFERENCES BECOME SIGNIFICANT		ESTIMATED PERCENTAGE	PERCENTAGE VALUE AT WHICH DIFFERENCES BECOME SIGNIFICANT	
	UPPER	LOWER		UPPER	LOWER
1.....	1.5	0.5	51.....	53.1	48.8
2.....	2.7	1.4	52.....	54.1	49.8
3.....	3.8	2.2	53.....	55.1	50.8
4.....	4.9	3.1	54.....	56.1	51.8
5.....	6.0	4.0	55.....	57.1	52.8
6.....	7.1	5.0	56.....	58.1	53.8
7.....	8.2	5.9	57.....	59.1	54.8
8.....	9.2	6.8	58.....	60.1	55.8
9.....	10.3	7.7	59.....	61.1	56.8
10.....	11.4	8.7	60.....	62.1	57.8
11.....	12.4	9.6	61.....	63.1	58.8
12.....	13.5	10.6	62.....	64.1	59.8
13.....	14.5	11.5	63.....	65.0	60.8
14.....	15.5	12.5	64.....	66.0	61.8
15.....	16.6	13.4	65.....	67.0	62.8
16.....	17.6	14.4	66.....	68.0	63.8
17.....	18.7	15.3	67.....	69.0	64.9
18.....	19.7	16.3	68.....	70.0	65.9
19.....	20.7	17.3	69.....	71.0	66.9
20.....	21.8	18.2	70.....	71.9	67.9
21.....	22.8	19.2	71.....	72.9	68.9
22.....	23.8	20.2	72.....	73.9	69.9
23.....	24.8	21.1	73.....	74.9	71.0
24.....	25.9	22.1	74.....	75.8	72.0
25.....	26.9	23.1	75.....	76.8	73.0
26.....	27.9	24.1	76.....	77.8	74.0
27.....	28.9	25.0	77.....	78.8	75.1
28.....	30.0	26.0	78.....	79.7	76.1
29.....	31.0	27.0	79.....	80.7	77.1
30.....	32.0	28.0	80.....	81.7	78.1
31.....	33.0	28.9	81.....	82.6	79.2
32.....	34.0	29.9	82.....	83.6	80.2
33.....	35.0	30.9	83.....	84.6	81.2
34.....	36.1	31.9	84.....	85.5	82.3
35.....	37.1	32.9	85.....	86.5	83.3
36.....	38.1	33.9	86.....	87.4	84.4
37.....	39.1	34.9	87.....	88.4	85.4
38.....	40.1	35.8	88.....	89.3	86.4
39.....	41.1	36.8	89.....	90.3	87.5
40.....	42.1	37.8	90.....	91.2	88.5
41.....	43.1	38.8	91.....	92.2	89.6
42.....	44.1	39.8	92.....	93.1	90.7
43.....	45.1	40.8	93.....	94.0	91.7
44.....	46.1	41.8	94.....	94.9	92.8
45.....	47.1	42.8	95.....	95.9	93.9
46.....	48.1	43.8	96.....	96.8	95.0
47.....	49.1	44.8	97.....	97.7	96.1
48.....	50.1	45.8	98.....	98.5	97.2
49.....	51.1	46.8	99.....	99.4	98.4
50.....	52.1	47.8			

TABLE IV

**SIGNIFICANT DIFFERENCES FOR PERCENTAGE VALUES BETWEEN STATES  
WITH SAMPLES OF 2,400  
OCTOBER 1998 - SEPTEMBER 1999**

ESTIMATED PERCENTAGE	PERCENTAGE VALUE AT WHICH DIFFERENCES BECOME SIGNIFICANT		ESTIMATED PERCENTAGE	PERCENTAGE VALUE AT WHICH DIFFERENCES BECOME SIGNIFICANT	
	UPPER	LOWER		UPPER	LOWER
1.....	1.6	0.4	51.....	53.8	48.1
2.....	2.9	1.2	52.....	54.8	49.1
3.....	4.0	2.0	53.....	55.8	50.1
4.....	5.2	2.9	54.....	56.8	51.1
5.....	6.3	3.7	55.....	57.8	52.1
6.....	7.4	4.6	56.....	58.8	53.1
7.....	8.5	5.5	57.....	59.8	54.1
8.....	9.6	6.4	58.....	60.8	55.1
9.....	10.7	7.3	59.....	61.8	56.1
10.....	11.8	8.3	60.....	62.8	57.1
11.....	12.8	9.2	61.....	63.7	58.1
12.....	13.9	10.1	62.....	64.7	59.1
13.....	15.0	11.1	63.....	65.7	60.1
14.....	16.0	12.0	64.....	66.7	61.2
15.....	17.1	12.9	65.....	67.7	62.2
16.....	18.1	13.9	66.....	68.7	63.2
17.....	19.2	14.8	67.....	69.6	64.2
18.....	20.2	15.8	68.....	70.6	65.2
19.....	21.3	16.7	69.....	71.6	66.3
20.....	22.3	17.7	70.....	72.6	67.3
21.....	23.3	18.6	71.....	73.5	68.3
22.....	24.4	19.6	72.....	74.5	69.3
23.....	25.4	20.6	73.....	75.5	70.4
24.....	26.5	21.5	74.....	76.4	71.4
25.....	27.5	22.5	75.....	77.4	72.4
26.....	28.5	23.5	76.....	78.4	73.4
27.....	29.5	24.4	77.....	79.3	74.5
28.....	30.6	25.4	78.....	80.3	75.5
29.....	31.6	26.4	79.....	81.3	76.6
30.....	32.6	27.3	80.....	82.2	77.6
31.....	33.6	28.3	81.....	83.2	78.6
32.....	34.7	29.3	82.....	84.1	79.7
33.....	35.7	30.3	83.....	85.1	80.7
34.....	36.7	31.2	84.....	86.0	81.8
35.....	37.7	32.2	85.....	87.0	82.8
36.....	38.7	33.2	86.....	87.9	83.9
37.....	39.8	34.2	87.....	88.8	84.9
38.....	40.8	35.2	88.....	89.8	86.0
39.....	41.8	36.2	89.....	90.7	87.1
40.....	42.8	37.1	90.....	91.6	88.1
41.....	43.8	38.1	91.....	92.6	89.2
42.....	44.8	39.1	92.....	93.5	90.3
43.....	45.8	40.1	93.....	94.4	91.4
44.....	46.8	41.1	94.....	95.3	92.5
45.....	47.8	42.1	95.....	96.2	93.6
46.....	48.8	43.1	96.....	97.0	94.7
47.....	49.8	44.1	97.....	97.9	95.9
48.....	50.8	45.1	98.....	98.7	97.0
49.....	51.8	46.1	99.....	99.5	98.3
50.....	52.8	47.1			

**TABLE 10:1**

**PERCENT DISTRIBUTION OF TANF FAMILIES BY NUMBER OF FAMILY MEMBERS  
OCTOBER 1998 - SEPTEMBER 1999**

STATE	TOTAL FAMILIES	NUMBER OF FAMILY MEMBERS								
		AVERAGE	1	2	3	4	5	6-10	OVER 10	UNKNOWN
U.S. TOTAL	2,648,462	2.8	16.7	33.5	24.7	14.1	6.4	4.4	0.1	0.1
ALABAMA	20,107	2.4	28.8	31.4	21.7	12.0	4.3	1.8	0.0	0.0
ALASKA	8,461	3.1	9.3	34.7	26.2	14.4	8.2	7.1	0.3	0.0
ARIZONA	34,618	2.5	21.7	37.3	20.6	11.7	5.2	3.6	0.0	0.0
ARKANSAS	12,095	2.4	24.5	39.5	21.1	9.4	3.1	2.5	0.0	0.0
CALIFORNIA	624,096	3.0	12.7	31.9	25.5	15.6	7.9	6.3	0.3	0.0
COLORADO	14,265	2.7	17.2	32.9	25.5	14.6	6.7	2.8	0.0	0.2
CONNECTICUT	34,807	2.4	20.6	40.5	22.1	10.6	4.1	2.1	0.0	0.0
DELAWARE	6,381	2.5	23.2	35.6	22.6	10.8	4.6	3.0	0.2	0.0
DIST. OF COL.	19,908	2.7	16.3	35.0	24.7	13.8	6.0	4.2	0.0	0.0
FLORIDA	82,009	2.4	26.8	33.6	20.8	10.9	4.5	3.4	0.1	0.0
GEORGIA	61,119	2.5	25.3	32.5	22.8	11.4	4.9	2.9	0.0	0.0
GUAM	2,533	3.4	9.7	25.4	24.5	18.0	10.7	11.5	0.3	0.0
HAWAII	16,139	2.8	10.5	38.0	27.1	14.7	6.0	3.3	0.1	0.3
IDAHO	1,380	2.0	40.3	33.5	16.5	7.1	1.8	0.9	0.0	0.0
ILLINOIS	123,193	3.1	10.2	30.7	26.5	17.1	8.9	6.6	0.0	0.0
INDIANA	37,442	3.0	7.2	36.0	27.3	17.2	8.3	4.0	0.1	0.0
IOWA	21,952	2.7	14.8	37.7	25.3	13.9	5.6	2.7	0.0	0.0
KANSAS	12,846	2.5	22.4	34.9	22.8	11.7	5.5	2.7	0.1	0.0
KENTUCKY	42,527	2.3	25.3	38.0	22.0	9.9	3.5	1.4	0.0	0.0
LOUISIANA	39,372	2.8	16.3	32.5	26.3	13.9	6.3	4.7	0.0	0.0
MAINE	13,473	2.6	13.1	39.2	27.7	13.4	4.9	1.7	0.0	0.0
MARYLAND	32,087	2.9	17.1	29.9	23.6	16.4	7.5	5.3	0.2	0.0
MASSACHUSETTS	54,463	2.5	20.9	38.7	22.3	11.7	4.4	2.0	0.0	0.0
MICHIGAN	95,208	2.8	21.6	27.3	23.3	14.5	6.2	6.4	0.2	0.6
MINNESOTA	44,307	2.8	16.9	33.9	23.5	13.7	7.4	4.7	0.2	0.0
MISSISSIPPI	16,644	2.4	25.8	34.6	21.7	11.5	3.4	2.2	0.0	0.9
MISSOURI	50,897	2.7	15.5	35.2	26.3	14.2	5.5	3.2	0.2	0.0
MONTANA	4,790	2.8	15.0	33.7	27.4	12.9	6.8	4.3	0.0	0.0
NEBRASKA	11,266	2.9	13.7	32.9	25.0	14.7	7.6	6.0	0.0	0.0
NEVADA	8,034	3.1	1.5	41.0	27.5	17.2	8.2	4.6	0.1	0.0
NEW HAMPSHIRE	6,410	2.4	19.3	40.3	24.7	11.2	2.9	1.6	0.0	0.0
NEW JERSEY	62,241	2.7	15.0	36.8	26.1	13.3	5.3	3.4	0.1	0.1
NEW MEXICO	25,501	3.1	8.9	29.0	28.0	20.2	8.3	5.7	0.0	0.0
NEW YORK	294,442	2.8	15.9	33.2	26.8	14.5	6.0	3.5	0.2	0.0
NORTH CAROLINA	59,328	2.3	29.8	35.0	20.3	10.1	3.0	1.7	0.0	0.0
NORTH DAKOTA	3,098	3.0	2.4	40.6	29.2	16.3	6.4	4.9	0.1	0.0
OHIO	113,797	2.5	24.7	33.1	21.5	11.9	5.1	3.2	0.1	0.5
OKLAHOMA	19,484	2.7	16.8	34.5	25.4	13.5	5.7	3.4	0.0	0.7
OREGON	16,870	3.7	0.3	25.1	30.4	19.3	12.1	12.4	0.8	0.0
PENNSYLVANIA	105,611	2.8	16.9	32.4	24.1	14.3	7.4	4.8	0.0	0.0
PUERTO RICO	36,459	3.2	1.4	34.0	29.1	20.7	9.2	5.5	0.1	0.0
RHODE ISLAND	17,981	2.8	10.3	38.5	26.7	16.0	5.5	3.1	0.0	0.0
SOUTH CAROLINA	18,366	2.4	27.1	33.8	22.2	10.4	4.7	1.8	0.0	0.0
SOUTH DAKOTA	3,225	2.5	28.3	33.6	18.1	10.6	5.5	3.8	0.2	0.0
TENNESSEE	57,630	2.6	18.6	35.2	24.6	12.2	5.8	3.4	0.0	0.0
TEXAS	114,112	2.7	17.7	35.4	24.2	13.6	6.0	3.1	0.0	0.0
UTAH	9,626	3.0	1.4	41.4	32.2	15.4	6.1	3.5	0.1	0.0
VERMONT	6,611	2.8	10.3	37.8	29.4	14.5	6.0	2.1	0.0	0.0
VIRGIN ISLANDS	961	3.7	0.5	25.1	25.3	23.6	12.6	13.0	0.1	0.0
VIRGINIA	36,849	2.4	22.7	38.2	22.9	10.6	3.5	2.2	0.0	0.0
WASHINGTON	62,724	2.8	15.3	35.5	24.0	13.8	6.5	4.8	0.1	0.0
WEST VIRGINIA	10,767	2.9	9.8	32.0	28.6	18.3	7.9	3.4	0.0	0.0
WISCONSIN	19,141	2.4	31.2	30.2	19.0	10.8	4.8	4.0	0.1	0.0
WYOMING	811	2.1	33.6	37.5	17.9	6.9	3.1	1.0	0.0	0.0

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

**TABLE 10:2**

**PERCENT DISTRIBUTION OF TANF FAMILIES BY NUMBER OF RECIPIENT CHILDREN  
OCTOBER 1998 - SEPTEMBER 1999**

STATE	TOTAL FAMILIES	NUMBER OF RECIPIENT CHILDREN						
		AVERAGE	ONE	TWO	THREE	FOUR	5 OR MORE	UNKNOWN
U.S. TOTAL	2,648,462	2.0	42.3	29.0	15.9	6.8	4.2	1.9
ALABAMA	20,107	1.9	45.8	30.1	15.5	6.0	2.6	0.0
ALASKA	8,461	2.0	43.0	29.4	15.0	6.7	5.2	0.6
ARIZONA	34,618	1.2	87.2	0.6	9.5	0.0	0.7	2.0
ARKANSAS	12,095	1.8	53.0	27.4	12.6	4.0	3.0	0.1
CALIFORNIA	624,096	2.2	35.1	31.2	17.7	9.0	5.8	1.2
COLORADO	14,265	2.1	36.7	32.0	18.3	7.6	4.0	1.4
CONNECTICUT	34,807	1.8	52.1	25.8	11.3	4.7	2.1	4.0
DELAWARE	6,381	2.0	41.3	30.5	17.0	5.9	3.3	1.9
DIST. OF COL.	19,908	2.0	44.4	27.8	15.6	6.9	4.8	0.5
FLORIDA	82,009	1.9	47.5	27.5	13.4	5.6	4.0	2.1
GEORGIA	61,119	1.9	47.5	28.5	13.9	5.8	3.5	0.8
GUAM	2,533	2.6	26.4	27.7	21.0	12.1	11.4	1.3
HAWAII	16,139	2.0	43.3	29.4	15.2	6.8	3.6	1.6
IDAHO	1,380	1.6	60.5	26.4	9.8	2.1	0.8	0.5
ILLINOIS	123,193	2.3	35.4	30.7	18.4	8.9	6.6	0.0
INDIANA	37,442	2.1	40.6	29.8	17.2	8.1	4.1	0.0
IOWA	21,952	1.8	48.1	30.0	13.3	5.5	2.0	1.1
KANSAS	12,846	1.9	44.7	28.4	13.7	5.7	2.8	4.7
KENTUCKY	42,527	1.7	52.9	29.4	10.6	3.9	1.4	1.7
LOUISIANA	39,372	2.7	23.8	29.3	22.9	12.3	11.2	0.5
MAINE	13,473	1.8	45.3	31.2	14.1	4.8	1.6	2.8
MARYLAND	32,087	2.0	42.4	27.0	17.0	7.1	4.0	2.5
MASSACHUSETTS	54,463	1.8	50.7	26.4	13.9	4.7	2.0	2.3
MICHIGAN	95,208	2.1	39.8	28.8	16.0	7.3	6.1	2.0
MINNESOTA	44,307	2.0	42.6	27.8	14.2	7.1	4.8	3.5
MISSISSIPPI	16,644	2.0	42.3	28.7	17.2	7.2	3.2	1.5
MISSOURI	50,897	2.0	42.6	30.9	15.9	6.6	3.8	0.2
MONTANA	4,790	1.9	42.9	29.3	15.4	6.4	2.7	3.3
NEBRASKA	11,266	2.1	41.3	30.9	16.5	6.2	5.1	0.0
NEVADA	8,034	1.9	47.0	26.2	15.9	5.6	3.4	2.0
NEW HAMPSHIRE	6,410	1.7	53.6	29.9	10.8	3.2	1.3	1.2
NEW JERSEY	62,241	2.0	43.0	30.7	15.6	6.4	4.2	0.1
NEW MEXICO	25,501	2.1	36.6	31.8	19.4	6.9	3.9	1.4
NEW YORK	294,442	2.0	41.0	29.9	16.1	6.0	2.7	4.3
NORTH CAROLINA	59,328	1.7	53.4	27.2	12.7	3.6	1.9	1.2
NORTH DAKOTA	3,098	2.0	42.1	29.1	15.7	6.6	4.2	2.4
OHIO	113,797	1.9	47.6	27.3	13.6	5.3	3.2	3.0
OKLAHOMA	19,484	1.9	44.6	29.7	15.5	5.2	3.0	2.0
OREGON	16,870	1.8	48.2	30.8	11.6	5.4	2.4	1.6
PENNSYLVANIA	105,611	2.1	40.9	26.3	16.5	7.4	4.4	4.5
PUERTO RICO	36,459	2.2	36.5	30.1	20.2	8.7	4.2	0.3
RHODE ISLAND	17,981	1.6	68.5	0.0	17.2	6.5	0.9	6.9
SOUTH CAROLINA	18,366	1.8	46.8	31.0	13.5	5.5	2.1	1.2
SOUTH DAKOTA	3,225	1.9	49.1	26.4	13.1	6.5	4.6	0.3
TENNESSEE	57,630	1.9	44.5	30.3	13.5	6.4	3.6	1.7
TEXAS	114,112	1.9	44.6	29.3	15.9	5.7	3.4	1.1
UTAH	9,626	1.9	42.8	32.2	15.2	5.4	3.1	1.4
VERMONT	6,611	1.8	46.6	32.3	13.2	4.3	1.4	2.2
VIRGIN ISLANDS	961	2.8	23.3	25.3	23.7	14.4	13.3	0.1
VIRGINIA	36,849	1.8	52.7	29.0	11.4	2.1	3.5	1.3
WASHINGTON	62,724	1.9	44.9	29.1	14.9	6.2	3.0	1.9
WEST VIRGINIA	10,767	1.9	43.0	33.5	15.8	5.4	2.2	0.0
WISCONSIN	19,141	1.9	52.5	24.6	12.9	5.6	4.3	0.1
WYOMING	811	1.6	56.1	28.3	10.5	2.8	1.0	1.3

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

**TABLE 10:3**

**PERCENT DISTRIBUTION OF TANF FAMILIES WITH NO ADULT RECIPIENTS  
BY NUMBER OF RECIPIENT CHILDREN  
OCTOBER 1998 - SEPTEMBER 1999**

STATE	TOTAL FAMILIES	NO ADULT FAMILIES	PERCENT	NUMBER OF RECIPIENT CHILDREN						
				AVERAGE	ONE	TWO	THREE	FOUR	5 OR MORE	UNKNOWN
U.S. TOTAL		769,817	29.1%	1.8	52.0	27.6	12.4	5.2	2.5	0.3
ALABAMA	20,107	10,307	51.3	1.7	56.3	26.0	11.1	4.6	2.0	0.0
ALASKA	2,648,462	1,196	14.1	1.6	60.9	26.7	7.8	2.8	1.7	0.0
ARIZONA	34,618	12,642	36.5	1.2	92.9	0.3	6.3	0.0	0.6	0.0
ARKANSAS	12,095	5,737	47.4	1.7	55.9	27.4	11.6	3.2	1.9	0.0
CALIFORNIA	624,096	198,267	31.8	2.1	35.6	34.2	17.2	8.9	3.7	0.4
COLORADO	14,265	4,525	31.7	1.9	45.6	30.1	15.7	5.3	3.3	0.0
CONNECTICUT	34,807	8,749	25.1	1.5	69.8	20.4	5.8	3.1	0.8	0.0
DELAWARE	6,381	2,567	40.2	1.7	53.9	29.8	9.7	3.5	2.1	0.9
DIST. OF COL.	19,908	4,926	24.7	1.7	56.4	24.2	11.1	5.6	2.8	0.0
FLORIDA	82,009	35,063	42.8	1.7	57.9	25.7	10.0	4.1	2.5	0.0
GEORGIA	61,119	25,066	41.0	1.6	60.3	23.5	10.2	3.8	2.2	0.1
GUAM	2,533	199	7.9	2.6	35.8	23.4	15.4	8.0	15.9	1.4
HAWAII	16,139	1,881	11.7	1.6	64.1	20.2	8.9	4.7	2.2	0.0
IDAHO	1,380	822	59.6	1.4	67.0	24.2	7.2	1.5	0.1	0.0
ILLINOIS	123,193	25,486	20.7	1.8	49.3	30.6	12.5	5.2	2.4	0.0
INDIANA	37,442	4,130	11.0	1.8	56.8	22.9	11.5	4.6	4.2	0.0
IOWA	21,952	4,987	22.7	1.6	61.2	26.3	8.0	3.7	0.9	0.0
KANSAS	12,846	4,336	33.8	1.8	53.7	28.2	11.3	4.5	2.3	0.0
KENTUCKY	42,527	15,450	36.3	1.5	64.5	26.1	6.5	2.3	0.7	0.0
LOUISIANA	39,372	12,489	31.7	2.9	16.1	32.4	25.3	13.9	12.3	0.0
MAINE	13,473	2,913	21.6	1.8	52.2	27.8	12.2	4.8	2.3	0.8
MARYLAND	32,087	8,470	26.4	1.7	56.2	25.7	11.2	5.6	1.3	0.0
MASSACHUSETTS	54,463	17,002	31.2	1.6	59.6	24.1	11.0	4.2	1.2	0.0
MICHIGAN	95,208	30,899	32.5	1.7	60.3	24.1	8.4	5.3	1.9	0.0
MINNESOTA	44,307	11,168	25.2	1.9	53.6	24.5	11.0	6.5	3.9	0.4
MISSISSIPPI	16,644	8,003	48.1	1.8	50.6	27.5	14.0	6.0	1.9	0.0
MISSOURI	50,897	15,111	29.7	1.8	51.6	27.8	12.0	5.9	2.7	0.0
MONTANA	4,790	861	18.0	1.7	56.1	27.5	10.0	5.0	1.1	0.3
NEBRASKA	11,266	2,715	24.1	1.7	56.7	27.8	10.2	2.1	3.2	0.0
NEVADA	8,034	3,248	40.4	1.7	58.3	23.8	12.4	3.5	2.1	0.0
NEW HAMPSHIRE	6,410	1,666	26.0	1.4	69.9	23.0	4.4	2.4	0.4	0.0
NEW JERSEY	62,241	17,298	27.8	1.8	51.2	27.5	12.5	5.5	3.3	0.0
NEW MEXICO	25,501	3,799	14.9	1.8	50.6	26.7	15.9	4.8	2.0	0.0
NEW YORK	294,442	58,330	19.8	1.6	57.5	25.8	13.0	3.2	0.5	0.0
NORTH CAROLINA	59,328	26,479	44.6	1.5	64.1	23.9	8.4	2.3	1.3	0.0
NORTH DAKOTA	3,098	838	27.0	1.7	57.4	25.3	9.3	3.4	2.8	1.6
OHIO	113,797	38,022	33.4	1.6	62.9	23.8	8.6	3.0	1.7	0.0
OKLAHOMA	19,484	6,098	31.3	1.7	54.5	29.1	11.4	2.7	1.3	1.0
OREGON	16,870	3,919	23.2	1.7	55.0	31.4	8.0	4.4	1.1	0.0
PENNSYLVANIA	105,611	25,463	24.1	1.7	56.9	22.4	12.2	4.2	2.2	2.2
PUERTO RICO	36,459	111	0.3	1.5	36.1	31.0	0.8	1.0	0.0	31.0
RHODE ISLAND	17,981	2,599	14.5	1.4	81.7	0.0	9.5	4.6	0.6	3.7
SOUTH CAROLINA	18,366	8,590	46.8	1.7	55.3	29.0	10.6	3.5	1.6	0.0
SOUTH DAKOTA	3,225	1,541	47.8	1.7	58.7	26.3	9.1	3.7	2.2	0.0
TENNESSEE	57,630	16,953	29.4	1.6	57.7	27.9	8.9	3.9	1.6	0.0
TEXAS	114,112	35,247	30.9	1.7	53.7	28.3	12.5	2.9	2.5	0.0
UTAH	9,626	2,506	26.0	1.7	51.1	30.2	12.6	4.2	1.5	0.3
VERMONT	6,611	873	13.2	1.5	64.6	21.4	10.2	1.2	0.3	2.1
VIRGIN ISLANDS	961	19	2.0	2.5	31.5	12.8	40.7	9.1	5.9	0.0
VIRGINIA	36,849	14,963	40.6	1.6	60.3	26.2	8.5	1.3	2.3	1.4
WASHINGTON	62,724	12,003	19.1	1.6	60.5	27.9	7.8	2.6	1.3	0.0
WEST VIRGINIA	10,767	1,891	17.6	1.7	57.7	27.3	10.1	2.3	2.6	0.0
WISCONSIN	19,141	10,946	57.2	1.6	63.1	21.2	8.9	4.1	2.7	0.0
WYOMING	811	448	55.2	1.5	61.0	28.6	8.6	1.4	0.4	0.0

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

**TABLE 10:4**

**PERCENT DISTRIBUTION OF TANF FAMILIES WITH ONE ADULT RECIPIENT  
BY NUMBER OF RECIPIENT CHILDREN  
OCTOBER 1998 - SEPTEMBER 1999**

STATE	TOTAL FAMILIES	NUMBER OF RECIPIENT CHILDREN						
		AVERAGE	ONE	TWO	THREE	FOUR	5 OR MORE	UNKNOWN
U.S. TOTAL	1,755,748	2.1	39.2	29.6	17.0	7.2	4.4	2.6
ALABAMA	9,800	2.1	34.8	34.4	20.2	7.4	3.2	0.0
ALASKA	6,058	1.9	43.9	31.1	14.9	5.9	3.3	0.9
ARIZONA	21,556	1.3	84.3	0.8	10.8	0.0	0.8	3.3
ARKANSAS	6,153	1.8	51.0	26.9	13.4	4.5	4.0	0.2
CALIFORNIA	357,959	2.2	36.4	30.5	17.3	8.5	5.6	1.7
COLORADO	9,137	2.2	33.1	32.9	19.3	8.7	3.9	2.2
CONNECTICUT	26,058	1.9	46.2	27.6	13.1	5.2	2.6	5.4
DELAWARE	3,815	2.2	33.1	30.9	22.1	7.4	4.0	2.5
DIST. OF COL.	14,737	2.1	40.5	28.9	17.2	7.3	5.5	0.7
FLORIDA	46,947	2.1	39.7	28.9	16.0	6.7	5.1	3.6
GEORGIA	36,053	2.1	38.7	31.9	16.5	7.2	4.3	1.3
GUAM	2,078	2.6	26.6	29.0	21.1	11.7	10.2	1.4
HAWAII	14,258	2.0	40.6	30.7	16.0	7.1	3.8	1.9
IDAHO	503	1.7	52.1	29.2	13.4	3.0	1.2	1.1
ILLINOIS	95,970	2.4	31.9	30.7	19.8	9.8	7.7	0.0
INDIANA	32,507	2.1	39.2	30.5	17.8	8.5	3.9	0.0
IOWA	15,702	1.9	45.5	30.4	14.9	5.7	2.0	1.5
KANSAS	7,986	2.0	41.1	28.7	14.3	6.2	2.8	6.9
KENTUCKY	26,375	1.8	46.7	30.9	12.8	4.9	1.9	2.8
LOUISIANA	26,330	2.6	27.6	27.8	21.8	11.3	10.7	0.8
MAINE	10,006	1.8	44.7	31.8	14.1	4.5	1.3	3.6
MARYLAND	23,617	2.2	37.5	27.5	19.0	7.7	5.0	3.3
MASSACHUSETTS	36,257	1.8	47.3	27.7	14.8	4.7	2.1	3.5
MICHIGAN	61,093	2.3	30.9	31.5	19.3	7.8	7.4	3.1
MINNESOTA	30,375	2.1	40.4	28.3	14.6	7.1	4.7	5.0
MISSISSIPPI	8,641	2.2	34.6	29.9	20.2	8.2	4.4	2.8
MISSOURI	35,633	2.1	38.9	32.2	17.5	6.8	4.2	0.2
MONTANA	3,232	1.9	42.1	31.3	14.7	5.7	2.1	4.1
NEBRASKA	7,375	2.1	39.4	31.6	17.6	6.8	4.5	0.0
NEVADA	4,596	2.1	39.8	27.7	18.3	6.8	4.1	3.4
NEW HAMPSHIRE	4,646	1.8	48.0	32.5	13.0	3.4	1.6	1.6
NEW JERSEY	44,944	2.1	39.8	31.9	16.7	6.8	4.5	0.2
NEW MEXICO	17,775	2.1	36.5	32.1	19.7	6.5	3.3	1.9
NEW YORK	225,870	2.0	37.7	30.9	16.8	6.4	2.8	5.5
NORTH CAROLINA	32,190	1.9	44.9	30.0	16.0	4.6	2.3	2.2
NORTH DAKOTA	2,260	2.2	36.4	30.5	18.1	7.7	4.7	2.7
OHIO	71,451	2.0	40.7	28.9	15.8	6.3	3.7	4.7
OKLAHOMA	13,385	2.0	40.0	30.0	17.3	6.3	3.8	2.5
OREGON	11,846	1.8	47.4	31.5	12.1	5.1	1.8	2.1
PENNSYLVANIA	79,552	2.2	35.9	27.7	17.9	8.3	5.1	5.2
PUERTO RICO	36,348	2.2	36.5	30.1	20.3	8.7	4.2	0.2
RHODE ISLAND	14,874	1.7	67.1	0.0	18.1	6.4	1.0	7.5
SOUTH CAROLINA	9,587	2.0	39.6	32.8	15.9	7.1	2.3	2.2
SOUTH DAKOTA	1,684	2.2	40.3	26.4	16.8	9.1	6.8	0.6
TENNESSEE	40,221	2.1	39.1	31.2	15.3	7.4	4.6	2.4
TEXAS	74,654	2.0	41.2	29.7	17.0	6.9	3.5	1.7
UTAH	7,121	2.0	39.8	32.8	16.1	5.8	3.7	1.7
VERMONT	5,114	1.8	46.0	33.2	12.8	4.7	1.2	2.2
VIRGIN ISLANDS	941	2.8	23.1	25.6	23.4	14.5	13.4	0.1
VIRGINIA	21,886	1.9	47.5	30.9	13.4	2.6	4.4	1.2
WASHINGTON	43,358	1.9	44.1	30.3	15.5	5.4	2.3	2.4
WEST VIRGINIA	6,847	1.9	42.8	33.6	16.0	5.7	1.8	0.0
WISCONSIN	8,028	2.2	38.6	29.0	18.3	7.5	6.3	0.3
WYOMING	359	1.8	50.6	27.7	12.9	4.5	1.5	2.8

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

**TABLE 10:5**

**PERCENT DISTRIBUTION OF TANF FAMILIES WITH TWO OR MORE ADULT RECIPIENTS  
BY NUMBER OF RECIPIENT CHILDREN  
OCTOBER 1998 - SEPTEMBER 1999**

STATE	TOTAL FAMILIES	NUMBER OF RECIPIENT CHILDREN						
		AVERAGE	ONE	TWO	THREE	FOUR	5 OR MORE	UNKNOWN
U.S. TOTAL	122,897	2.7	25.5	27.9	21.6	11.9	12.2	0.9
ALABAMA	0							
ALASKA	1,206	3.0	21.2	23.8	22.5	14.2	18.4	0.0
ARIZONA	420	1.7	64.6	0.0	35.4	0.0	0.0	0.0
ARKANSAS	204	2.1	34.1	40.5	14.8	8.1	2.6	0.0
CALIFORNIA	67,869	2.7	26.4	26.5	21.2	11.9	13.4	0.6
CONNECTICUT	0							
COLORADO	604	2.6	25.0	33.2	21.9	8.8	10.4	0.7
DELAWARE	0							
DIST. OF COL.	244	2.2	38.9	32.5	8.7	13.6	6.2	0.0
FLORIDA	0							
GEORGIA	0							
GUAM	257	3.2	17.7	20.4	24.6	18.5	18.2	0.6
HAWAII	0							
IDAHO	55	2.0	39.1	33.5	16.1	3.1	6.3	2.0
ILLINOIS	1,737	2.7	21.0	30.2	22.8	14.8	11.2	0.0
INDIANA	806	2.7	15.6	37.3	23.4	11.9	11.8	0.0
IOWA	1,263	2.3	28.8	39.0	15.0	10.0	6.5	0.7
KANSAS	523	2.5	24.2	26.3	23.3	8.1	8.1	10.1
KENTUCKY	702	1.9	32.1	45.3	20.2	2.4	0.0	0.0
LOUISIANA	554	3.0	16.5	35.0	17.9	18.9	11.7	0.0
MAINE	554	2.4	20.9	39.1	24.0	11.1	4.9	0.0
MARYLAND	0							
MASSACHUSETTS	1,204	2.6	26.0	23.0	28.2	12.6	9.5	0.6
MICHIGAN	3,216	3.4	12.3	21.5	25.1	18.7	21.5	0.9
MINNESOTA	2,763	2.6	22.3	36.4	23.1	8.3	9.9	0.0
MISSISSIPPI	0	0.0	0.0	0.0	0.0	0.0	0.0	0.0
MISSOURI	152	2.7	22.3	31.5	25.4	7.2	13.6	0.0
MONTANA	697	2.5	30.1	22.3	25.2	11.2	7.6	3.6
NEBRASKA	1,175	2.8	18.0	33.7	23.7	11.2	13.4	0.0
NEVADA	190	2.5	29.1	31.3	17.5	11.8	9.6	0.7
NEW HAMPSHIRE	98	2.1	44.5	25.0	16.7	8.0	5.8	0.0
NEW JERSEY	0							
NEW MEXICO	3,927	2.5	23.3	35.2	21.7	10.9	8.6	0.2
NEW YORK	10,241	2.9	20.8	30.4	20.0	12.7	14.3	1.8
NORTH CAROLINA	659	2.3	34.5	28.6	21.6	6.8	8.5	0.1
NORTH DAKOTA	0							
OHIO	4,323	2.5	27.3	31.0	21.4	9.6	8.7	2.0
OKLAHOMA	0							
OREGON	1,104	2.7	32.9	20.9	19.6	12.0	13.3	1.3
PENNSYLVANIA	596	2.3	38.0	15.6	15.2	15.2	8.0	8.0
PUERTO RICO	0							
RHODE ISLAND	508	2.4	42.7	0.0	29.3	20.6	1.5	5.9
SOUTH CAROLINA	190	2.7	24.9	23.3	26.6	15.4	8.8	1.0
SOUTH DAKOTA	0							
TENNESSEE	457	2.1	31.6	36.8	26.2	5.3	0.0	0.0
TEXAS	4,211	2.4	29.1	30.8	24.3	6.9	8.9	0.0
UTAH	0							
VERMONT	624	2.2	26.2	40.0	20.9	5.6	4.8	2.6
VIRGIN ISLANDS	0							
VIRGINIA	0							
WASHINGTON	7,362	2.8	23.9	24.2	22.7	17.1	10.4	1.6
WEST VIRGINIA	2,030	2.1	30.4	39.0	20.4	7.1	3.2	0.0
WISCONSIN	167	2.6	22.5	38.8	17.6	8.7	12.4	0.0
WYOMING	5	2.7	21.8	41.8	14.5	7.3	14.5	0.0

SOURCE: NATIONAL EMERGENCY TANF DATAFILE AS OF 6/20/2000

**TABLE 10:6**

**PERCENT DISTRIBUTION OF TANF FAMILIES BY RACE  
OCTOBER 1998 - SEPTEMBER 1999**

STATE	TOTAL FAMILIES	WHITE	BLACK	HISPANIC	AMERICAN NATIVE	ASIAN	OTHER	UNKNOWN
U.S. TOTAL	2,648,462	30.5	38.3	24.5	1.5	3.6	0.6	1.0
ALABAMA	20,107	25.1	74.5	0.1	0.2	0.1	0.0	0.0
ALASKA	8,461	43.4	7.0	3.3	35.3	4.3	0.2	6.6
ARIZONA	34,618	30.2	9.1	39.7	20.1	0.5	0.4	0.0
ARKANSAS	12,095	34.9	63.8	0.4	0.2	0.2	0.5	0.0
CALIFORNIA	624,096	25.1	18.1	46.4	0.5	9.8	0.0	0.1
COLORADO	14,265	44.0	15.9	35.6	1.3	1.0	0.9	1.2
CONNECTICUT	34,807	28.3	35.0	35.7	0.2	0.8	0.0	0.0
DELAWARE	6,381	28.1	62.0	8.0	0.0	0.0	0.1	1.8
DIST. OF COL.	19,908	1.3	98.3	0.4	0.0	0.1	0.0	0.0
FLORIDA	82,009	26.4	52.1	20.8	0.0	0.2	0.3	0.1
GEORGIA	61,119	20.6	77.4	1.6	0.0	0.3	0.0	0.1
GUAM	2,533	1.5	0.2	0.3	0.0	97.5	0.3	0.1
HAWAII	16,139	16.6	1.5	1.0	0.0	51.7	26.7	2.4
IDAHO	1,380	84.3	0.7	8.6	6.4	0.0	0.0	0.0
ILLINOIS	123,193	19.2	72.3	7.8	0.2	0.6	0.0	0.0
INDIANA	37,442	48.2	46.9	4.4	0.0	0.0	0.5	0.0
IOWA	21,952	80.8	14.1	3.0	0.7	0.4	0.5	0.7
KANSAS	12,846	57.3	30.8	7.9	1.7	0.3	0.9	1.1
KENTUCKY	42,527	78.7	20.3	0.5	0.0	0.3	0.0	0.1
LOUISIANA	39,372	14.6	84.5	0.4	0.2	0.3	0.0	0.0
MAINE	13,473	95.8	1.1	0.4	1.5	1.0	0.0	0.2
MARYLAND	32,087	21.4	73.4	1.2	0.1	0.9	2.0	1.0
MASSACHUSETTS	54,463	44.4	19.5	30.4	0.3	5.4	0.0	0.0
MICHIGAN	95,208	40.1	53.9	0.4	0.7	1.8	3.1	0.0
MINNESOTA	44,307	42.3	30.7	8.4	9.8	8.6	0.0	0.2
MISSISSIPPI	16,644	13.9	85.7	0.1	0.1	0.0	0.2	0.0
MISSOURI	50,897	44.3	53.3	1.3	0.1	0.6	0.4	0.2
MONTANA	4,790	50.0	1.9	0.3	47.6	0.2	0.0	0.0
NEBRASKA	11,266	48.1	37.5	8.1	3.3	1.2	1.9	0.0
NEVADA	8,034	48.7	35.1	12.9	2.2	1.1	0.1	0.0
NEW HAMPSHIRE	6,410	88.9	2.6	3.1	0.0	0.3	0.2	4.9
NEW JERSEY	62,241	13.7	58.0	27.2	0.1	0.5	0.6	0.0
NEW MEXICO	25,501	22.1	3.7	58.2	14.2	0.3	1.5	0.0
NEW YORK	294,442	17.1	42.1	38.2	0.3	1.3	0.3	0.8
NORTH CAROLINA	59,328	21.7	54.4	2.8	2.5	0.2	2.5	15.8
NORTH DAKOTA	3,098	37.0	1.9	2.1	57.7	0.3	0.5	0.4
OHIO	113,797	44.4	51.4	3.0	0.1	0.2	0.8	0.1
OKLAHOMA	19,484	45.1	36.7	5.1	12.4	0.3	0.0	0.3
OREGON	16,870	77.1	8.2	9.5	2.4	2.4	0.4	0.0
PENNSYLVANIA	105,611	34.1	50.9	11.8	0.0	2.0	0.6	0.5
PUERTO RICO	36,459	0.7	0.7	98.4	0.0	0.0	0.0	0.1
RHODE ISLAND	17,981	47.9	12.2	22.6	0.1	3.5	0.0	13.8
SOUTH CAROLINA	18,366	23.7	75.5	0.5	0.1	0.1	0.0	0.0
SOUTH DAKOTA	3,225	20.2	0.0	0.0	77.7	0.0	2.0	0.0
TENNESSEE	57,630	37.6	61.1	1.0	0.0	0.1	0.1	0.0
TEXAS	114,112	20.2	29.4	49.6	0.4	0.5	0.0	0.0
UTAH	9,626	69.6	3.7	16.7	7.8	1.9	0.0	0.3
VERMONT	6,611	94.3	1.7	0.3	0.2	0.5	0.0	3.0
VIRGIN ISLANDS	961	0.5	70.3	28.3	0.2	0.0	0.1	0.5
VIRGINIA	36,849	28.4	67.4	2.9	0.0	0.7	0.0	0.6
WASHINGTON	62,724	63.8	12.3	11.0	4.6	4.3	3.4	0.6
WEST VIRGINIA	10,767	88.9	9.7	0.2	0.1	0.1	1.0	0.1
WISCONSIN	19,141	14.9	41.7	3.6	1.6	0.3	2.7	35.3
WYOMING	811	64.0	5.0	10.7	20.2	0.1	0.0	0.0

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

**TABLE 10:7**

**PERCENT DISTRIBUTION OF TANF FAMILIES  
BY TYPE OF FAMILY FOR WORK PARTICIPATION**

STATE	TOTAL FAMILIES	SINGLE-PARENT	TWO-PARENT	NO-PARENT
U.S. TOTAL	2,648,462	66.2	4.7	29.1
ALABAMA	20,107	48.7	0.0	51.3
ALASKA	8,461	71.6	14.3	14.1
ARIZONA	34,618	62.3	1.2	36.5
ARKANSAS	12,095	50.9	1.7	47.4
CALIFORNIA	624,096	57.4	10.9	31.8
COLORADO	14,265	64.1	4.2	31.7
CONNECTICUT	34,807	74.9	0.0	25.1
DELAWARE	6,381	59.8	0.0	40.2
DIST. OF COL.	19,908	74.0	1.2	24.7
FLORIDA	82,009	57.2	0.0	42.8
GEORGIA	61,119	59.0	0.0	41.0
GUAM	2,533	82.0	10.1	7.8
HAWAII	16,139	88.3	0.0	11.7
IDAHO	1,380	36.5	4.0	59.6
ILLINOIS	123,193	77.9	1.4	20.7
INDIANA	37,442	86.8	2.2	11.0
IOWA	21,952	71.5	5.8	22.7
KANSAS	12,846	62.2	4.1	33.8
KENTUCKY	42,527	62.0	1.7	36.3
LOUISIANA	39,372	66.9	1.4	31.7
MAINE	13,473	74.3	4.1	21.6
MARYLAND	32,087	73.6	0.0	26.4
MASSACHUSETTS	54,463	66.6	2.2	31.2
MICHIGAN	95,208	64.2	3.4	32.5
MINNESOTA	44,307	68.6	6.2	25.2
MISSISSIPPI	16,644	51.9	0.0	48.1
MISSOURI	50,897	70.0	0.3	29.7
MONTANA	4,790	67.5	14.6	18.0
NEBRASKA	11,266	65.5	10.4	24.1
NEVADA	8,034	57.2	2.4	40.4
NEW HAMPSHIRE	6,410	72.5	1.5	26.0
NEW JERSEY	62,241	72.2	0.0	27.8
NEW MEXICO	25,501	69.7	15.4	14.9
NEW YORK	294,442	76.7	3.5	19.8
NORTH CAROLINA	59,328	54.3	1.1	44.6
NORTH DAKOTA	3,098	73.0	0.0	27.0
OHIO	113,797	62.8	3.8	33.4
OKLAHOMA	19,484	68.7	0.0	31.3
OREGON	16,870	70.2	6.5	23.2
PENNSYLVANIA	105,611	75.3	0.6	24.1
PUERTO RICO	36,459	99.7	0.0	0.3
RHODE ISLAND	17,981	82.7	2.8	14.5
SOUTH CAROLINA	18,366	52.2	1.0	46.8
SOUTH DAKOTA	3,225	52.2	0.0	47.8
TENNESSEE	57,630	69.8	0.8	29.4
TEXAS	114,112	65.4	3.7	30.9
UTAH	9,626	74.0	0.0	26.0
VERMONT	6,611	77.4	9.4	13.2
VIRGIN ISLANDS	961	98.0	0.0	2.0
VIRGINIA	36,849	59.4	0.0	40.6
WASHINGTON	62,724	69.1	11.7	19.1
WEST VIRGINIA	10,767	63.6	18.9	17.6
WISCONSIN	19,141	41.9	0.9	57.2
WYOMING	811	44.2	0.6	55.2

SOURCE: NATIONAL EMERGENCY TANF DATAFILE AS OF 6/20/2000

**TABLE 10:8**

**PERCENT DISTRIBUTION OF TANF FAMILIES RECEIVING ASSISTANCE  
OCTOBER 1998 - SEPTEMBER 1999**

STATE	TOTAL FAMILIES	TYPE OF ASSISTANCE			
		MEDICAL ASSISTANCE	FOOD STAMPS	SUBSIDIZED HOUSING	SUBSIDIZED CHILDCARE
U.S. TOTAL	2,648,462	98.3	80.7	12.6 *	4.2 *
ALABAMA	20,107	99.5	55.9	5.5	0.0
ALASKA	8,461	98.5	71.0	0.0	7.0
ARIZONA	34,618	94.7	76.5	2.5	7.5
ARKANSAS	12,095	97.9	77.2	8.8	0.6
CALIFORNIA	624,096	100.0	88.1	8.9	0.0
COLORADO	14,265	96.9	a/	0.0	16.2
CONNECTICUT	34,807	100.0	80.5	24.6	12.2
DELAWARE	6,381	100.0	71.1	2.1	24.6
DIST. OF COL.	19,908	97.4	82.9	49.1	2.0
FLORIDA	82,009	100.0	60.9	0.0	0.0
GEORGIA	61,119	100.0	65.4	0.0	0.2
GUAM	2,533	99.7	83.4	0.0	0.3
HAWAII	16,139	100.0	87.1	0.0	11.6
IDAHO	1,380	98.1	50.2	4.4	10.4
ILLINOIS	123,193	99.4	83.1	0.0	13.6
INDIANA	37,442	98.9	81.3	11.8	2.1
IOWA	21,952	91.9	68.7	0.0	12.6
KANSAS	12,846	100.0	79.3	20.1	0.7
KENTUCKY	42,527	100.0	77.1	22.7	5.5
LOUISIANA	39,372	100.0	84.4	2.3	6.4
MAINE	13,473	100.0	86.3	1.6	2.1
MARYLAND	32,087	100.0	81.1	21.6	0.6
MASSACHUSETTS	54,463	100.0	80.9	40.5	10.4
MICHIGAN	95,208	100.0	83.0	4.7	12.3
MINNESOTA	44,307	100.0	97.4	24.3	0.3
MISSISSIPPI	16,644	98.7	81.8	0.0	0.0
MISSOURI	50,897	100.0	70.6	17.3	11.8
MONTANA	4,790	100.0	87.9	41.8	9.4
NEBRASKA	11,266	100.0	84.1	3.9	12.5
NEVADA	8,034	100.0	62.7	18.5	0.1
NEW HAMPSHIRE	6,410	100.0	77.3	23.9	5.8
NEW JERSEY	62,241	100.0	76.0	21.8	0.0
NEW MEXICO	25,501	99.8	91.9	42.4	0.0
NEW YORK	294,442	99.6	90.2	24.8	5.6
NORTH CAROLINA	59,328	100.0	48.7	20.2	5.0
NORTH DAKOTA	3,098	99.6	82.3	62.6	0.0
OHIO	113,797	99.9	a/	14.9	0.0
OKLAHOMA	19,484	100.0	74.2	24.7	0.0
OREGON	16,870	100.0	76.3	0.0	0.0
PENNSYLVANIA	105,611	100.0	74.8	0.0	0.0
PUERTO RICO	36,459	85.8	98.3	19.5	0.0
RHODE ISLAND	17,981	99.8	92.0	32.1	14.0
SOUTH CAROLINA	18,366	99.7	78.8	17.6	7.4
SOUTH DAKOTA	3,225	100.0	70.1	35.0	6.3
TENNESSEE	57,630	100.0	87.7	1.8	0.0
TEXAS	114,112	73.1	62.2	0.0	5.7
UTAH	9,626	100.0	82.1	15.4	2.1
VERMONT	6,611	100.0	90.2	24.3	1.9
VIRGIN ISLANDS	961	97.3	91.3	93.1	0.2
VIRGINIA	36,849	100.0	67.4	0.0	14.5
WASHINGTON	62,724	100.0	73.5	22.2	15.0
WEST VIRGINIA	10,767	98.7	89.1	21.3	2.8
WISCONSIN b/	19,141	98.0	85.0	42.2	1.9
WYOMING	811	98.9	68.5	12.3	0.0

NOTES: '\*\*' = Underestimated because data unknown for several States.

'a/' = Data not reported.

'b/' = Estimated because data not available for child-only cases.

Please note that the definition of assistance as used in this table is broader than the TANF regulation definition of assistance.

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

**TABLE 10:9**

**TANF FAMILIES RECEIVING CASH ASSISTANCE  
OCTOBER 1998 - SEPTEMBER 1999**

STATE	TOTAL FAMILIES	CASH ASSISTANCE	AVERAGE AMOUNT
U.S. TOTAL	2,648,462	98.0 %	\$357.27
ALABAMA	20,107	97.5	140.88
ALASKA	8,461	100.0	632.44
ARIZONA	34,618	99.9	261.03
ARKANSAS	12,095	99.6	154.90
CALIFORNIA	624,096	98.7	494.70
COLORADO	14,265	97.0	285.59
CONNECTICUT	34,807	99.8	434.68
DELAWARE	6,381	99.3	254.35
DIST. OF COL.	19,908	99.8	344.56
FLORIDA	82,009	100.0	226.84
GEORGIA	61,119	98.4	231.70
GUAM	2,533	100.0	521.98
HAWAII	16,139	99.3	518.23
IDAHO	1,380	99.5	259.49
ILLINOIS	123,193	94.4	236.04
INDIANA	37,442	84.7	228.43
IOWA	21,952	99.9	320.10
KANSAS	12,846	100.0	289.71
KENTUCKY	42,527	100.0	216.38
LOUISIANA	39,372	99.8	151.66
MAINE	13,473	91.9	380.70
MARYLAND	32,087	99.3	340.37
MASSACHUSETTS	54,463	99.8	494.61
MICHIGAN	95,208	92.2	346.00
MINNESOTA	44,307	98.5	404.65
MISSISSIPPI	16,644	98.8	109.50
MISSOURI	50,897	100.0	246.76
MONTANA	4,790	99.6	367.37
NEBRASKA	11,266	100.0	324.34
NEVADA	8,034	94.2	291.44
NEW HAMPSHIRE	6,410	97.2	409.40
NEW JERSEY	62,241	99.5	330.48
NEW MEXICO	25,501	99.9	375.32
NEW YORK	294,442	99.9	471.03
NORTH CAROLINA	59,328	100.0	221.71
NORTH DAKOTA	3,098	99.6	352.77
OHIO	113,797	99.8	308.77
OKLAHOMA	19,484	97.5	344.64
OREGON	16,870	95.7	378.98
PENNSYLVANIA	105,611	99.7	370.45
PUERTO RICO	36,459	99.0	105.80
RHODE ISLAND	17,981	98.1	456.35
SOUTH CAROLINA	18,366	99.7	150.22
SOUTH DAKOTA	3,225	99.9	284.88
TENNESSEE	57,630	b/	174.62
TEXAS	114,112	100.0	148.91
UTAH	9,626	100.0	353.19
VERMONT	6,611	99.9	471.26
VIRGIN ISLANDS	961	99.9	269.46
VIRGINIA	36,849	98.2	244.13
WASHINGTON	62,724	98.6	446.92
WEST VIRGINIA	10,767	98.9	233.40
WISCONSIN a/	19,141		
WYOMING	811	93.5	217.06

NOTE: 'a/'=Data not available for child-only cases.

'b/' = data unreliable

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

**TABLE 10:10**

**PERCENT DISTRIBUTION OF TANF FAMILIES BY REASON FOR GRANT REDUCTION  
OCTOBER 1998 - SEPTEMBER 1999**

STATE	TOTAL FAMILIES	SANCTION	RECOUPMENT*	OTHER**
U.S. TOTAL	2,648,462	4.5	8.1	11.1
ALABAMA	20,107	6.9	5.0	0.0
ALASKA	8,461	3.6	2.4	0.0
ARIZONA	34,618	2.7	0.6	4.4
ARKANSAS	12,095	0.6	0.1	0.0
CALIFORNIA	624,096	6.2	6.3	39.3
COLORADO	14,265	2.9	10.6	0.0
CONNECTICUT	34,807	2.5	5.5	6.5
DELAWARE	6,381	6.6	8.1	6.1
DIST. OF COL.	19,908	4.3	6.3	2.5
FLORIDA	82,009	0.0	7.0	0.0
GEORGIA	61,119	0.4	7.6	7.7
GUAM	2,533	0.0	3.1	0.0
HAWAII	16,139	6.9	6.9	0.0
IDAHO	1,380	0.0	0.0	0.3
ILLINOIS	123,193	2.6	11.0	1.2
INDIANA	37,442	0.2	2.5	1.5
IOWA	21,952	4.8	0.4	0.0
KANSAS	12,846	0.0	7.1	0.0
KENTUCKY	42,527	5.4	0.9	0.0
LOUISIANA	39,372	0.0	4.1	4.2
MAINE	13,473	0.3	4.9	0.0
MARYLAND	32,087	9.0	6.8	15.8
MASSACHUSETTS	54,463	0.0	3.3	10.6
MICHIGAN	95,208	2.6	7.2	0.0
MINNESOTA	44,307	9.0	0.0	0.0
MISSISSIPPI	16,644	0.0	2.4	0.0
MISSOURI	50,897	5.2	5.4	0.0
MONTANA	4,790	2.9	0.3	5.5
NEBRASKA	11,266	0.2	0.0	0.0
NEVADA	8,034	0.2	4.7	0.3
NEW HAMPSHIRE	6,410	6.2	2.0	0.0
NEW JERSEY	62,241	5.8	10.9	0.5
NEW MEXICO	25,501	5.7	8.3	0.0
NEW YORK	294,442	6.5	29.8	0.0
NORTH CAROLINA	59,328	2.2	2.5	4.9
NORTH DAKOTA	3,098	19.8	8.8	26.7
OHIO	113,797	0.0	0.0	0.0
OKLAHOMA	19,484	0.0	4.9	0.0
OREGON	16,870	2.5	5.3	0.0
PENNSYLVANIA	105,611	4.0	6.3	0.0
PUERTO RICO	36,459	2.0	0.1	0.0
RHODE ISLAND	17,981	1.7	4.1	32.1
SOUTH CAROLINA	18,366	2.7	5.7	0.0
SOUTH DAKOTA	3,225	1.4	0.9	4.8
TENNESSEE	57,630	0.0	2.3	0.0
TEXAS	114,112	13.1	6.8	0.0
UTAH	9,626	5.0	2.7	0.0
VERMONT	6,611	0.2	2.9	0.0
VIRGIN ISLANDS	961	0.6	0.8	0.2
VIRGINIA	36,849	1.8	1.7	5.3
WASHINGTON	62,724	6.8	6.3	19.2
WEST VIRGINIA	10,767	7.8	3.5	0.0
WISCONSIN	19,141	0.0	2.0	0.0
WYOMING	811	6.1	6.3	0.1

NOTES: '\*\*' = Recoupment of a prior overpayment.

'\*\*\*' = Includes reasons such as a reduced benefit because family moved into the State from another State, or because of State's family cap policy.

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

**TABLE 10:11**

**PERCENT DISTRIBUTION OF TANF ADULT RECIPIENTS BY AGE GROUP  
OCTOBER 1998 - SEPTEMBER 1999**

STATE	TOTAL ADULTS	AGE OF ADULT RECIPIENTS					
		UNDER 20	20-29	30-39	40-49	OVER 49	UNKNOWN
U.S. TOTAL	2,068,024	6.2	39.7	33.8	16.3	3.9	0.0
ALABAMA	9,960	8.6	55.2	25.1	9.7	1.3	0.0
ALASKA	8,663	3.7	37.6	34.5	18.7	5.4	0.0
ARIZONA	23,030	8.4	41.3	35.2	12.9	2.2	0.0
ARKANSAS	6,574	10.5	49.7	27.2	10.2	2.1	0.2
CALIFORNIA	505,957	4.7	29.8	35.6	23.5	6.3	0.0
COLORADO	10,345	5.9	45.1	33.3	13.0	2.7	0.0
CONNECTICUT	25,770	7.8	45.4	33.4	10.6	2.8	0.0
DELAWARE	4,091	8.5	46.4	33.8	9.9	1.4	0.0
DIST. OF COL.	15,142	7.0	43.7	33.0	13.3	2.8	0.1
FLORIDA	47,222	7.3	41.2	32.9	15.0	3.6	0.0
GEORGIA	36,431	7.2	47.4	30.1	12.6	2.7	0.0
GUAM	2,667	5.8	47.5	33.7	11.2	1.9	0.0
HAWAII	14,629	4.4	37.9	37.2	16.3	4.1	0.0
IDAHO	613	9.8	45.4	31.5	11.1	2.2	0.0
ILLINOIS	100,384	5.9	44.1	35.4	12.4	2.0	0.2
INDIANA	33,749	7.1	48.5	30.5	10.8	3.0	0.0
IOWA	18,947	7.1	50.2	30.5	11.0	1.3	0.0
KANSAS	9,207	10.4	49.9	24.4	12.2	3.1	0.0
KENTUCKY	28,219	6.5	46.9	33.0	11.2	2.3	0.0
LOUISIANA	27,438	8.0	49.8	29.4	10.4	2.4	0.0
MAINE	11,676	4.6	42.0	38.0	13.7	1.8	0.0
MARYLAND	28,503	6.1	41.2	36.0	13.3	3.3	0.0
MASSACHUSETTS	39,484	5.8	46.5	33.3	11.9	2.5	0.0
MICHIGAN	68,702	2.7	32.8	43.8	17.9	2.8	0.0
MINNESOTA	36,131	7.1	44.8	31.1	14.0	3.0	0.0
MISSISSIPPI	8,656	8.6	51.5	26.9	10.1	2.9	0.0
MISSOURI	36,309	9.1	51.7	26.5	11.0	1.7	0.0
MONTANA	4,731	8.9	41.4	32.2	14.6	2.8	0.0
NEBRASKA	9,811	6.8	48.9	32.2	10.4	1.6	0.0
NEVADA	5,216	8.3	46.1	32.0	12.0	1.6	0.0
NEW HAMPSHIRE	5,085	5.7	46.8	34.5	11.4	1.6	0.1
NEW JERSEY	44,944	5.2	43.5	33.6	13.9	3.8	0.0
NEW MEXICO	26,160	6.6	43.3	33.2	13.7	3.2	0.1
NEW YORK	270,105	5.4	37.1	35.1	18.0	4.4	0.0
NORTH CAROLINA	32,513	8.7	50.8	28.9	10.0	1.5	0.0
NORTH DAKOTA	2,379	5.6	47.3	33.2	11.5	2.5	0.0
OHIO	81,195	10.4	48.0	27.7	11.8	2.2	0.0
OKLAHOMA	13,590	7.6	49.7	30.8	10.1	1.8	0.0
OREGON	14,048	9.9	35.9	33.4	16.1	4.8	0.0
PENNSYLVANIA	87,233	9.3	40.7	34.0	13.7	2.3	0.0
PUERTO RICO	39,254	3.3	35.8	39.5	16.8	4.5	0.1
RHODE ISLAND	15,994	5.5	44.5	33.6	13.8	2.6	0.0
SOUTH CAROLINA	10,197	8.8	43.2	31.5	12.7	3.8	0.0
SOUTH DAKOTA	1,692	5.6	44.9	34.6	13.4	1.6	0.0
TENNESSEE	41,590	7.8	49.4	30.1	10.9	1.7	0.0
TEXAS	84,085	7.1	45.3	28.7	13.6	5.3	0.0
UTAH	7,499	6.9	45.4	31.4	13.9	2.4	0.0
VERMONT	6,576	6.5	42.9	35.8	12.7	2.1	0.0
VIRGIN ISLANDS	968	3.2	39.9	38.1	14.1	4.6	0.0
VIRGINIA	24,028	7.0	47.9	31.7	10.8	2.6	0.0
WASHINGTON	59,769	5.6	37.8	34.7	17.1	4.8	0.0
WEST VIRGINIA	11,949	6.9	42.3	33.8	13.4	3.5	0.1
WISCONSIN	8,510	11.0	48.2	29.4	10.2	1.1	0.0
WYOMING	407	7.5	45.9	30.5	12.8	3.4	0.0

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

**TABLE 10:12**

**PERCENT DISTRIBUTION OF TANF ADULT RECIPIENTS BY RACE  
OCTOBER 1998 - SEPTEMBER 1999**

STATE	TOTAL ADULTS	WHITE	BLACK	HISPANIC	AMERICAN NATIVE	ASIAN	OTHER	UNKNOWN
U.S. TOTAL	2,068,024	32.4	36.4	23.1	1.7	5.0	0.7	0.8
ALABAMA	9,960	25.5	74.1	0.1	0.3	0.0	0.0	0.0
ALASKA	8,663	42.3	5.8	2.8	37.3	4.2	0.2	7.4
ARIZONA	23,030	34.8	8.6	30.1	25.4	0.5	0.6	0.0
ARKANSAS	6,574	33.2	65.9	0.4	0.1	0.1	0.3	0.0
CALIFORNIA	505,957	29.7	18.7	36.8	0.6	14.2	0.0	0.0
COLORADO	10,345	48.7	15.3	31.6	1.4	0.7	1.0	1.3
CONNECTICUT	25,770	28.4	33.3	37.3	0.2	0.9	0.0	0.0
DELAWARE	4,091	29.9	62.4	6.7	0.0	0.0	0.1	1.0
DIST. OF COL.	15,142	1.6	98.0	0.3	0.0	0.1	0.0	0.0
FLORIDA	47,222	25.7	49.4	24.0	0.0	0.3	0.5	0.1
GEORGIA	36,431	17.1	81.5	1.1	0.1	0.2	0.0	0.1
GUAM	2,667	1.5	0.2	0.3	0.0	97.6	0.3	0.0
HAWAII	14,629	17.6	1.6	1.2	0.0	51.0	26.4	2.2
IDAHO	613	89.0	0.5	6.4	4.0	0.1	0.0	0.0
ILLINOIS	100,384	19.6	73.0	6.5	0.1	0.7	0.0	0.0
INDIANA	33,749	49.7	45.2	4.6	0.0	0.0	0.4	0.0
IOWA	18,947	82.6	12.7	2.3	0.6	0.5	0.5	0.8
KANSAS	9,207	60.4	28.4	7.4	1.6	0.3	0.6	1.3
KENTUCKY	28,219	78.8	20.4	0.4	0.1	0.3	0.0	0.0
LOUISIANA	27,438	15.0	83.9	0.3	0.2	0.5	0.1	0.0
MAINE	11,676	96.6	0.9	0.4	1.2	0.8	0.0	0.1
MARYLAND	28,503	25.6	67.2	1.6	0.1	1.3	3.4	0.7
MASSACHUSETTS	39,484	43.9	18.2	30.8	0.4	6.7	0.0	0.0
MICHIGAN	68,702	40.9	53.8	0.5	1.1	0.5	3.2	0.0
MINNESOTA	36,131	43.5	31.5	6.4	10.9	7.6	0.0	0.1
MISSISSIPPI	8,656	13.5	86.0	0.2	0.2	0.0	0.2	0.0
MISSOURI	36,309	43.5	54.7	0.8	0.1	0.5	0.3	0.2
MONTANA	4,731	48.2	1.9	0.3	49.5	0.2	0.0	0.0
NEBRASKA	9,811	52.5	34.6	6.0	3.0	1.4	2.5	0.0
NEVADA	5,216	51.1	34.1	11.2	2.3	1.2	0.1	0.0
NEW HAMPSHIRE	5,085	91.9	2.2	3.0	0.1	0.6	0.4	1.9
NEW JERSEY	44,944	12.5	58.9	27.3	0.1	0.5	0.8	0.0
NEW MEXICO	26,160	23.2	3.6	54.9	16.3	0.4	1.7	0.0
NEW YORK	270,105	19.1	41.3	36.8	0.2	1.6	0.1	0.8
NORTH CAROLINA	32,513	18.8	47.4	0.6	1.7	0.0	1.6	29.8
NORTH DAKOTA	2,379	37.4	1.8	2.2	57.8	0.3	0.5	0.0
OHIO	81,195	45.7	49.7	3.4	0.1	0.2	0.9	0.1
OKLAHOMA	13,590	45.9	37.9	3.7	12.0	0.5	0.0	0.0
OREGON	14,048	81.4	7.8	5.3	2.2	2.8	0.5	0.0
PENNSYLVANIA	87,233	34.6	49.7	12.1	0.1	2.9	0.7	0.0
PUERTO RICO	39,254	0.7	0.7	98.4	0.0	0.0	0.0	0.0
RHODE ISLAND	15,994	48.5	14.0	26.7	0.1	4.2	0.0	6.5
SOUTH CAROLINA	10,197	27.3	71.9	0.7	0.1	0.1	0.0	0.0
SOUTH DAKOTA	1,692	20.9	0.0	0.0	77.5	0.0	1.6	0.0
TENNESSEE	41,590	35.6	63.5	0.7	0.1	0.1	0.1	0.0
TEXAS	84,085	21.7	26.8	50.4	0.5	0.6	0.0	0.0
UTAH	7,499	72.0	3.6	14.6	8.1	1.4	0.0	0.3
VERMONT	6,576	95.2	1.4	0.3	0.3	0.5	0.0	2.3
VIRGIN ISLANDS	968	0.5	70.4	28.3	0.2	0.0	0.1	0.5
VIRGINIA	24,028	33.3	62.8	2.4	0.0	1.5	0.0	0.0
WASHINGTON	59,769	67.9	10.6	8.0	4.3	4.1	4.3	0.7
WEST VIRGINIA	11,949	91.4	7.4	0.2	0.0	0.1	0.8	0.0
WISCONSIN	8,510	15.9	67.2	6.0	1.3	0.1	0.2	9.2
WYOMING	407	57.9	2.9	6.5	31.9	0.8	0.0	0.0

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

**TABLE 10:13**

**PERCENT DISTRIBUTION OF TANF ADULT RECIPIENTS BY MARITAL STATUS  
OCTOBER 1998 - SEPTEMBER 1999**

STATE	TOTAL ADULTS	MARITAL STATUS					
		SINGLE	MARRIED	SEPARATED	WIDOWED	DIVORCED	UNKNOWN
U.S. TOTAL	2,068,024	58.1	18.4	12.3	0.8	8.3	2.0
ALABAMA	9,960	70.6	5.7	13.6	0.3	9.8	0.0
ALASKA	8,663	40.4	29.2	13.8	1.3	14.3	1.1
ARIZONA	23,030	54.4	14.1	15.1	1.0	14.8	0.6
ARKANSAS	6,574	69.6	8.0	10.7	0.3	10.7	0.8
CALIFORNIA	505,957	43.4	33.9	12.7	1.1	8.5	0.4
COLORADO	10,345	53.9	14.0	9.5	0.5	4.9	17.2
CONNECTICUT	25,770	74.6	5.5	12.9	0.8	6.1	0.0
DELAWARE	4,091	70.4	11.3	12.1	0.1	4.8	1.4
DIST. OF COL.	15,142	96.8	2.5	0.6	0.1	0.0	0.0
FLORIDA	47,222	59.7	8.1	17.5	1.0	13.7	0.0
GEORGIA	36,431	38.5	1.9	5.7	0.5	4.7	48.7
GUAM	2,667	58.9	20.4	0.0	0.0	17.3	3.3
HAWAII	14,629	52.8	8.3	22.6	1.1	15.1	0.2
IDAHO	613	36.1	22.6	19.0	0.6	21.7	0.0
ILLINOIS	100,384	71.2	9.6	12.5	0.5	6.3	0.0
INDIANA	33,749	59.3	13.6	12.3	0.6	14.2	0.0
IOWA	18,947	57.3	25.5	6.3	0.3	9.7	0.9
KANSAS	9,207	51.9	20.2	12.2	0.6	15.0	0.0
KENTUCKY	28,219	49.7	18.0	16.3	0.8	14.8	0.4
LOUISIANA	27,438	79.2	4.5	8.8	0.6	6.9	0.0
MAINE	11,676	65.3	14.6	7.6	0.1	12.3	0.0
MARYLAND	28,503	61.1	22.3	9.0	0.5	3.2	4.1
MASSACHUSETTS	39,484	70.2	13.4	11.6	0.5	4.4	0.0
MICHIGAN	68,702	59.6	13.5	10.6	0.8	15.5	0.0
MINNESOTA	36,131	59.2	12.7	16.7	0.6	10.8	0.0
MISSISSIPPI	8,656	71.5	4.1	14.9	1.2	8.3	0.0
MISSOURI	36,309	73.2	5.6	12.2	0.4	8.7	0.0
MONTANA	4,731	50.8	24.3	9.7	0.4	14.8	0.0
NEBRASKA a/	9,811						
NEVADA	5,216	68.8	8.0	12.6	0.6	8.6	1.3
NEW HAMPSHIRE	5,085	34.8	8.2	10.9	0.2	7.4	38.4
NEW JERSEY	44,944	77.4	3.4	13.6	0.6	4.9	0.0
NEW MEXICO	26,160	61.8	19.8	10.2	0.7	7.5	0.0
NEW YORK	270,105	69.7	12.6	11.6	0.7	4.1	1.3
NORTH CAROLINA	32,513	70.5	6.3	14.0	0.8	8.3	0.1
NORTH DAKOTA	2,379	56.3	11.6	14.4	0.5	17.3	0.0
OHIO	81,195	64.1	14.9	10.6	0.5	9.9	0.0
OKLAHOMA	13,590	54.9	8.0	23.5	0.3	12.4	0.8
OREGON a/	14,048						
PENNSYLVANIA	87,233	69.6	16.2	7.9	0.5	5.8	0.0
PUERTO RICO	39,254	62.9	17.9	11.1	1.1	6.7	0.3
RHODE ISLAND	15,994	33.6	9.6	10.3	0.2	3.6	42.7
SOUTH CAROLINA	10,197	57.9	10.8	18.8	1.1	11.4	0.0
SOUTH DAKOTA	1,692	62.0	12.7	10.9	0.3	9.1	5.0
TENNESSEE	41,590	61.8	10.6	14.9	1.0	11.6	0.1
TEXAS a/	84,085						
UTAH	7,499	36.9	16.0	24.7	0.6	21.6	0.0
VERMONT	6,576	63.8	8.5	22.5	0.2	5.0	0.0
VIRGIN ISLANDS	968	85.3	2.4	5.3	0.4	6.3	0.2
VIRGINIA	24,028	56.4	17.2	17.2	0.8	8.3	0.0
WASHINGTON	59,769	35.4	29.7	16.8	0.6	13.4	4.1
WEST VIRGINIA	11,949	35.0	35.5	12.2	1.1	15.9	0.2
WISCONSIN	8,510	79.0	5.6	9.6	0.4	5.5	0.0
WYOMING	407	41.8	19.6	13.2	0.3	23.7	1.4

NOTE: 'a/' = Data not reported.

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

**TABLE 10:14**

**PERCENT DISTRIBUTION OF TANF ADULT RECIPIENTS  
RECEIVING FEDERAL DISABILITY BENEFITS  
OCTOBER 1998 - SEPTEMBER 1999**

STATE	TOTAL ADULTS	YES	NO	UNKNOWN
U.S. TOTAL	2,068,024	1.3	97.4	1.3
ALABAMA	9,960	0.3	99.7	0.0
ALASKA a/	8,663			
ARIZONA	23,030	0.3	99.7	0.0
ARKANSAS	6,574	2.6	97.4	0.0
CALIFORNIA	505,957	0.6	99.4	0.0
COLORADO	10,345	1.8	98.2	0.0
CONNECTICUT	25,770	1.1	98.9	0.0
DELAWARE	4,091	0.5	99.5	0.0
DIST. OF COL.	15,142	0.4	98.6	1.0
FLORIDA	47,222	0.1	99.9	0.0
GEORGIA	36,431	0.5	99.5	0.0
GUAM	2,667	1.0	99.0	0.1
HAWAII	14,629	0.1	99.9	0.0
IDAHO	613	0.0	100.0	0.0
ILLINOIS	100,384	0.8	98.1	1.2
INDIANA	33,749	11.7	88.3	0.0
IOWA	18,947	0.0	100.0	0.0
KANSAS	9,207	0.2	99.8	0.0
KENTUCKY	28,219	0.7	99.3	0.0
LOUISIANA	27,438	0.0	100.0	0.0
MAINE a/	11,676			
MARYLAND	28,503	0.9	99.1	0.0
MASSACHUSETTS	39,484	1.2	98.8	0.0
MICHIGAN	68,702	0.7	99.3	0.0
MINNESOTA	36,131	0.0	100.0	0.0
MISSISSIPPI	8,656	0.0	100.0	0.0
MISSOURI	36,309	1.0	99.0	0.0
MONTANA	4,731	0.6	99.4	0.0
NEBRASKA	9,811	0.4	99.6	0.0
NEVADA	5,216	0.8	99.1	0.1
NEW HAMPSHIRE	5,085	1.8	64.9	33.3
NEW JERSEY	44,944	0.0	100.0	0.0
NEW MEXICO	26,160	0.3	99.6	0.1
NEW YORK	270,105	0.6	99.4	0.0
NORTH CAROLINA a/	32,513			
NORTH DAKOTA	2,379	1.6	98.4	0.0
OHIO	81,195	4.8	95.2	0.0
OKLAHOMA	13,590	0.1	99.9	0.0
OREGON	14,048	14.2	85.8	0.0
PENNSYLVANIA	87,233	0.3	99.7	0.0
PUERTO RICO	39,254	4.0	94.5	1.5
RHODE ISLAND	15,994	1.2	98.8	0.0
SOUTH CAROLINA	10,197	0.6	99.4	0.0
SOUTH DAKOTA	1,692	0.0	98.0	2.0
TENNESSEE	41,590	0.2	99.8	0.0
TEXAS	84,085	0.4	72.0	27.5
UTAH	7,499	0.5	99.5	0.0
VERMONT	6,576	1.3	98.7	0.0
VIRGIN ISLANDS	968	0.3	97.6	2.1
VIRGINIA	24,028	1.8	98.2	0.0
WASHINGTON	59,769	6.0	94.0	0.0
WEST VIRGINIA	11,949	3.7	95.9	0.3
WISCONSIN	8,510	0.2	99.8	0.0
WYOMING	407	0.1	99.9	0.0

NOTE: 'a/'=Data not reported.

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

**TABLE 10:15**

**PERCENT DISTRIBUTION OF TANF ADULT RECIPIENTS  
BY RELATIONSHIP TO THE HEAD OF HOUSEHOLD  
OCTOBER 1998 - SEPTEMBER 1999**

STATE	TOTAL ADULTS	RELATIONSHIP TO HEAD OF HOUSEHOLD							
		HEAD OF HOUSEHOLD	SPOUSE	PARENT	CHILD	GRAND- CHILD	OTHER RELATED	UNRELATED	UNKNOWN
U.S. TOTAL	2,068,024	88.8	7.6	0.1	1.4	0.0	0.4	1.3	0.3
ALABAMA	9,960	98.1	1.8	0.0	0.0	0.0	0.0	0.1	0.0
ALASKA	8,663	82.7	12.5	0.0	0.0	0.0	0.2	4.6	0.0
ARIZONA	23,030	94.2	3.6	0.0	0.7	0.0	0.6	0.8	0.0
ARKANSAS	6,574	96.1	3.1	0.1	0.5	0.0	0.0	0.2	0.0
CALIFORNIA	505,957	81.0	15.2	0.1	0.2	0.0	0.6	2.9	0.0
COLORADO	10,345	93.0	5.9	0.0	0.0	0.0	0.0	0.9	0.1
CONNECTICUT	25,770	98.9	0.9	0.0	0.0	0.0	0.0	0.1	0.0
DELAWARE	4,091	92.9	3.8	0.2	0.5	0.0	0.1	2.4	0.0
DIST. OF COL.	15,142	98.7	1.0	0.0	0.3	0.0	0.0	0.0	0.0
FLORIDA	47,222	98.2	1.1	0.1	0.3	0.2	0.1	0.1	0.0
GEORGIA	36,431	95.5	1.2	0.3	2.7	0.2	0.1	0.0	0.0
GUAM	2,667	92.6	7.1	0.0	0.0	0.0	0.0	0.0	0.3
HAWAII	14,629	97.3	2.6	0.0	0.0	0.0	0.0	0.1	0.0
IDAHO	613	91.0	7.8	0.0	0.0	0.0	0.0	1.3	0.0
ILLINOIS	100,384	97.3	2.2	0.0	0.0	0.0	0.0	0.5	0.0
INDIANA	33,749	94.5	4.0	0.0	0.2	0.0	0.0	1.2	0.0
IOWA	18,947	86.2	8.4	0.3	0.8	0.0	4.2	0.0	0.0
KANSAS	9,207	90.9	6.9	0.0	0.1	0.0	2.1	0.0	0.0
KENTUCKY	28,219	94.0	5.2	0.2	0.1	0.0	0.2	0.2	0.1
LOUISIANA	27,438	97.3	2.7	0.0	0.0	0.0	0.0	0.0	0.0
MAINE	11,676	90.4	8.7	0.0	0.7	0.0	0.0	0.1	0.0
MARYLAND	28,503	82.5	12.2	0.0	0.0	0.0	5.2	0.0	0.0
MASSACHUSETTS	39,484	93.3	6.6	0.0	0.1	0.0	0.0	0.0	0.0
MICHIGAN	68,702	92.2	6.1	0.0	0.1	0.0	0.0	1.5	0.0
MINNESOTA	36,131	89.6	6.1	0.1	0.2	0.0	0.1	3.9	0.1
MISSISSIPPI	8,656	98.7	1.0	0.3	0.0	0.0	0.0	0.0	0.0
MISSOURI	36,309	97.6	2.0	0.0	0.0	0.0	0.0	0.4	0.0
MONTANA	4,731	23.0	3.5	0.0	0.4	0.0	0.1	0.9	72.1
NEBRASKA	9,811	85.6	10.0	1.6	0.0	0.0	0.2	2.5	0.1
NEVADA	5,216	91.4	4.3	0.3	0.0	0.0	0.1	2.6	1.2
NEW HAMPSHIRE	5,085	93.5	4.7	0.3	0.2	0.0	0.1	1.3	0.0
NEW JERSEY	44,944	98.9	0.3	0.0	0.0	0.0	0.0	0.7	0.0
NEW MEXICO	26,160	79.5	16.8	0.0	1.6	0.0	0.8	1.3	0.0
NEW YORK	270,105	85.5	5.3	0.1	7.6	0.2	0.4	1.0	0.0
NORTH CAROLINA	32,513	95.5	2.3	0.4	1.1	0.0	0.1	0.5	0.1
NORTH DAKOTA	2,379	95.0	4.6	0.0	0.0	0.0	0.0	0.4	0.0
OHIO	81,195	91.6	4.7	0.2	1.8	0.0	0.2	1.5	0.0
OKLAHOMA	13,590	97.8	1.7	0.0	0.0	0.0	0.0	0.0	0.5
OREGON	14,048	91.4	0.0	0.0	0.0	0.0	0.0	0.0	8.6
PENNSYLVANIA	87,233	90.1	5.6	0.0	3.0	0.1	0.0	0.7	0.5
PUERTO RICO	39,254	90.9	8.0	0.0	0.9	0.0	0.0	0.0	0.1
RHODE ISLAND	15,994	94.9	3.6	0.0	0.0	0.0	0.0	1.4	0.0
SOUTH CAROLINA	10,197	94.4	4.9	0.0	0.0	0.0	0.0	0.7	0.0
SOUTH DAKOTA	1,692	98.3	1.2	0.4	0.0	0.0	0.1	0.0	0.0
TENNESSEE	41,590	97.2	2.4	0.1	0.1	0.1	0.0	0.0	0.2
TEXAS	84,085	93.2	6.8	0.0	0.0	0.0	0.0	0.0	0.0
UTAH	7,499	95.0	5.0	0.0	0.0	0.0	0.0	0.0	0.0
VERMONT	6,576	85.2	9.4	0.0	0.8	0.0	0.0	4.6	0.0
VIRGIN ISLANDS	968	94.9	1.2	0.2	2.6	0.0	0.4	0.6	0.0
VIRGINIA	24,028	89.2	7.4	2.2	0.4	0.1	0.1	0.6	0.0
WASHINGTON	59,769	84.9	12.9	0.0	0.0	0.0	0.0	2.2	0.0
WEST VIRGINIA	11,949	73.8	16.5	2.2	1.8	0.0	0.9	5.0	0.0
WISCONSIN	8,510	96.3	1.4	0.0	0.8	0.0	0.0	1.5	0.0
WYOMING	407	85.9	8.3	0.0	0.0	0.0	4.6	1.2	0.0

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

**TABLE 10:16**

**PERCENT DISTRIBUTION OF TANF ADULT RECIPIENTS  
WITH TEEN PARENT STATUS IN THE FAMILY  
OCTOBER 1998 - SEPTEMBER 1999**

STATE	TOTAL ADULTS	TEEN PARENT STATUS		
		YES	NO	UNKNOWN
U.S. TOTAL	2,068,024	4.2	95.3	0.5
ALABAMA	9,960	0.3	99.7	0.0
ALASKA	8,663	3.5	89.6	6.9
ARIZONA	23,030	0.5	99.5	0.0
ARKANSAS	6,574	8.7	91.2	0.1
CALIFORNIA	505,957	4.0	96.0	0.0
COLORADO	10,345	0.1	99.9	0.0
CONNECTICUT	25,770	8.1	91.9	0.0
DELAWARE	4,091	8.0	92.0	0.0
DIST. OF COL.	15,142	1.6	97.1	1.3
FLORIDA	47,222	7.3	92.7	0.0
GEORGIA	36,431	7.5	92.5	0.0
GUAM	2,667	0.0	0.3	99.7
HAWAII	14,629	4.5	95.5	0.0
IDAHO	613	0.4	99.6	0.0
ILLINOIS	100,384	3.6	95.4	1.0
INDIANA	33,749	7.1	92.9	0.0
IOWA	18,947	1.9	98.1	0.0
KANSAS	9,207	10.1	89.9	0.0
KENTUCKY	28,219	4.2	95.8	0.0
LOUISIANA	27,438	0.0	100.0	0.0
MAINE	11,676	3.7	96.3	0.0
MARYLAND	28,503	6.1	93.6	0.3
MASSACHUSETTS	39,484	6.0	94.0	0.0
MICHIGAN	68,702	2.8	97.2	0.0
MINNESOTA	36,131	4.1	95.9	0.0
MISSISSIPPI	8,656	8.6	91.4	0.0
MISSOURI	36,309	9.1	90.9	0.0
MONTANA	4,731	0.0	100.0	0.0
NEBRASKA	9,811	5.1	94.9	0.0
NEVADA	5,216	4.0	95.9	0.1
NEW HAMPSHIRE	5,085	3.6	14.9	81.4
NEW JERSEY	44,944	4.9	95.1	0.0
NEW MEXICO	26,160	1.6	98.3	0.1
NEW YORK	270,105	1.3	98.7	0.0
NORTH CAROLINA	32,513	0.2	99.8	0.0
NORTH DAKOTA	2,379	5.0	95.0	0.0
OHIO	81,195	7.3	92.7	0.0
OKLAHOMA	13,590	0.1	99.9	0.0
OREGON	14,048	9.0	91.0	0.0
PENNSYLVANIA	87,233	5.5	94.5	0.0
PUERTO RICO	39,254	0.3	98.2	1.5
RHODE ISLAND	15,994	4.9	95.1	0.0
SOUTH CAROLINA	10,197	7.8	92.1	0.1
SOUTH DAKOTA	1,692	5.9	94.1	0.0
TENNESSEE	41,590	5.3	94.7	0.0
TEXAS	84,085	7.2	92.8	0.0
UTAH	7,499	0.0	100.0	0.0
VERMONT	6,576	5.4	94.6	0.0
VIRGIN ISLANDS	968	1.3	96.7	2.0
VIRGINIA	24,028	5.3	94.7	0.0
WASHINGTON	59,769	5.1	94.9	0.0
WEST VIRGINIA	11,949	5.0	93.1	1.9
WISCONSIN	8,510	10.1	89.9	0.0
WYOMING	407	0.0	100.0	0.0

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

**TABLE 10:17**

**PERCENT DISTRIBUTION OF TANF ADULT RECIPIENTS BY EDUCATIONAL LEVEL  
OCTOBER 1998 - SEPTEMBER 1999**

STATE	TOTAL ADULTS	YEARS OF EDUCATION				
		1-6	7-9	10-11	12 AND OVER	UNKNOWN*
U.S. TOTAL	2,068,024	4.6	10.9	28.0	45.4	11.2
ALABAMA	9,960	0.9	19.5	29.0	50.6	0.1
ALASKA	8,663	0.3	4.3	6.8	20.2	68.4
ARIZONA	23,030	2.1	15.9	28.6	51.4	1.9
ARKANSAS	6,574	1.1	9.1	32.1	56.6	1.1
CALIFORNIA	505,957	10.8	9.9	26.6	42.2	10.5
COLORADO	10,345	1.2	10.1	23.3	48.5	16.8
CONNECTICUT	25,770	3.6	17.0	27.5	51.2	0.7
DELAWARE	4,091	0.0	0.0	0.2	0.3	99.5
DIST. OF COL.	15,142	1.4	8.0	16.1	26.3	48.2
FLORIDA	47,222	0.0	0.0	24.7	30.7	44.6
GEORGIA	36,431	0.5	6.2	10.5	24.5	58.2
GUAM	2,667	40.0	0.0	0.0	3.3	56.7
HAWAII	14,629	4.4	4.7	17.3	73.6	0.0
IDAHO	613	0.3	6.0	9.0	14.4	70.4
ILLINOIS	100,384	1.6	2.7	44.9	18.9	31.8
INDIANA	33,749	1.0	13.3	66.6	18.9	0.1
IOWA	18,947	1.2	14.2	3.6	55.1	26.0
KANSAS	9,207	1.2	12.1	24.1	55.3	7.2
KENTUCKY	28,219	1.7	18.8	22.8	34.0	22.7
LOUISIANA	27,438	0.6	13.6	27.0	37.7	21.0
MAINE	11,676	0.3	12.2	15.4	65.5	6.5
MARYLAND	28,503	0.2	3.0	7.0	12.4	77.3
MASSACHUSETTS	39,484	2.6	12.5	28.8	55.9	0.3
MICHIGAN	68,702	1.2	8.9	37.3	52.1	0.5
MINNESOTA	36,131	2.8	8.2	24.8	56.9	7.3
MISSISSIPPI	8,656	1.0	15.5	29.7	53.6	0.1
MISSOURI	36,309	0.5	13.2	35.3	51.0	0.0
MONTANA	4,731	0.6	12.2	22.7	64.5	0.0
NEBRASKA	9,811	0.9	3.5	9.2	61.5	24.9
NEVADA	5,216	1.1	6.5	37.3	39.1	16.0
NEW HAMPSHIRE	5,085	0.1	7.8	11.5	75.7	4.9
NEW JERSEY	44,944	2.6	14.3	30.7	51.9	0.5
NEW MEXICO	26,160	4.0	9.1	25.4	61.5	0.0
NEW YORK	270,105	3.1	9.2	30.2	52.6	4.9
NORTH CAROLINA	32,513	1.0	13.5	28.4	56.1	1.0
NORTH DAKOTA	2,379	1.2	11.8	18.5	68.1	0.4
OHIO	81,195	1.4	12.8	32.3	48.8	4.8
OKLAHOMA	13,590	0.4	10.6	25.2	63.0	0.9
OREGON	14,048	2.2	10.0	24.2	52.4	11.3
PENNSYLVANIA	87,233	2.7	9.3	29.3	58.7	0.0
PUERTO RICO	39,254	11.9	24.0	14.3	38.9	10.9
RHODE ISLAND	15,994	3.2	15.1	23.2	54.5	4.0
SOUTH CAROLINA	10,197	1.2	14.8	27.7	55.9	0.4
SOUTH DAKOTA	1,692	0.1	10.3	24.4	65.1	0.2
TENNESSEE	41,590	0.9	14.7	29.4	44.8	10.3
TEXAS	84,085	7.6	21.7	24.4	43.8	2.4
UTAH	7,499	1.1	7.7	24.8	51.7	14.6
VERMONT	6,576	0.8	13.2	20.6	64.2	1.2
VIRGIN ISLANDS	968	6.3	29.1	23.8	33.7	7.1
VIRGINIA	24,028	2.1	16.3	29.6	50.5	1.5
WASHINGTON	59,769	4.2	12.0	24.5	56.5	2.7
WEST VIRGINIA	11,949	1.3	21.6	25.3	49.2	2.6
WISCONSIN	8,510	0.6	10.6	43.8	31.2	13.7
WYOMING	407	1.3	8.1	17.2	72.5	1.0

NOTE: '\*' = Including no formal education.

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

TABLE 10:18

**PERCENT DISTRIBUTION OF TANF ADULT RECIPIENTS BY CITIZENSHIP STATUS  
OCTOBER 1998 - SEPTEMBER 1999**

<b>STATE</b>	<b>TOTAL ADULTS</b>	<b>U.S. CITIZEN</b>	<b>NONCITIZEN</b>	<b>UNKNOWN</b>
U.S. TOTAL	2,068,024	87.9	11.7	0.4
ALABAMA	9,960	100.0	0.0	0.0
ALASKA	8,663	88.3	4.9	6.9
ARIZONA	23,030	93.6	6.3	0.1
ARKANSAS	6,574	87.2	11.4	1.4
CALIFORNIA	505,957	71.9	28.0	0.1
COLORADO	10,345	99.4	0.6	0.0
CONNECTICUT	25,770	96.3	3.7	0.0
DELAWARE	4,091	99.2	0.8	0.0
DIST. OF COL.	15,142	99.9	0.1	0.0
FLORIDA	47,222	85.5	14.5	0.0
GEORGIA	36,431	99.3	0.7	0.0
GUAM	2,667	80.2	19.8	0.0
HAWAII	14,629	97.5	2.5	0.0
IDAHO	613	94.9	5.1	0.0
ILLINOIS	100,384	98.1	1.8	0.2
INDIANA	33,749	99.4	0.6	0.0
IOWA	18,947	99.9	0.1	0.0
KANSAS	9,207	97.7	2.3	0.0
KENTUCKY	28,219	98.9	1.1	0.0
LOUISIANA	27,438	99.6	0.4	0.0
MAINE	11,676	98.8	1.2	0.0
MARYLAND	28,503	97.1	2.9	0.0
MASSACHUSETTS	39,484	86.1	13.9	0.0
MICHIGAN	68,702	97.5	2.5	0.0
MINNESOTA	36,131	86.0	11.9	2.1
MISSISSIPPI	8,656	99.8	0.2	0.0
MISSOURI	36,309	98.9	1.0	0.2
MONTANA	4,731	99.4	0.6	0.0
NEBRASKA	9,811	92.3	7.7	0.0
NEVADA	5,216	96.1	3.9	0.0
NEW HAMPSHIRE	5,085	93.6	3.2	3.2
NEW JERSEY	44,944	98.0	0.0	2.0
NEW MEXICO	26,160	93.7	6.2	0.0
NEW YORK	270,105	82.0	16.1	1.8
NORTH CAROLINA	32,513	99.6	0.3	0.2
NORTH DAKOTA	2,379	97.4	2.6	0.0
OHIO	81,195	98.6	1.4	0.0
OKLAHOMA	13,590	98.7	0.7	0.6
OREGON a/	14,048			
PENNSYLVANIA	87,233	96.1	3.9	0.0
PUERTO RICO	39,254	99.1	0.3	0.6
RHODE ISLAND	15,994	85.4	14.6	0.0
SOUTH CAROLINA	10,197	99.5	0.3	0.2
SOUTH DAKOTA	1,692	100.0	0.0	0.0
TENNESSEE	41,590	99.5	0.5	0.0
TEXAS	84,085	91.3	8.7	0.0
UTAH	7,499	97.1	2.9	0.0
VERMONT	6,576	98.8	1.2	0.0
VIRGIN ISLANDS	968	91.2	7.0	1.7
VIRGINIA	24,028	96.0	4.0	0.0
WASHINGTON	59,769	85.4	14.6	0.0
WEST VIRGINIA	11,949	98.8	0.5	0.7
WISCONSIN	8,510	100.0	0.0	0.0
WYOMING	407	99.7	0.3	0.0

NOTE: "a/" = Data not reported.

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

TABLE 10:19

PERCENT DISTRIBUTION OF TANF ADULT RECIPIENTS BY WORK EXEMPTION STATUS  
OCTOBER 1998 - SEPTEMBER 1999

STATE	TOTAL ADULTS	CHILD UNDER REQUIRED	12 MONTHS	SANCTION	WORK EXEMPTION STATUS				
					TRIBAL WORK	DISABLED/ OTHER	TEEN PARENT IN EDUCATION	NOT APPLICABLE	UNKNOWN
U.S. TOTAL	2,068,024	55.2	9.2	3.1	0.4	13.9	17.2	0.8	0.2
ALABAMA	9,960	23.6	18.6	10.3	0.0	4.4	34.2	8.9	0.0
ALASKA	8,663	56.8	4.0	0.5	13.1	6.5	11.6	0.6	6.9
ARIZONA	23,030	23.7	2.8	1.3	8.5	0.0	63.7	0.0	0.0
ARKANSAS	6,574	62.5	7.4	0.3	0.0	23.0	6.5	0.2	0.1
CALIFORNIA	505,957	44.5	8.5	2.0	0.0	18.6	26.3	0.1	0.0
COLORADO	10,345	64.1	12.5	2.7	0.0	2.2	18.6	0.0	0.0
CONNECTICUT	25,770	71.1	8.8	2.6	0.0	11.8	5.7	0.0	0.0
DELAWARE	4,091	50.0	0.9	7.9	0.0	9.8	21.8	9.7	0.0
DIST. OF COL.	15,142	64.0	14.0	0.4	0.1	5.7	15.6	0.2	0.1
FLORIDA	47,222	61.3	14.6	9.6	0.0	1.8	12.7	0.0	0.0
GEORGIA	36,431	33.5	20.0	0.1	0.0	0.1	46.3	0.0	0.0
GUAM	2,667	61.2	21.0	0.0	0.0	5.1	12.6	0.0	0.1
HAWAII	14,629	76.5	6.2	1.7	0.0	0.0	0.3	15.3	0.0
IDAHO	613	65.5	13.2	0.0	0.0	0.0	21.3	0.0	0.0
ILLINOIS	100,384	62.2	11.1	2.1	0.0	0.0	24.6	0.1	0.0
INDIANA	33,749	42.2	14.4	4.0	0.0	25.9	13.3	0.0	0.1
IOWA	18,947	54.7	12.9	1.9	0.0	9.5	21.1	0.0	0.0
KANSAS	9,207	48.6	21.8	0.0	0.0	22.3	7.3	0.0	0.0
KENTUCKY	28,219	67.8	12.6	4.3	0.0	1.2	14.1	0.0	0.0
LOUISIANA	27,438	36.2	14.1	3.7	0.0	6.0	40.1	0.0	0.0
MAINE	11,676	55.6	6.1	0.6	0.1	5.2	32.4	0.0	0.0
MARYLAND	28,503	61.6	16.0	0.0	0.0	5.4	16.9	0.0	0.0
MASSACHUSETTS	39,484	44.5	15.5	0.0	0.0	29.6	10.4	0.0	0.0
MICHIGAN	68,702	54.1	9.0	0.9	0.0	17.1	18.9	0.0	0.0
MINNESOTA	36,131	67.8	6.3	6.1	6.3	8.8	4.8	0.0	0.0
MISSISSIPPI	8,656	55.6	19.5	0.0	0.1	21.3	3.5	0.0	0.0
MISSOURI	36,309	71.8	16.4	3.9	0.0	5.6	2.2	0.0	0.0
MONTANA	4,731	75.5	0.0	5.3	12.8	0.0	1.6	4.8	0.0
NEBRASKA	9,811	84.9	3.5	0.8	0.0	10.8	0.0	0.0	0.0
NEVADA	5,216	67.6	17.2	3.0	0.0	0.0	6.6	4.6	1.0
NEW HAMPSHIRE	5,085	39.0	12.7	3.4	0.0	30.5	13.0	1.3	0.1
NEW JERSEY	44,944	63.9	10.4	5.4	0.0	4.4	16.0	0.0	0.0
NEW MEXICO	26,160	79.8	8.0	4.3	1.6	5.9	0.0	0.4	0.0
NEW YORK	270,105	60.0	5.5	6.3	0.0	14.7	13.5	0.0	0.0
NORTH CAROLINA	32,513	68.0	16.6	9.4	0.2	0.0	5.9	0.0	0.0
NORTH DAKOTA	2,379	37.1	7.6	8.0	17.1	7.3	19.0	4.0	0.0
OHIO	81,195	70.5	11.2	0.9	0.0	1.1	16.2	0.0	0.0
OKLAHOMA	13,590	32.1	15.2	0.0	0.0	0.0	42.3	0.0	10.4
OREGON	14,048	82.3	0.0	2.4	0.0	14.2	1.1	0.0	0.0
PENNSYLVANIA	87,233	65.8	7.5	2.3	0.0	18.1	0.0	6.2	0.0
PUERTO RICO	39,254	73.6	1.1	1.1	0.2	11.2	11.8	0.5	0.5
RHODE ISLAND	15,994	65.8	13.6	1.0	0.0	2.4	14.6	2.7	0.0
SOUTH CAROLINA	10,197	57.5	9.4	0.5	0.0	30.0	2.6	0.0	0.0
SOUTH DAKOTA	1,692	65.4	15.7	6.2	0.0	0.6	12.1	0.0	0.0
TENNESSEE	41,590	69.0	0.0	0.7	0.0	17.1	13.2	0.0	0.0
TEXAS	84,085	29.8	9.2	6.0	0.0	48.9	6.1	0.0	0.0
UTAH	7,499	51.3	21.8	5.0	1.5	0.0	16.5	1.7	2.3
VERMONT	6,576	21.1	4.6	0.0	0.0	0.0	1.3	73.0	0.0
VIRGIN ISLANDS	968	75.6	0.9	0.3	0.3	12.7	0.7	9.2	0.2
VIRGINIA	24,028	49.1	0.7	0.5	0.0	47.7	2.0	0.0	0.0
WASHINGTON	59,769	73.3	8.1	3.1	0.2	5.6	7.9	1.8	0.0
WEST VIRGINIA	11,949	59.0	5.1	1.6	0.2	17.5	6.1	2.6	7.9
WISCONSIN	8,510	28.6	22.4	6.7	0.0	2.2	38.1	2.1	0.0
WYOMING	407	53.5	4.1	6.5	24.2	11.7	0.0	0.0	0.0

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

**TABLE 10:19.1**

**PERCENT DISTRIBUTION OF TANF ADULT RECIPIENTS PARTICIPATING IN WORK ACTIVITIES \*  
OCTOBER 1998 - SEPTEMBER 1999**

STATE	TOTAL ADULTS	WORK PARTICIPATION ?		TYPE OF WORK PARTICIPATION ACTIVITIES			
		NO	YES	UNSUBSIDIZED EMPLOYMENT	JOB SEARCH	WORK ** PREPARATION	JOB TRAINING/ EDUCATION
U.S. TOTAL	2,068,024	57.6	42.4	27.7	5.9	6.2	5.9
ALABAMA	9,960	67.5	32.5	20.0	5.6	2.9	7.8
ALASKA	8,663	54.3	45.7	33.2	8.1	4.6	6.7
ARIZONA	23,030	56.4	43.5	37.5	7.0	4.6	3.9
ARKANSAS	6,574	64.2	35.8	11.7	7.2	5.9	11.2
CALIFORNIA	505,957	47.1	52.9	42.0	5.0	2.3	4.3
COLORADO	10,345	57.5	42.5	22.5	3.9	9.4	14.7
CONNECTICUT	25,770	46.5	53.5	45.3	4.1	0.7	4.1
DELAWARE	4,091	69.5	30.5	27.5	6.5	0.0	0.1
DIST. OF COL.	15,142	64.7	35.3	26.5	4.8	6.8	1.2
FLORIDA	47,222	64.9	35.1	21.8	2.2	5.8	8.0
GEORGIA	36,431	78.8	21.2	9.0	1.2	6.5	6.9
GUAM	2,667	89.5	10.5	1.9	0.0	8.5	0.0
HAWAII	14,629	65.3	34.7	28.0	4.3	7.8	2.7
IDAHO	613	14.2	85.8	27.6	32.8	8.2	25.9
ILLINOIS	100,384	42.9	57.1	42.7	3.4	5.0	6.6
INDIANA	33,749	59.7	40.3	36.0	4.0	0.4	3.2
IOWA	18,947	39.5	60.5	55.3	1.0	0.8	9.1
KANSAS	9,207	40.0	60.0	32.7	27.1	8.8	6.5
KENTUCKY	28,219	61.7	38.3	24.7	1.0	8.1	7.3
LOUISIANA	27,438	67.5	32.5	22.7	1.6	5.0	6.5
MAINE	11,676	40.4	59.6	36.1	22.6	7.0	8.7
MARYLAND	28,503	76.1	23.9	7.9	11.1	2.9	3.7
MASSACHUSETTS	39,484	67.6	32.4	20.6	1.5	2.6	9.4
MICHIGAN	68,702	51.7	48.3	37.7	11.7	0.6	0.4
MINNESOTA	36,131	78.9	21.1	14.6	2.1	0.1	5.2
MISSISSIPPI	8,656	69.4	30.6	19.1	4.9	7.3	2.4
MISSOURI	36,309	70.7	29.3	10.1	3.9	4.5	8.0
MONTANA	4,731	9.2	90.8	14.1	89.8	43.8	9.2
NEBRASKA	9,811	36.8	63.2	29.5	21.8	1.4	22.8
NEVADA	5,216	47.9	52.1	21.6	21.8	4.2	6.8
NEW HAMPSHIRE	5,085	63.8	36.2	21.1	6.0	0.9	8.1
NEW JERSEY	44,944	59.6	40.4	15.4	9.3	16.4	9.4
NEW MEXICO	26,160	69.2	30.8	28.2	0.0	1.6	1.4
NEW YORK	270,105	67.3	32.7	17.5	2.3	12.8	4.0
NORTH CAROLINA	32,513	80.5	19.3	13.1	1.7	1.7	5.6
NORTH DAKOTA	2,379	67.1	32.9	15.8	5.4	10.7	5.4
OHIO	81,195	39.9	60.1	26.9	4.8	22.5	12.2
OKLAHOMA	13,590	53.4	46.6	20.6	13.8	3.3	8.9
OREGON	14,048	45.9	54.1	7.6	13.3	6.2	9.5
PENNSYLVANIA	87,233	65.2	34.8	27.7	5.0	1.2	3.2
PUERTO RICO	39,254	78.0	22.0	2.1	9.5	3.8	7.0
RHODE ISLAND	15,994	60.5	39.5	26.2	3.4	1.1	12.5
SOUTH CAROLINA	10,197	51.0	49.0	26.3	13.1	1.5	15.4
SOUTH DAKOTA	1,692	41.8	58.2	16.0	6.5	33.3	8.8
TENNESSEE	41,590	52.0	48.0	20.9	11.3	8.3	20.7
TEXAS	84,085	87.6	12.4	4.8	5.2	1.2	1.9
UTAH	7,499	42.3	57.7	26.8	30.6	0.2	13.2
VERMONT	6,576	54.9	45.1	26.6	11.7	2.6	12.7
VIRGIN ISLANDS	968	64.6	35.4	0.4	2.4	5.9	26.6
VIRGINIA	24,028	58.4	41.6	31.2	12.9	3.4	2.1
WASHINGTON	59,769	39.9	60.1	33.5	13.8	12.9	6.7
WEST VIRGINIA	11,949	68.0	32.0	7.8	5.5	16.5	5.6
WISCONSIN	8,510	12.3	87.7	27.4	38.8	71.8	33.9
WYOMING	407	47.5	52.5	16.1	21.0	23.7	9.7

NOTES: \*\* = Some participated in 2 or 3 work activities.

\*\*\* = Subsidized jobs, on-the-job training, work experience, or community services.

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

**TABLE 10:19.2**

**PERCENT DISTRIBUTION OF TANF ADULT RECIPIENTS  
BY THE AVERAGE NUMBER OF HOURS PER WEEK PARTICIPATING IN WORK ACTIVITIES  
OCTOBER 1998 - SEPTEMBER 1999**

STATE	TOTAL ADULTS	AVERAGE HOURS PER WEEK OF PARTICIPATION				
		NONE	01-10	11-20	21-30	OVER 30
U.S. TOTAL	2,068,024	57.6	4.8	7.6	12.6	17.5
ALABAMA	9,960	67.5	1.1	3.2	12.7	15.5
ALASKA	8,663	54.3	4.2	5.8	12.4	23.3
ARIZONA	23,030	56.4	9.5	7.9	6.8	19.2
ARKANSAS	6,574	64.2	3.4	4.7	22.2	5.4
CALIFORNIA	505,957	47.1	8.5	9.6	8.9	25.8
COLORADO	10,345	57.5	4.8	6.3	16.1	15.3
CONNECTICUT	25,770	46.5	4.5	11.4	20.8	16.8
DELAWARE	4,091	69.5	5.2	5.6	7.5	11.7
DIST. OF COL.	15,142	64.7	5.5	7.5	6.4	15.9
FLORIDA	47,222	64.9	4.2	6.6	16.0	8.4
GEORGIA	36,431	78.8	2.2	4.5	7.2	7.3
GUAM	2,667	89.5	0.3	1.3	3.1	5.8
HAWAII	14,629	65.3	4.5	7.6	9.0	13.7
IDAHO	613	14.2	12.2	13.5	31.9	28.3
ILLINOIS	100,384	42.9	0.5	6.6	29.5	20.4
INDIANA	33,749	59.7	4.9	5.7	17.6	12.2
IOWA	18,947	39.5	3.9	11.8	15.4	29.4
KANSAS	9,207	40.0	4.9	6.2	19.1	29.8
KENTUCKY	28,219	61.7	2.1	6.2	19.2	10.8
LOUISIANA	27,438	67.5	3.4	4.4	15.0	9.8
MAINE	11,676	40.4	2.8	6.6	31.9	18.3
MARYLAND	28,503	76.1	7.7	8.1	4.4	3.7
MASSACHUSETTS	39,484	67.6	3.3	12.1	10.3	6.6
MICHIGAN	68,702	51.7	2.6	8.8	21.5	15.3
MINNESOTA	36,131	78.9	4.8	7.7	3.6	4.9
MISSISSIPPI	8,656	69.4	4.4	6.2	9.7	10.3
MISSOURI	36,309	70.7	4.1	2.6	12.7	9.9
MONTANA	4,731	9.2	12.0	1.6	30.7	46.4
NEBRASKA	9,811	36.8	4.4	12.2	18.5	28.1
NEVADA	5,216	47.9	18.2	5.5	10.9	17.5
NEW HAMPSHIRE	5,085	63.8	3.7	6.6	13.6	12.2
NEW JERSEY	44,944	59.6	5.4	7.5	9.7	17.8
NEW MEXICO	26,160	69.2	3.2	4.1	8.7	14.9
NEW YORK	270,105	67.3	1.0	4.8	13.3	13.5
NORTH CAROLINA	32,513	80.5	2.1	3.4	3.5	10.4
NORTH DAKOTA	2,379	67.1	5.0	6.8	12.8	8.4
OHIO	81,195	39.9	4.6	4.7	21.2	29.6
OKLAHOMA	13,590	53.4	3.1	5.1	17.6	20.8
OREGON	14,048	45.9	20.9	14.9	7.7	10.6
PENNSYLVANIA	87,233	65.2	7.0	10.2	9.1	8.5
PUERTO RICO	39,254	78.0	0.2	2.3	16.4	3.0
RHODE ISLAND	15,994	60.5	3.8	10.7	10.2	14.9
SOUTH CAROLINA	10,197	51.0	4.2	4.2	14.5	26.2
SOUTH DAKOTA	1,692	41.8	6.9	20.7	20.1	10.6
TENNESSEE	41,590	52.0	1.9	13.9	0.9	31.2
TEXAS	84,085	87.6	1.2	0.9	5.2	5.1
UTAH	7,499	42.3	10.2	15.3	12.4	19.9
VERMONT	6,576	54.9	9.6	13.8	10.6	11.0
VIRGIN ISLANDS	968	64.6	0.4	14.9	14.3	5.8
VIRGINIA	24,028	58.4	3.9	7.8	12.8	17.1
WASHINGTON	59,769	39.9	9.1	18.0	14.8	18.2
WEST VIRGINIA	11,949	68.0	4.1	6.3	12.0	9.6
WISCONSIN	8,510	12.3	5.4	8.9	17.8	55.7
WYOMING	407	47.5	6.5	5.7	8.1	32.3

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

TABLE 10:20

PERCENT DISTRIBUTION OF TANF ADULT RECIPIENTS BY EMPLOYMENT STATUS  
OCTOBER 1998 - SEPTEMBER 1999

STATE	TOTAL ADULTS	EMPLOYMENT STATUS			
		EMPLOYED	UNEMPLOYED*	NOT IN LABOR FORCE**	UNKNOWN
U.S. TOTAL	2,068,024	27.6	43.9	25.5	3.0
ALABAMA	9,960	20.1	51.2	28.6	0.0
ALASKA	8,663	37.5	62.3	0.2	0.0
ARIZONA	23,030	34.1	6.4	59.5	0.0
ARKANSAS	6,574	13.8	41.7	44.4	0.1
CALIFORNIA	505,957	42.8	25.8	25.4	6.0
COLORADO	10,345	24.0	58.2	16.8	1.1
CONNECTICUT	25,770	41.6	43.5	14.8	0.0
DELAWARE	4,091	30.1	23.3	46.6	0.0
DIST. OF COL.	15,142	24.7	55.0	20.3	0.0
FLORIDA	47,222	22.8	9.0	68.2	0.0
GEORGIA	36,431	16.1	65.4	18.6	0.0
GUAM	2,667	2.3	97.7	0.0	0.0
HAWAII	14,629	24.4	56.3	19.3	0.0
IDAHO	613	28.2	59.4	12.4	0.0
ILLINOIS	100,384	43.1	56.9	0.0	0.0
INDIANA	33,749	21.4	48.9	29.7	0.0
IOWA	18,947	31.5	67.0	1.5	0.0
KANSAS	9,207	19.9	48.4	31.7	0.0
KENTUCKY	28,219	17.5	70.8	11.8	0.0
LOUISIANA	27,438	22.4	60.8	16.8	0.0
MAINE	11,676	28.4	62.3	9.3	0.0
MARYLAND	28,503	7.3	75.6	17.1	0.0
MASSACHUSETTS	39,484	19.7	36.7	43.6	0.0
MICHIGAN	68,702	44.7	30.5	24.8	0.0
MINNESOTA	36,131	14.6	85.4	0.0	0.0
MISSISSIPPI	8,656	11.0	49.8	39.3	0.0
MISSOURI	36,309	12.1	44.0	43.9	0.0
MONTANA	4,731	14.7	85.3	0.0	0.0
NEBRASKA	9,811	15.4	84.6	0.0	0.0
NEVADA	5,216	22.5	53.5	24.0	0.0
NEW HAMPSHIRE	5,085	21.5	9.4	67.8	1.3
NEW JERSEY	44,944	13.3	81.9	4.8	0.0
NEW MEXICO	26,160	22.1	0.6	77.3	0.0
NEW YORK	270,105	17.5	62.3	20.2	0.0
NORTH CAROLINA	32,513	13.2	1.3	0.0	85.5
NORTH DAKOTA	2,379	16.1	70.4	8.3	5.2
OHIO	81,195	26.9	66.8	6.3	0.0
OKLAHOMA	13,590	25.3	65.5	9.2	0.0
OREGON	14,048	6.9	93.1	0.0	0.0
PENNSYLVANIA	87,233	27.7	72.3	0.0	0.0
PUERTO RICO	39,254	6.9	58.5	34.0	0.6
RHODE ISLAND	15,994	27.5	56.4	16.1	0.0
SOUTH CAROLINA	10,197	23.3	37.2	39.5	0.0
SOUTH DAKOTA	1,692	21.5	78.0	0.5	0.0
TENNESSEE	41,590	27.5	30.7	41.8	0.0
TEXAS	84,085	6.4	7.4	86.2	0.0
UTAH	7,499	27.7	4.9	43.4	24.0
VERMONT	6,576	27.0	44.8	28.2	0.0
VIRGIN ISLANDS	968	1.1	83.7	15.0	0.2
VIRGINIA	24,028	30.0	10.4	59.6	0.0
WASHINGTON	59,769	34.2	23.1	42.7	0.0
WEST VIRGINIA	11,949	9.0	56.7	26.8	7.5
WISCONSIN	8,510	11.7	88.3	0.0	0.0
WYOMING	407	15.2	84.8	0.0	0.0

NOTES: \*\* = Unemployed, looking for work.

\*\*\* = Unemployed, not looking for work (includes discouraged workers).

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

TABLE 10:21

TANF ADULT RECIPIENTS BY TYPE OF NON-TANF INCOME  
OCTOBER 1998 - SEPTEMBER 1999

STATE	TOTAL ADULTS	ALL INCOMES	MONTHLY AVERAGE	EARNED INCOME	MONTHLY AVERAGE	UNEARNED INCOME	MONTHLY AVERAGE
U.S. TOTAL	2,068,024	30.1 %	\$539.10	25.2 %	\$597.97	6.4 %	\$232.53
ALABAMA	9,960	7.1	66.08	0.4	225.86	6.6	55.92
ALASKA	8,663	45.5	594.81	35.6	640.63	14.7	292.40
ARIZONA	23,030	c/		11.2	382.61	b/	
ARKANSAS	6,574	c/		12.4	497.98	b/	
CALIFORNIA	505,957	41.3	662.38	39.3	665.91	4.1	300.24
COLORADO a/	10,345						
CONNECTICUT	25,770	52.0	539.69	42.5	622.13	17.2	94.99
DELAWARE	4,091	36.4	529.75	22.9	678.39	17.8	207.66
DIST. OF COL.	15,142	24.4	526.53	22.6	524.49	2.7	364.58
FLORIDA	47,222	17.6	487.38	15.6	509.72	2.2	289.46
GEORGIA	36,431	23.1	291.39	15.8	352.00	8.5	138.33
GUAM	2,667	12.1	244.62	2.7	467.01	9.5	177.15
HAWAII	14,629	25.9	551.64	23.9	570.87	3.1	197.61
IDAHO	613	15.5	227.56	12.1	253.29	4.1	112.14
ILLINOIS	100,384	45.2	633.61	42.6	649.97	2.8	331.96
INDIANA	33,749	33.9	579.67	20.1	660.16	14.8	435.45
IOWA	18,947	33.8	580.48	32.4	594.49	2.1	203.17
KANSAS	9,207	28.3	303.19	19.8	385.32	11.3	90.46
KENTUCKY	28,219	19.9	355.97	17.5	383.57	2.9	136.28
LOUISIANA	27,438	37.6	454.11	22.0	623.56	18.2	186.30
MAINE	11,676	30.4	617.00	27.9	633.01	3.0	381.04
MARYLAND	28,503	8.3	327.88	5.8	392.30	2.6	172.01
MASSACHUSETTS	39,484	22.8	541.20	20.4	576.51	2.6	221.45
MICHIGAN	68,702	45.4	589.23	41.0	627.07	6.4	168.37
MINNESOTA	36,131	13.5	413.95	11.7	418.16	1.9	369.10
MISSISSIPPI	8,656	67.6	303.52	18.4	569.26	65.3	154.44
MISSOURI	36,309	12.8	489.83	9.7	512.29	3.6	367.26
MONTANA	4,731	24.8	334.90	14.5	421.45	11.5	199.00
NEBRASKA	9,811	22.0	349.56	15.4	438.54	7.6	124.99
NEVADA	5,216	43.1	419.04	20.5	755.46	26.6	97.75
NEW HAMPSHIRE	5,085	36.5	458.53	17.3	612.27	22.3	277.65
NEW JERSEY	44,944	13.7	596.83	13.0	617.18	0.8	176.21
NEW MEXICO	26,160	35.1	523.19	27.9	610.78	9.7	135.76
NEW YORK	270,105	26.4	409.46	15.1	615.39	13.8	109.44
NORTH CAROLINA	32,513	20.2	405.43	13.2	499.25	7.9	208.99
NORTH DAKOTA	2,379	c/		23.9	618.38	b/	
OHIO	81,195	c/		23.0	623.52	a/	
OKLAHOMA	13,590	26.0	632.45	25.0	644.80	1.4	259.32
OREGON	14,048	c/		9.8	351.59	b/	
PENNSYLVANIA	87,233	28.3	542.78	26.3	560.67	2.6	234.88
PUERTO RICO	39,254	4.9	378.38	4.0	440.62	0.9	86.13
RHODE ISLAND	15,994	28.4	589.01	25.4	631.46	3.7	189.84
SOUTH CAROLINA	10,197	32.0	455.36	19.8	610.91	13.8	180.39
SOUTH DAKOTA	1,692	11.9	216.66	10.1	230.36	2.0	121.83
TENNESSEE	41,590	27.3	694.51	27.2	694.29	0.2	500.00
TEXAS	84,085	6.4	579.64	6.1	606.45	0.4	64.99
UTAH	7,499	c/		23.0	651.72	b/	
VERMONT	6,576	29.1	507.22	26.3	516.80	3.7	304.49
VIRGIN ISLANDS a/	968						
VIRGINIA	24,028	27.2	702.02	26.4	720.47	1.0	128.21
WASHINGTON	59,769	19.8	448.50	9.7	521.06	10.9	362.94
WEST VIRGINIA	11,949	14.7	452.85	7.6	563.89	7.7	315.95
WISCONSIN	8,510	16.0	516.69	10.3	627.96	6.3	285.36
WYOMING	407	37.1	204.93	14.0	409.07	25.1	75.96

NOTES: 'a/' = Data not reported.

'b/' = Data reported but not reliable.

'c/' = Unknown because unearned income data were not available.

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

TABLE 10:22

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

STATE	TOTAL CHILDREN	AGE OF RECIPIENT CHILDREN					UNKNOWN*
		0-1	2-5	6-11	12-15	16-19	
U.S. TOTAL	5,318,722	12.2	26.0	35.8	16.7	7.8	1.5
ALABAMA	38,428	14.9	26.6	35.0	15.4	6.8	1.4
ALASKA	17,260	14.2	25.7	34.4	17.2	8.1	0.3
ARIZONA	42,615	10.0	27.0	34.9	17.5	9.0	1.7
ARKANSAS	21,524	11.8	25.9	34.9	18.7	8.3	0.4
CALIFORNIA	1,381,384	10.5	27.2	36.9	17.0	7.8	0.5
COLORADO	29,855	14.6	25.2	34.7	15.7	8.5	1.3
CONNECTICUT	59,991	14.5	25.0	33.1	16.4	8.6	2.3
DELAWARE	12,639	14.0	22.9	33.6	17.4	7.4	4.7
DIST. OF COL.	40,080	13.1	29.7	37.4	12.8	6.1	0.9
FLORIDA	155,337	12.1	24.8	36.1	17.5	8.4	1.1
GEORGIA	115,620	13.3	24.3	36.2	17.7	8.0	0.4
GUAM	6,611	16.6	32.2	33.6	13.1	4.0	0.5
HAWAII	31,477	12.5	24.7	34.7	19.2	8.3	0.6
IDAHO	2,148	14.4	25.6	35.0	16.7	8.0	0.3
ILLINOIS	277,314	12.9	28.6	35.5	15.5	7.5	0.1
INDIANA	77,627	15.8	28.5	33.9	15.9	5.9	-
IOWA	40,006	16.7	28.5	33.4	14.8	6.1	0.5
KANSAS	23,910	19.0	25.3	31.0	14.9	7.3	2.5
KENTUCKY	71,792	13.3	25.4	34.2	18.5	7.5	1.0
LOUISIANA	104,742	13.5	23.9	29.7	14.5	10.1	8.3
MAINE	24,381	12.1	23.5	35.4	19.3	8.0	1.6
MARYLAND	64,493	13.7	24.7	37.0	16.5	6.8	1.2
MASSACHUSETTS	96,441	8.5	26.6	38.0	18.6	7.0	1.3
MICHIGAN	200,661	9.6	21.1	39.4	19.6	9.4	1.0
MINNESOTA	89,002	14.7	23.4	33.1	17.8	9.3	1.7
MISSISSIPPI	33,164	13.2	25.3	35.3	17.5	7.9	0.7
MISSOURI	102,356	14.2	26.8	34.3	16.6	8.0	0.1
MONTANA	9,182	16.2	24.3	33.6	18.0	6.2	1.7
NEBRASKA	23,118	17.1	27.4	33.1	13.5	7.5	1.4
NEVADA	15,287	17.8	25.8	35.1	15.4	4.8	1.2
NEW HAMPSHIRE	10,697	15.5	28.5	32.8	14.5	7.9	0.7
NEW JERSEY	124,835	12.0	24.6	36.1	17.7	9.3	0.3
NEW MEXICO	53,120	14.1	27.8	35.1	16.4	5.9	0.7
NEW YORK	568,349	10.0	25.5	37.1	15.9	9.3	2.2
NORTH CAROLINA	102,166	16.0	27.2	34.6	15.4	6.1	0.7
NORTH DAKOTA	6,202	15.1	25.7	34.5	16.5	6.5	1.7
OHIO	210,464	15.8	26.4	34.0	15.1	7.1	1.6
OKLAHOMA	36,984	11.0	27.9	35.3	17.1	7.6	1.1
OREGON	30,703	16.8	23.9	33.0	18.2	7.3	0.9
PENNSYLVANIA	212,041	14.2	24.5	36.7	16.4	6.1	2.2
PUERTO RICO	78,465	3.8	24.1	40.9	22.5	8.2	0.5
RHODE ISLAND	28,711	8.2	16.6	23.0	12.2	6.8	33.2
SOUTH CAROLINA	33,724	10.9	22.3	36.9	20.2	9.0	0.7
SOUTH DAKOTA	6,266	11.1	23.3	37.3	19.2	8.9	0.2
TENNESSEE	111,387	13.9	27.0	35.4	16.1	6.7	0.9
TEXAS	220,374	13.9	28.9	34.6	15.9	6.1	0.6
UTAH	18,541	14.9	26.7	34.5	15.6	6.4	2.0
VERMONT	11,746	14.7	27.0	34.6	16.6	5.9	1.2
VIRGIN ISLANDS	2,714	8.6	26.0	36.4	19.5	9.2	0.3
VIRGINIA	64,483	10.9	26.9	37.9	16.4	7.2	0.7
WASHINGTON	120,585	13.9	25.0	34.9	17.6	7.7	1.0
WEST VIRGINIA	20,545	15.3	25.1	34.8	16.7	7.4	0.8
WISCONSIN	35,859	18.3	14.1	20.3	13.3	6.7	27.4
WYOMING	1,317	11.2	25.9	37.3	17.8	7.1	0.8

NOTE: \*\* = Including unborn child.

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

TABLE 10:23

PERCENT DISTRIBUTION OF TANF YOUNGEST RECIPIENT CHILD BY AGE GROUP  
OCTOBER 1998 - SEPTEMBER 1999

STATE	TOTAL FAMILIES	AGE OF THE YOUNGEST CHILD							
		UNDER 1	1-2	3-5	6-8	9-11	12-15	16-19	UNKNOWN*
U.S. TOTAL	2,648,462	11.7	20.6	21.9	16.0	11.5	11.5	5.0	1.8
ALABAMA	20,107	14.2	19.6	18.0	16.9	12.4	13.0	5.8	0.0
ALASKA	8,461	14.8	20.7	20.7	14.2	11.9	11.2	5.9	0.6
ARIZONA	34,618	5.9	12.9	20.6	18.7	14.8	16.6	8.5	2.0
ARKANSAS	12,095	9.1	20.3	20.7	15.8	13.7	14.4	5.8	0.3
CALIFORNIA	624,096	10.2	22.7	24.9	15.6	10.4	10.5	4.4	1.2
COLORADO	14,265	16.1	20.7	19.5	16.9	11.3	9.5	4.4	1.7
CONNECTICUT	34,807	12.0	20.4	19.7	15.7	9.8	11.6	6.7	4.0
DELAWARE	6,381	13.7	19.7	18.1	15.9	12.0	13.9	4.9	1.7
DIST. OF COL.	19,908	12.0	23.6	23.4	16.8	9.3	9.4	4.3	1.3
FLORIDA	82,009	12.1	17.5	20.0	16.7	11.9	13.8	5.9	2.1
GEORGIA	61,119	12.5	17.7	18.9	17.4	13.4	13.0	6.3	0.8
GUAM	2,533	20.5	30.8	22.6	12.0	6.1	5.5	1.1	1.3
HAWAII	16,139	11.7	20.4	20.4	16.3	11.3	13.7	5.0	1.2
IDAHO	1,380	13.1	15.9	16.9	18.4	11.7	14.9	8.6	0.5
ILLINOIS	123,193	15.0	22.5	24.6	14.2	9.9	9.7	4.0	0.1
INDIANA	37,442	15.7	23.7	22.2	15.0	9.7	10.2	3.4	0.0
IOWA	21,952	15.9	20.9	21.1	15.0	10.8	10.7	4.6	1.0
KANSAS	12,846	20.2	19.8	16.0	12.8	9.7	11.3	5.5	4.7
KENTUCKY	42,527	10.9	18.2	18.8	15.4	13.6	15.2	6.1	1.7
LOUISIANA	39,372	16.4	25.3	19.5	13.1	10.2	10.6	4.3	0.6
MAINE	13,473	10.8	18.0	19.5	16.3	14.0	13.1	5.4	2.8
MARYLAND	32,087	12.4	21.4	20.6	16.1	12.3	10.6	4.0	2.5
MASSACHUSETTS	54,463	7.6	16.5	27.6	18.4	11.2	11.7	4.6	2.3
MICHIGAN	95,208	10.3	15.0	19.0	17.5	15.7	13.7	6.7	2.0
MINNESOTA	44,307	16.2	19.2	17.8	15.4	10.3	12.2	5.4	3.5
MISSISSIPPI	16,644	14.2	17.6	19.3	15.3	13.5	13.5	5.1	1.5
MISSOURI	50,897	13.9	22.2	20.1	14.3	11.6	12.4	5.3	0.2
MONTANA	4,790	16.5	20.2	19.4	14.5	11.4	10.6	4.2	3.3
NEBRASKA	11,266	19.3	21.8	20.7	13.9	9.4	9.6	5.0	0.2
NEVADA	8,034	17.7	20.5	17.7	15.5	10.9	12.0	3.7	2.0
NEW HAMPSHIRE	6,410	11.7	23.3	20.6	14.7	11.2	11.0	6.3	1.2
NEW JERSEY	62,241	11.7	20.9	21.3	16.2	12.6	11.2	5.9	0.1
NEW MEXICO	25,501	14.7	23.9	22.1	15.2	10.2	9.4	3.2	1.4
NEW YORK	294,442	7.7	21.0	23.0	17.6	11.6	9.5	5.3	4.3
NORTH CAROLINA	59,328	13.9	20.0	20.4	16.3	11.7	12.2	4.3	1.2
NORTH DAKOTA	3,098	15.6	22.8	20.2	16.0	9.9	9.6	3.6	2.4
OHIO	113,797	15.0	20.5	18.4	14.5	10.8	11.7	6.0	3.0
OKLAHOMA	19,484	9.0	21.6	21.6	16.8	10.4	12.9	5.6	2.0
OREGON	16,870	17.2	19.5	16.8	14.4	12.2	13.4	4.9	1.6
PENNSYLVANIA	105,611	15.2	20.2	17.6	16.3	12.1	10.6	3.6	4.5
PUERTO RICO	36,459	1.9	15.1	26.2	18.6	16.1	16.6	5.0	0.5
RHODE ISLAND	17,981	6.2	12.7	20.6	17.7	15.2	16.4	9.3	1.9
SOUTH CAROLINA	18,366	9.6	15.6	18.7	18.3	14.0	15.6	7.0	1.3
SOUTH DAKOTA	3,225	10.8	16.7	19.8	17.4	13.8	15.2	5.8	0.3
TENNESSEE	57,630	13.0	21.7	19.1	15.8	11.6	12.3	4.9	1.7
TEXAS	114,112	12.7	22.3	21.4	15.0	10.7	12.2	4.7	1.1
UTAH	9,626	14.8	22.5	19.3	15.1	11.2	11.2	3.8	2.1
VERMONT	6,611	12.8	20.6	22.0	14.9	12.5	11.3	3.9	2.2
VIRGIN ISLANDS	961	7.3	27.7	26.4	15.0	10.1	9.3	4.1	0.1
VIRGINIA	36,849	7.5	18.8	24.0	17.2	12.8	13.1	5.2	1.3
WASHINGTON	62,724	13.0	20.1	21.8	15.8	11.7	11.3	4.5	1.9
WEST VIRGINIA	10,767	16.1	18.9	20.5	15.1	12.1	12.3	4.7	0.2
WISCONSIN	19,141	24.4	15.2	15.7	12.2	11.7	13.5	7.1	0.1
WYOMING	811	9.8	15.1	20.7	18.2	12.8	16.7	5.5	1.3

NOTE: '\*\*' = Including unborn child.

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

**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

STATE	TOTAL CHILDREN	RELATIONSHIP TO HEAD OF HOUSEHOLD							
		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

STATE	TOTAL CHILDREN	RELATIONSHIP TO HEAD OF HOUSEHOLD							
		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<sup>8</sup> 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.



## **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:**

<b>Chart 11:1</b>	<b>Effective Dates of Tribal TANF Programs</b>
<b>Chart 11:2</b>	<b>Hours which are used to Calculate Participation Rates and Groups</b>
<b>Table 11:1</b>	<b>Federal TANF and NEW Grants to American Indian Entities</b>
<b>Table 11:2</b>	<b>Estimated Number AFDC Cases with an American Indian In the Assistance Unit in States with a Federally Recognized Tribe, FY 1992 – FY 1998</b>
<b>Table 11:3</b>	<b>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</b>
<b>Table 11:4</b>	<b>Number of Tribal TANF Recipient Adults in Tribal Work Programs with Work Activities and Percent Distribution by Work Activity, FY 1998</b>
<b>Table 11:5</b>	<b>Adult Recipients in Tribal TANF Programs by Work Participation Status, FY 1998</b>
<b>Table 11:6</b>	<b>Adult TANF Recipients in Tribal TANF Programs by Relationship to Head of Household, FY 1998</b>
<b>Table 11:7</b>	<b>Families in Tribal TANF Programs by Reported Family Type, FY 1998</b>
<b>Table 11:8</b>	<b>Percent Distribution of Tribal TANF Families by Number of TANF Recipient Children in the Family, FY 1998</b>
<b>Table 11:9</b>	<b>Percent Distribution of Tribal TANF Recipient Children by Age, FY 1998</b>

## Chart 11:1

### Effective Dates of Tribal TANF Programs

<u>Tribe</u>	<u>Effective Date</u>		<u>Reporting Begins</u>	
	<u>MONTH</u>	<u>YEAR</u>	<u>MONTH</u>	<u>YEAR</u>
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 than the first of the month.

**Chart 11:2**

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

<b><u>TRIBE</u></b>	<b>HOURS WORKED FOR</b>	<b>PARTI- CIPATION RATE FOR</b>
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

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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**

<b>ENTITY</b>	<b><u>TANF</u></b>	<b><u>NEW</u></b>
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)**

<b>ENTITY</b>	<b><u>TANF</u></b>	<b><u>NEW</u></b>
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)**

<b>ENTITY</b>	<b><u>TANF</u></b>	<b><u>NEW</u></b>
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**

	<u>1992</u>	<u>1993</u>	<u>1994</u>	<u>1995</u>	<u>1996</u>	<u>1998</u>
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 ESTIMATED		AMERICAN INDIANS ESTIMATED	
		NUMBER	DOLLARS	CASES	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**

<b>WORK ACTIVITY</b>	<b>ADULTS</b>	<b>PERCENT</b>
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**

<b><u>STATUS</u></b>	<b><u>NUMBER</u></b>	<b><u>PERCENT</u></b>
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**

<b>RELATIONSHIP</b>	<b>NUMBER</b>	<b>PERCENT</b>
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**

<u>FAMILY TYPE</u>	<u>NUMBER</u>	<u>PERCENT</u>
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**

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<u>NUMBER OF CHILDREN IN FAMILY</u>	<u>PERCENT</u>
ALL FAMILIES	100.0
ONE CHILD	35.0
TWO CHILDREN	29.0
THREE CHILDREN	16.0
FOUR CHILDREN	12.0
FIVE CHILDREN	0.8
SIX OR MORE CHILDREN	3.5

---

NOTE: FAMILIES 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**

<u>AGE OF CHILD</u>	<u>PERCENT</u>	<u>AGE OF CHILD</u>	<u>PERCENT</u>
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 licenser. 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 (Piecnyk, 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 21<sup>st</sup> Century Scholars program which guarantees 8<sup>th</sup> 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<sup>9</sup>
- 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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<sup>9</sup> 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 21<sup>st</sup> 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**

<b>STATE</b>	<b>EFFECTIVE DATE OF NEW PLAN</b>
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

## REQUIRING WORK AND MAKING WORK PAY

### 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 <sup>10</sup>		X	30

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<sup>10</sup> State is operating under an approved section 1115 waiver.

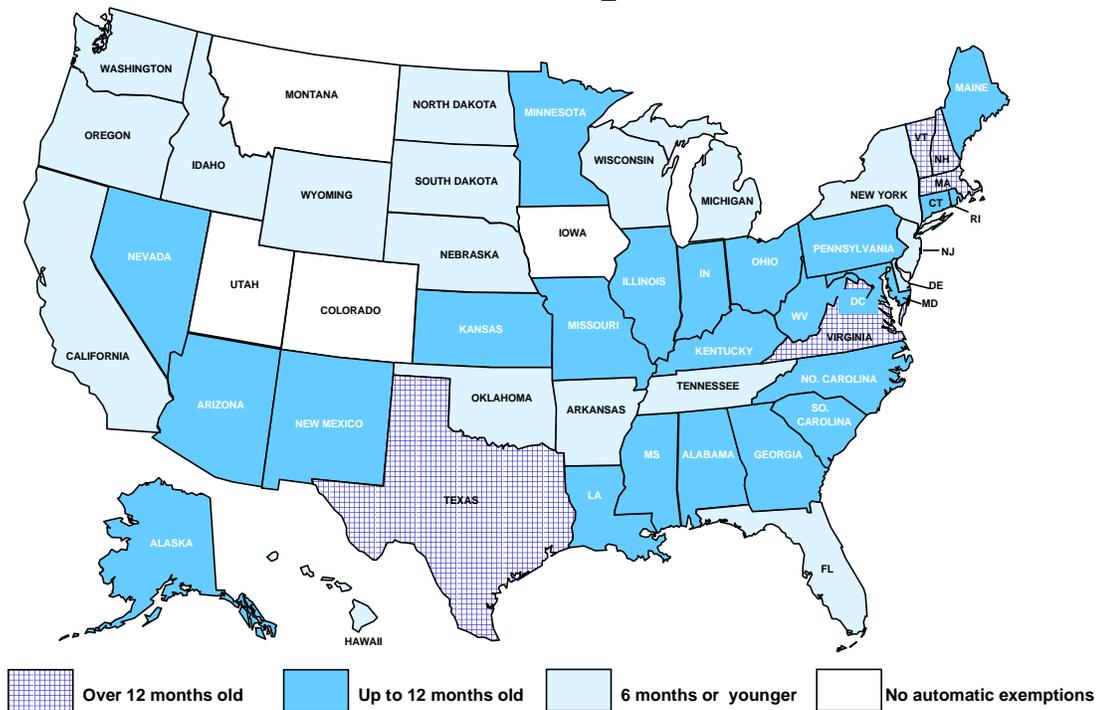
State	Immediately Upon Receipt of Benefits	After a Specified Number of Months of Benefits	Number of Months
Virginia		X	3
Washington	X		
West Virginia	X		
Wisconsin	X		
Wyoming	X		

## 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 <sup>11</sup> 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 <sup>12</sup>	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 <sup>13</sup>	X	X	X			X	
North Carolina	1 year	X			X	X		X
North Dakota	4 months	X	X	X	X	X		
Ohio <sup>14</sup>	1 year							
Oklahoma	3 months							
Oregon	3 months <sup>15</sup>			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 <sup>16</sup>	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							

<sup>11</sup> 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.

<sup>12</sup> 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.

<sup>13</sup> New York counties have discretion to increase the age of the exemption for caring for a young child up to 1 year.

<sup>14</sup> Ohio counties have discretion to provide additional exemptions from work requirements.

<sup>15</sup> Oregon's exemption is for a parent caring for a child 90 days after giving birth.

<sup>16</sup> 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 <sup>11</sup> unavailable	Pregnant	Other
Wyoming	3 months	X		X				X
<b>Total</b>		<b>35</b>	<b>29</b>	<b>28</b>	<b>25</b>	<b>22</b>	<b>20</b>	<b>26</b>

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](http://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 <sup>17</sup>	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

<sup>17</sup> "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. "JOB 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 <sup>17</sup>	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 <sup>17</sup>	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 <sup>18</sup> 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%

<sup>18</sup> 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](http://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

<b>State</b>	<b>Asset Level</b>	<b>Primary Vehicle Asset Level<sup>19</sup></b>
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

<sup>19</sup> In addition, several States disregard automobiles if used to transport disabled family members or for work and training.

<b>State</b>	<b>Asset Level</b>	<b>Primary Vehicle Asset Level<sup>19</sup></b>
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

<b>State</b>	<b>Asset Level</b>	<b>Primary Vehicle Asset Level<sup>19</sup></b>
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
Louisiana	Yes	No	✓				✓ 1,4

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
	(\$6,000)						
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 <sup>20</sup>	✓	✓	✓		
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

<sup>20</sup> 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 <sup>21</sup>	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 <sup>22</sup>	X <sup>23</sup>		until compliance		X	until compliance
Louisiana	X		3 months		X	until compliance
Maine <sup>24</sup>	X		until compliance	X		6 months
Maryland		X	until compliance		X	1 month
Massachusetts	X		until compliance		X	until compliance

<sup>21</sup> If the adult quits or refuses to work, the cash benefit is reduced 100 percent.

<sup>22</sup> If the adult does not complete an assessment the cash benefit is reduced 100 percent.

<sup>23</sup> If the adult does not complete an assessment, the cash benefit is reduced 100 percent.

<sup>24</sup> 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
Michigan	X		1 month		X	1 month
Minnesota <sup>25</sup>	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 <sup>26</sup>	X		3 months	X		12 months
North Dakota	X		1 month		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 <sup>27</sup>	X		until compliance	X		until compliance
South Carolina		X	1 month		X	1 month
South Dakota <sup>28</sup>	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 <sup>29</sup>		X	1 month		X	lifetime
Wyoming		X	1 month		X	1 month

<sup>25</sup> The remaining grant will be paid as a vendor payment.

<sup>26</sup> Electing counties can set own policies.

<sup>27</sup> If the adult does not complete an assessment the cash benefit is reduced 100 percent.

<sup>28</sup> If the adult quits or refuses to work the cash benefit is reduced 100 percent.

<sup>29</sup> Benefit could be partial. The cash benefit is based on the number of hours worked in the previous month.





## 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

State	Diversion Program	Cash Assistance		Other Services Provided		
		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					

State	Diversion Program	Cash Assistance		Other Services Provided		
		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		<sup>30</sup>			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					

<sup>30</sup> 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<sup>31</sup>**

State	Lifetime Time Limit <sup>32</sup>		Intermittent Time Limit <sup>33</sup>		Date First Families Reach Any Time Limit <sup>34</sup>
	Lifetime Limit (months)	Benefits Continue to Children	Intermittent Time Limit (months)	Benefits Continue to Children	
Alabama	60	No	No	N/A <sup>35</sup>	December 2001
Alaska	60	No	No	N/A	July 2002
Arizona	No lifetime limit <sup>36</sup>		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

<sup>31</sup> 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.

<sup>32</sup> Lifetime time limits permanently reduce or terminate assistance.

<sup>33</sup> Intermittent time limits terminate or reduce assistance for a period of time after which assistance can again be provided.

<sup>34</sup> 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.

<sup>35</sup> Not applicable.

<sup>36</sup> State is operating under 1115 waiver authority and currently does not have a lifetime time limit policy.

State	Lifetime Time Limit <sup>32</sup>		Intermittent Time Limit <sup>33</sup>		Date First Families Reach Any Time Limit <sup>34</sup>
	Lifetime Limit (months)	Benefits Continue to Children	Intermittent Time Limit (months)	Benefits Continue to Children	
Delaware <sup>37</sup>	48 <sup>38</sup>	No	No	N/A	October 1999
	36 <sup>39</sup> (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 <sup>40</sup>		24 months in 60 months	No	December 1998
Michigan	No lifetime limit <sup>41</sup>	Yes <sup>42</sup>	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 <sup>43</sup>	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

<sup>37</sup> Families with unemployable adults and families with caretakers under 19 years of age are placed in a non-timelimited Children's Program.

<sup>38</sup> 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.

<sup>39</sup> Under certain conditions, families may receive an extension up to 12 months.

<sup>40</sup> Will use State only funds after 60 months.

<sup>41</sup> Will use State only funds for those complying and are not self sufficient after 60 months.

<sup>42</sup> Benefits continue to the whole family.

<sup>43</sup> 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 <sup>32</sup>		Intermittent Time Limit <sup>33</sup>		Date First Families Reach Any Time Limit <sup>34</sup>
	Lifetime Limit (months)	Benefits Continue to Children	Intermittent Time Limit (months)	Benefits Continue to Children	
New York	60 <sup>44</sup>	Yes <sup>45</sup>	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 <sup>46</sup>		24 months in 84 months	No	July 1998
Pennsylvania	60	No	No	N/A	March 2002
Rhode Island	60	Yes <sup>47</sup>	No	N/A	
South Carolina	60	No	24 months in 120 months	No	October 1998
South Dakota	60	Yes <sup>48</sup>	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 <sup>49</sup>	Yes <sup>50</sup>			
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 <sup>51</sup>	No	No	N/A	October 2001

<sup>44</sup> State will provide safety net assistance in the same amount as family's TANF grant.

<sup>45</sup> Benefits continue to the whole family.

<sup>46</sup> 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.

<sup>47</sup> Benefits continue to the whole family.

<sup>48</sup> Benefits will continue to children if a relative commits to taking the child(ren).

<sup>49</sup> State is operating under 1115 waiver authority and currently does not have a lifetime time limit policy.

<sup>50</sup> Benefits continue to the whole family.

<sup>51</sup> Some families may lose benefits prior to reaching the 60-month limit if participating in a particular component.

State	Lifetime Time Limit <sup>32</sup>		Intermittent Time Limit <sup>33</sup>		Date First Families Reach Any Time Limit <sup>34</sup>
	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<sup>52</sup>

State	Time Limit <sup>53</sup> (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 <sup>54</sup>  No lifetime limit <sup>55</sup>	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 <sup>56</sup>	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 <sup>57</sup>	48/36			X	X <sup>58</sup>	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  48 lifetime		X	X		X		
Georgia	48							No exemptions.
Hawaii	60	X	X	X	X	X		

<sup>52</sup> This table addresses State's general exemption criteria.

<sup>53</sup> 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.

<sup>54</sup> Time limit applies to adults only.

<sup>55</sup> State is operating under section 1115 waiver authority and currently does not have a lifetime time limit policy.

<sup>56</sup> Time limit applies to adults only.

<sup>57</sup> Delaware also has a non-time-limited Children's Program.

<sup>58</sup> Only if it jeopardizes the safety of the children.

State	Time Limit <sup>53</sup> (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 <sup>59</sup>	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 <sup>60</sup>							
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.

<sup>59</sup> Applies to adults only.

<sup>60</sup> Will use State-only funds for those complying and are not self sufficient after 60 months.

State	Time Limit <sup>53</sup> (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 <sup>61</sup>	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 <sup>62</sup>							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 <sup>63</sup>							
Pennsylvania	60							No exemptions.

<sup>61</sup> 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.

<sup>62</sup> 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.

<sup>63</sup> 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 <sup>53</sup> (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 <sup>64</sup>							Other personal barriers to employment.
South Carolina	24 in 120		X	X		X		Childcare and transportation not available.
South Dakota	60 lifetime							No exemptions for lifetime limit.
Tennessee	60		X			X		Disabled veteran.
Tennessee	18 followed by 3 months of ineligibility	X	X	X	X	X		Childcare and transportation not available.
Texas	60 lifetime	X	X	X	X	X		Childcare and transportation not available.
Texas	12, 24, or 36 <sup>65</sup> months followed by 60 months of ineligibility	X	X	X	X	X		
Utah	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.

<sup>64</sup> Time limit applies to adults only.

<sup>65</sup> Time limit applies to adults only.

State	Time Limit <sup>53</sup> (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 <sup>66</sup>							
Virginia	24 months followed by 24 months of ineligibility	X	X	X	X	X	X	
	60 lifetime							No exemptions for lifetime limit.
Washington	60							No exemptions.
West Virginia	60	X	X	X	X	X		
Wisconsin	60 <sup>67</sup>					X		
Wyoming	60							No exemptions.
<b>Totals for Lifetime Time Limit</b>		<b>21</b>	<b>34</b>	<b>27</b>	<b>22</b>	<b>21</b>	<b>9</b>	

**NOTE:**

Table does not include statutorily required exemptions.

<sup>66</sup> Time limit applies to adults only.

<sup>67</sup> 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 <sup>68</sup>	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 <sup>69</sup>			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						

<sup>68</sup> Applies to both the 48-month and the 36-month time-limited programs. Delaware also has a non-time-limited Children's Program.

<sup>69</sup> 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.
<b>Total</b>	<b>31</b>	<b>6</b>	<b>10</b>	<b>5</b>	<b>11</b>	<b>13</b>	

### **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.



## 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	<b>Universal exemption; adult-only state time limit</b>		
Connecticut	9/30/01	<b>X Includes control group cases</b>	<b>X</b>	
Delaware	9/30/02	<b>X</b>		<b>X</b>
Hawaii	9/30/04	<b>X</b>		<b>X</b>
Indiana	3/31/02	<b>Universal exemption; adult-only state time limit</b>		
Nebraska	6/30/03	<b>X</b>		<b>X</b>
Oregon	6/30/03	<b>X</b>	<b>X</b>	<b>X</b>
South Carolina	9/30/03	<b>X</b>		

Tennessee	<b>6/30/07</b>	<b>X</b>	<b>X</b>	<b>X</b>
Vermont	<b>6/30/01</b>	<b>Control and Experimental Cases</b>		
Virginia	<b>6/30/03</b>	<b>X</b>		<b>X</b>

## ASSISTING FRAGILE FAMILIES

### 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 <sup>70</sup>	Other Discussion <sup>71</sup>
Alabama	✓	
Alaska	✓	
Arizona	✓	
Arkansas	✓	
California	✓	
Colorado	<b>In process</b>	
Connecticut		✓
Delaware	✓	
Dist. of Columbia	✓	
Florida	✓	
Georgia	✓	
Hawaii	✓	
Idaho		✓
Illinois		✓
Indiana		✓
Iowa	✓	
Kansas	✓	
Kentucky	✓	

<sup>70</sup> 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).

<sup>71</sup> State is addressing the issue of domestic violence under its TANF program, but did not submit the specified certification.

	Optional Certification <sup>70</sup>	Other Discussion <sup>71</sup>
Louisiana	✓	
Maine		✓
Maryland	✓	
Massachusetts	✓	
Michigan		✓
Minnesota	✓	
Mississippi		✓
Missouri	✓	
Montana	✓	
Nebraska	✓	
Nevada	✓	
New Hampshire	✓	
New Jersey	✓	
New Mexico	✓	
New York	✓	
North Carolina	✓	
North Dakota	✓	
Ohio		✓ <sup>72</sup>
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.

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<sup>72</sup> 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	<b>County Discretion</b>						
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 <sup>73</sup>	✓						
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	<b>County Discretion</b>						
Connecticut	✓	✓	✓	✓	✓	✓	✓
Delaware						✓	✓
Dist. of Col.	✓		✓		✓	✓	✓

<sup>73</sup> 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

<b>State</b>	<b>Description</b>	<b>Other Provisions/Services Provided</b>
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.



## 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<sup>74</sup> July 1995-January 2000**

State	July 1995	March 1998	March 1999	January 2000	January 2000/ July 1995 <sup>75</sup>
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 <sup>76</sup>	\$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 <sup>77</sup>	\$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

<sup>74</sup> In some States benefits vary by regions. Benefits are shown for the region with the largest TANF caseload.

<sup>75</sup> 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.

<sup>76</sup> California has a two-tiered benefit system for exempt and non-exempt recipients and for urban and rural areas.

<sup>77</sup> 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 <sup>75</sup>
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 <sup>78</sup>	\$304	\$389	\$489	\$439	1.44
New York <sup>79</sup>	\$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 <sup>80</sup>	\$518	\$673	\$673	\$673	1.30
Wyoming	\$340	\$340	\$340	\$340	1.00

<sup>78</sup> New Mexico provided a \$100 housing subsidy in March 1999. The housing subsidy was decreased to \$50 in the subsequent year.

<sup>79</sup> New York has a benefit of \$703 in Suffolk County.

<sup>80</sup> 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
Pennsylvania	X			

State	State Administered	Locally Administered	Combination	
			Combination	Description
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			

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

## **XV. TANF RESEARCH, DISSIMINATION 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)<sup>81</sup>. 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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<sup>81</sup> Reports published between June 1999 – December 1999 have summaries in the appendices of this chapter. The remaining reports were included in the 2<sup>nd</sup> 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 ADiversion@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 Association, 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 its 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:<sup>82</sup>**

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<b>Summary 15:10</b>	<b>Welfare Reform, the Economic and Health Status of Immigrants and the Organizations That Serve Them</b>

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<sup>82</sup> 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.<sup>83</sup>

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.<sup>84</sup> 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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<sup>83</sup> 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.

<sup>84</sup> 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.<sup>85</sup>

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.

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<sup>85</sup> 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	Q1 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**

<b>Grantee</b>	<b>Exit Qtr</b>	<b>1<sup>st</sup> Qtr post exit</b>	<b>2<sup>nd</sup> Qtr post exit</b>	<b>3<sup>rd</sup> Qtr post exit</b>	<b>4<sup>th</sup> Qtr post exit</b>	<b>Ever employed within 1 year</b>	<b>Employed all 4 quarters</b>
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
<b>Mean</b>						
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
<b>Median</b>						
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**

<b>Grantee</b>	<b>1st Qtr (3 mos) post exit</b>	<b>2nd Qtr (6 mos) post exit</b>	<b>3rd Qtr (9 mos) post exit</b>	<b>4th Qtr (12 mos) post exit</b>	<b>Ever receiving within 1 year</b>
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 – <i>Anyone on case (m)</i>		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
<b>All Leavers</b>						
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	
<b>Continuous Leavers (who have not returned to TANF):</b>						
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>*

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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.

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## 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 resolve 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 authorize 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 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 recipients 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 children 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. families 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.](http://www.urban.org/socwelfare.htm#immigration)”

