



DEPARTMENT OF HEALTH & HUMAN SERVICES

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Comments:

Final welfare docs -
and Illinois q/a

Thanks

Amy

EXECUTIVE ACTION ON CHILD SUPPORT

Today, President Clinton announced three actions to strengthen the child support enforcement system and promote parental responsibility. These actions include: implementing a new program that will help track non-paying parents across state lines; challenging all states to adopt statewide new hire reporting programs; and issuing new regulations requiring women who apply for welfare to comply with paternity establishment requirements before receiving benefits. The President also announced approval of a welfare reform demonstration for New Hampshire -- the 40th state to receive a welfare reform waiver under the Clinton Administration.

A New Federal Program to Track Delinquent Parents Across State Lines Approximately 30 percent of the current child support caseload involves interstate cases, and the President announced today a new program that will help track delinquent parents from job to job and across state lines. Under the new program, the twenty-five states with existing new hire reporting systems will be able to send new hire information to the Department of Health and Human Services (HHS). The data will then be matched by computer against lists of non-paying parents sent to the Department from all the states. When a match is found, HHS will contact the state so that the state can issue a wage withholding order or take other appropriate action, such as initiating paternity proceedings. This program is based on the comprehensive national new hire reporting system contained in the President's welfare reform bill. If enacted, this national system would increase child support collections by an additional \$6.4 billion and reduce federal welfare payments by \$1.1 billion over 10 years.

State New Hire Reporting Programs Although there is currently no interstate program, twenty-five states have already increased their own collections by requiring or encouraging employers to report new hires. Washington, for example, has reduced the time required to receive employment information from 178 days to 43 days. That means better collections, faster wage wage withholding, and more child support for children. In addition, Washington's program is extremely cost effective. Washington reports that every state dollar spent on the program returns approximately \$20 in child support collections. The state collected \$7.8 million in the first 18 months of its program, half of which was used to decrease welfare costs and save taxpayers' money. Florida's new hire program made over 8,000 matches for child support cases in 1995 -- the annual amount of support owed under these cases is \$15.2 million. Today, the President is challenging the remaining 25 states to adopt new hire reporting programs.

New Regulations Requiring Mothers to Cooperate With Paternity Establishment Efforts Today, President Clinton also directed the Department of Health and Human Services to issue new regulations that require all mothers who apply for welfare to cooperate with paternity establishment prior to receiving benefits (subject to appropriate "good cause" exceptions). In addition, under a new, stricter definition of cooperation, applicants and recipients will be required to provide the name of their child's father and other identifying information, such as his address or place of employment, as a condition of benefit eligibility. Welfare applicants must also be referred to the state child support agency within two days of application, so that the agency can initiate a legal paternity action if necessary. This executive action is based on the stricter cooperation requirements in the President's welfare reform proposal, and it builds upon the in-hospital paternity establishment program proposed by the Clinton Administration and passed by Congress in 1993.

Ending Welfare As We Know It Today, President Clinton announced approval of a statewide welfare reform demonstration for New Hampshire. The Clinton Administration has now approved 63 welfare reform demonstrations for 40 states -- more than all previous administrations combined. In an average month, these welfare demonstrations cover more than 10 million people -- approximately 75 percent of all AFDC recipients. In addition, in 1995, the federal-state partnership collected a record \$11 billion in child support from non-custodial parents, an increase of \$3 billion or nearly 40 percent since 1992. Paternity establishments also increased by over 40 percent from 1992 to 1995.

The measures announced today will increase child support collections and continue to reform welfare state by state, but they are not a substitute for national welfare reform legislation. In 1994, the President proposed five measures to increase child support collections by an additional \$24 billion and reduce federal welfare costs by \$4 billion over 10 years: the national new hire reporting system; streamlined paternity establishment and stricter cooperation requirements; uniform interstate child support laws; computerized state-wide collections to speed up payments; and tough new penalties, such as drivers' license revocation. At the President's urging, Congress and the NGA have included all of the Administration's provisions for child support enforcement in their welfare reform proposals. The President calls again on Congress to send him a clean bipartisan welfare bill that requires work, promotes parental responsibility, and protects children.

NEW HIRE PROGRAM TO TRACK PARENTS ACROSS STATE LINES

New Hire Reporting Programs

Twenty-five states now have new hire reporting programs that require or encourage employers to report new hires to a state agency. That information is then cross-matched by computer against lists of parents in the state who owe child support. When a match is found, the wages of that delinquent parent can then be withheld or other appropriate action, such as a paternity proceeding, can be taken. These programs have been called the single biggest innovation in child support enforcement in the past decade and have significantly increased collections in the states that have adopted them: Alaska, Arizona, California, Connecticut, Florida, Georgia, Hawaii, Iowa, Kentucky, Maine, Maryland, Massachusetts, Minnesota, Missouri, New York, Ohio, Oklahoma, Oregon, South Carolina, Tennessee, Texas, Vermont, Virginia, Washington, and West Virginia. Today, the President is challenging the remaining 25 states to adopt similar new hire programs.

A New Pilot Program

While these programs can help to locate non-paying parents within a state, they cannot find those who live and work in another state. Approximately 30 percent of all child support cases involve parents who have moved across state lines. Today, the President is announcing a new pilot program that will help track those parents who cross state lines to avoid their child support obligations.

Under the new program, the twenty-five states that have new hire reporting programs can send that information to the Federal Parent Locator Service (FPLS), an existing program that is run by the Department of Health and Human Services' Office of Child Support Enforcement (OCSE). That data will then be matched by computer against lists of delinquent parents sent to OCSE from all the states. When a match is found, the information on the delinquent parent will be sent back to the state so that the state can issue a wage withholding order and send it to the employer.

The Need for National Legislation

At the urging of the President, all the major national welfare bills now pending in Congress include a comprehensive national computer system for tracking parents across state lines. This system would have the capacity to match data every two days, and all states would be required to submit data on new hires and child support cases for computer matching. **If enacted, this new system would increase child support collections by \$6.4 billion and reduce Federal welfare payments by \$1.1 billion over 10 years.** The program announced today will provide states with valuable interim assistance in dealing with their interstate caseloads. To do more requires Congressional legislation.

Under his welfare reform plan, the President has proposed five measures to increase child support collections by an additional \$24 billion and reduce federal welfare costs by \$4 billion over the next 10 years: the national new hire reporting system; streamlined paternity establishment and stricter cooperation requirements; uniform interstate child support laws; computerized state-wide collections to speed up payments; and tough new penalties, such as drivers' license revocation. The President calls on Congress to enact the full range of child support enforcement measures in bipartisan welfare reform legislation.

NEW HIRE REPORTING PROGRAMS SHOW SUCCESS

Twenty-five states currently have new hire programs in place. New hire programs enable states to locate delinquent parents very quickly through the receipt of employment information. These programs have led to striking improvements in locating parents who owe support and to dramatic increases in collections. The following are examples of state programs that are operating across the country:

Florida started its new hire program in January, 1995. In 1995, Florida's new hire reporting program resulted in over 8,000 matches for outstanding child support cases; the annual amount of support owed under these cases is \$15.2 million. An additional 50,000 matches were made for other child support-related activities, such as paternity establishment.

Iowa implemented its new hire program in January, 1994. The state estimates that it has added \$5 million to its collections for 1995 as a result of new hire reporting.

Massachusetts began its program in March, 1993. Since March, 1993, the state has matched new hire information with 137,329 non-paying parents. The state estimates that in 1995, new hire information yielded \$15.4 million in increased child support, saving an estimated \$21.6 million from welfare case closures.

Missouri began its new hire program in August, 1994. Missouri estimates that the program collected \$12 million in 1995. Over 10 percent of the 721,000 new hires reported in 1995 owed child support or were wanted in paternity establishment cases.

New York implemented its new hire program in April, 1996. Already, the state has processed 404,000 new hire reports (10,000-12,000 a day) with about a 7 percent match rate. New York estimates that it will collect \$14-\$15 million annually as a result of the program.

Virginia implemented its program in July, 1993. As of December 1995, the state had matched almost 200,000 child support cases through its new hire program and estimates that total collections from these cases are in excess of \$20 million. Of this, \$7.2 million was used for welfare payment savings. In fact, the state estimates that total savings to the AFDC, Medicaid and Food Stamp programs from the new hire program equal over \$1.2 million in monthly benefits.

Washington implemented its new hire program on July 1, 1990. New hire reporting is documented as the state's most cost effective child support enforcement tool. For every dollar the state spends on its new hire program, it gains approximately \$20 in child support collections. Washington collected \$7.8 million in the first 18 months of its program, half of which was used to decrease welfare payments and save taxpayers money. The state has reduced the time required to receive employment information from 178 days to 43 days. Employers may report new hire information in a variety of ways -- computer diskettes, tapes, or by faxing reports to a special 800 toll-free line.

PATERNITY ESTABLISHMENT

Today, President Clinton took executive action to strengthen the child support enforcement system and promote parental responsibility by toughening paternity establishment requirements for women who apply for welfare. President Clinton is directing the Department of Health and Human Services to issue new regulations which require all mothers who apply for welfare to cooperate with paternity establishment prior to receiving benefits. He is also directing the Department to clarify and strengthen the definition of cooperation. These measures are designed to build on prior actions by the Administration that have already helped to increase paternity establishment by over 40 percent and child support collections by nearly 40 percent since 1992.

Paternity Establishment Under Current Law Under current law, mothers are required to cooperate in efforts to establish their children's paternity as a condition of welfare receipt. However, efforts to determine cooperation and establish paternity are not usually made until months after a mother has begun receiving benefits. In addition, cooperation standards are vague and poorly enforced. As a result, paternity is often not established, child support is not paid, and taxpayers pick up the tab. In fact, paternity is currently established in only 40 percent of all welfare cases.

Requiring Mothers to Cooperate With Paternity Establishment Efforts Today, the President ordered the Department of Health and Human Services to issue new regulations which require all mothers to cooperate with paternity establishment prior to the receipt of welfare (subject to appropriate exceptions for mothers with "good cause" for not cooperating, such as being in danger of domestic violence). Current regulations allow applicants and recipients to receive AFDC payments before the actual determination of cooperation is made. Under our proposed regulation, the determination of cooperation will be made during the application process. If the mother is not cooperating, she will not be eligible for assistance and will not begin to receive benefits. In addition, AFDC applicants will be referred to the child support agency within two days of filing an application to speed up paternity establishment efforts.

Strengthening the Definition of Cooperation Under the current regulations, cooperation with paternity establishment generally means that a welfare recipient must show up for interviews and provide "relevant information in their possession" about their child's father. Evidence suggests that some mothers know more information about the father than they are currently providing to the welfare agency. Our new, stricter definition of cooperation requires that the mother provide both the name of the father and some other identifying information such as his address, place of employment, or social security number. In addition, we're also making it easier for states to move compliance assessment from their welfare agencies to their child support agencies.

Strengthening Our Commitment to Paternity Establishment The Clinton Administration has made paternity establishment a top priority. Already, the Clinton Administration has proposed, and Congress has adopted, a requirement for states to establish hospital-based paternity programs as a proactive way to establish paternities early in a child's life. These programs are just now being implemented, but early data from 31 states indicates that more than 200,000 paternities were established through the in-hospital paternity acknowledgment program in 1995. **The total number of paternities established has increased by over 40 percent since 1992.** Still, more needs to be done. That is why the President has ordered the Department of Health and Human Services to issue these new regulations to increase paternity establishment, and urged Congress to pass a comprehensive welfare reform bill that demands parental responsibility and protects children.

STATES WITH NEW PATERNITY ESTABLISHMENT INITIATIVES

WAIVERS

Thirteen states have been granted waivers by the Clinton Administration to enable them to create new paternity establishment initiatives. The following are examples of these initiatives:

Connecticut

Connecticut's "Reach for Jobs First" program provides escalating tougher sanctions than under current law for a failure to cooperate, without good cause, with paternity establishment efforts.

Delaware

Under Delaware's program, the Division of Child Support Enforcement, rather than the state welfare agency, determines whether or not a mother has cooperated with paternity establishment efforts and the state will develop new cooperation criteria.

Ohio

To encourage paternity establishment for all children, Ohio's "A State of Opportunity" program gives a one-time cash bonus of \$150 to AFDC families when paternity is established for a child under the age of 18.

Oregon

A disregard of income is granted for a special one-time payment made to an applicant or recipient who makes a material contribution in establishing the paternity of a child born out of wedlock or in obtaining child support.

IN-HOSPITAL PATERNITY ESTABLISHMENT

In 1993, Congress passed a law proposed by President Clinton that required states to establish hospital-based paternity establishment programs, as a pro-active way to establish paternity in a child's life. Already, early data from just 31 states reported more than 200,000 paternities were established through the in-hospital paternity establishment programs in 1995. The following are a few examples of successful programs:

Colorado

Colorado has enhanced its in-hospital voluntary paternity establishment program with a grant from HHS's Child Support Improvement Demonstration Project. The program's simplified application procedures, elimination of fees and waiting periods, and streamlined administrative process has resulted in dramatic increases in voluntary acknowledgements -- 150 percent.

Massachusetts

Massachusetts has forged a strong partnership between its state agencies for revenue and public health to design its in-hospital voluntary paternity establishment program. With intensive training, technical assistance and a wide public awareness campaign, the program has helped to more than double the number of paternities established.

Vermont

Vermont has reorganized its child support program and established a Family Court dedicated solely to child support cases. Combined with the in-hospital voluntary paternity establishment program, Vermont has increased its paternity establishment rate by 85 percent.

More Than Half the Nation Enacting Welfare Reform Under the Clinton Administration

The Clinton Administration has approved 63 welfare reform demonstrations in 40 states -- more than all previous Administrations combined. In an average month, the demonstrations cover over 10 million people -- approximately 75 percent of all recipients. All of the waivers which we have granted build on many of the central principles of President Clinton's vision for welfare reform, including:

PRINCIPLE	DESCRIPTION	STATES APPROVED
Work	<i>Thirty-Two states</i> are helping people move from welfare to work, from receiving welfare checks to earning paychecks, by increasing education and training opportunities and creating public/private sector partnerships.	32 - Arizona, Connecticut, Delaware, Florida, Georgia, Hawaii, Illinois, Indiana, Maryland, Massachusetts, Maine, Michigan, Minnesota, Mississippi, Missouri, Montana, Nebraska, New Hampshire, North Carolina, North Dakota, Ohio, Oklahoma, Oregon, South Carolina, South Dakota, Texas, Utah, Vermont, Virginia, West Virginia, Wisconsin, Wyoming
Time Limited Cash Assistance	<i>Twenty-Seven states</i> are making welfare a transitional support system, rather than a way of life, by providing opportunity, but demanding responsibility in return.	27 - Arizona, Colorado, Connecticut, Delaware, Florida, Georgia, Illinois, Indiana, Iowa, Louisiana, Maryland, Massachusetts, Michigan, Missouri, Montana, Nebraska, North Carolina, North Dakota, Ohio, Oklahoma, Oregon, South Carolina, South Dakota, Texas, Vermont, Washington, Wisconsin
Child Support Enforcement	<i>Twenty-Three states</i> are strengthening child support enforcement and sending a clear message that both parents must be responsible for their children.	23 - Arizona, Connecticut, Delaware, Georgia, Indiana, Maine, Maryland, Massachusetts, Michigan, Mississippi, Missouri, Montana, New Hampshire, New York, North Carolina, North Dakota, Ohio, Oregon, South Carolina, Texas, Vermont, Virginia, Wisconsin
Making Work Pay	<i>Thirty-Seven states</i> are providing incentives and encouraging families to work not stay on welfare, so they can achieve and maintain economic self-sufficiency.	37 - Arizona, California, Colorado, Connecticut, Delaware, Florida, Georgia, Illinois, Indiana, Iowa, Maryland, Massachusetts, Maine, Michigan, Minnesota, Mississippi, Missouri, Montana, Nebraska, New Hampshire, New York, North Carolina, North Dakota, Ohio, Oklahoma, Oregon, Pennsylvania, South Carolina, South Dakota, Texas, Utah, Vermont, Virginia, Washington, West Virginia, Wisconsin, Wyoming
Parental Responsibility	<i>Thirty-Three states</i> are promoting parental responsibility by encouraging education, or limiting benefits for families who have another child while on AFDC.	33 - Arizona, Arkansas, California, Colorado, Connecticut, Delaware, Florida, Georgia, Illinois, Indiana, Iowa, Louisiana, Maine, Maryland, Massachusetts, Michigan, Mississippi, Missouri, Montana, Nebraska, New York, North Carolina, North Dakota, Ohio, Oklahoma, Oregon, Pennsylvania, South Carolina, Texas, Vermont, Virginia, Wisconsin, Wyoming

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THE CLINTON RECORD ON CHILD SUPPORT ENFORCEMENT

Record Child Support Collections

In 1995, the federal-state partnership collected a record \$11 billion from non-custodial parents, an increase of \$3 billion, or nearly 40 percent, since 1992.

Seizing Tax Refunds

In February 1996, HHS announced the collection of a record \$828 million in delinquent child support for 1994 by intercepting income tax refunds of non-paying parents. Benefiting over one million families, the amount was nearly 18 percent more than collections from income tax refunds for 1993.

Prosecuting Non-Payers

Billions of dollars more in support is owed to children whose parents have crossed state lines and failed to pay. The Justice Department is aggressively investigating and prosecuting cases where parents cross state lines to avoid payment under the Child Support Recovery Act.

Federal Employees

On February 27, 1995, President Clinton signed an executive order to make the federal government a model employer in the area of child support enforcement. It requires all federal agencies, including the Armed Forces, to cooperate fully in efforts to establish paternity, and to ensure that children of federal employees are provided the support to which they are legally entitled.

Improving Paternity Establishment

The Clinton Administration has made paternity establishment a top priority. Since 1992, paternity establishment has increased by over 40 percent. Preliminary data for paternity establishment show an estimated 735,000 in FY 1995, up from 515,857 in FY 1992.

Already, the Clinton Administration has proposed, and Congress has adopted, a requirement that states establish hospital-based paternity programs as a proactive way to establish paternities early in a child's life. These programs are just now being implemented, but data from thirty-one states indicates that more than 200,000 paternities were established through the program in 1995.

Ending Welfare As We Know It

President Clinton has proposed five measures to increase child support collections by an additional \$24 billion and reduce federal welfare costs by \$4 billion over the next 10 years: streamlined paternity establishment and stricter cooperation requirements; a national new hire reporting system; uniform interstate child support laws; computerized state-wide collections to speed up payments; and tough new penalties, such as drivers' license revocation. At the President's urging, Congress and the NGA have included all of the Administration's provisions for child support enforcement in their welfare reform bills.

Since taking office, the Clinton Administration has approved 63 welfare reform demonstrations in 40 states -- more all previous administrations combined. In an average month, these welfare demonstrations cover more than 10 million people -- approximately 75 percent of all AFDC recipients. Through these waivers, twenty-three states are pursuing innovative child support enforcement initiatives.

Internal use

QUESTION:

Why are you issuing these new regulations?

only!

ANSWER:

From the start, the Clinton Administration has made child support a top priority. Parents who bring children into the world must take responsibility for supporting them. Unless paternity is established, the government pays the cost of raising the child that the father should be bearing. Paternity establishment is a necessary first step in the child support enforcement process in cases where a child is born out of wedlock. The sooner paternity is established, the sooner the child may have access to financial and other types of support from the father.

QUESTION:

Hasn't Illinois submitted a waiver request to strengthen paternity establishment? Why haven't you granted it, if you're taking these actions?

ANSWER:

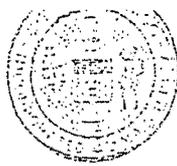
Illinois has submitted a waiver request that is slightly different than the actions we're taking today. The state has asked to require actual paternity establishment as a condition of AFDC and Medicaid eligibility for both the mother and child. Our new regulation bases eligibility on cooperation with paternity establishment, and, like current law, would deny AFDC and Medicaid eligibility to the mother only. The Department of Health and Human Services has been working with the state -- we should be able to approve a welfare waiver for Illinois soon.

QUESTION:

The proposed regulation requires applicants to be referred to the child support agency within two days of the filing of an application. Given the workload that many intake workers have to cope with, isn't this two day requirement unrealistic?

ANSWER:

No. During the AFDC application process, information relating to paternity is routinely collected. This regulation simply requires that the basic information about the absent parent, which should already be collected during the application interview, be transmitted to the child support caseworker within two days.



WR - Illinois

OFFICE OF THE MAYOR
CITY OF CHICAGO

RICHARD M. DALEY
MAYOR

May 26, 1994

The Honorable William J. Clinton
President
The White House
1600 Pennsylvania Avenue, N.W.
Washington, D.C. 20500

Dear President Clinton:

I commend your administration's thorough and thoughtful proposals to improve the welfare system. Our goal must be to reduce poverty, improve self-sufficiency, and better protect children. Key to this is the creation of living wage jobs, expansion of quality child care, adequate and appropriate funding sources, protections for small children, the restructuring of punitive and inflexible policies that discourage independence. I know that, beginning with your Working Group on Welfare Reform public hearing in Chicago last August, at which I spoke, the process has been an inclusive one. It is in this spirit that I would like to offer support for numerous aspects of the proposal and respond to several items of grave concern.

The attached comments detail our position on major items discussed in a WGWR document from late March. The areas of greatest worry to me at this point are:

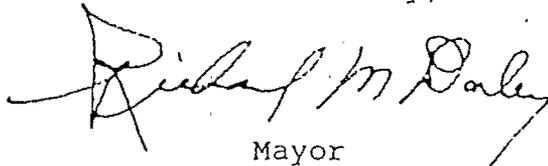
- * Child Care: Expansion of subsidized child care for those in training or recently employed after welfare and for the working poor who are struggling to avoid welfare dependence is crucial. The rumored reduction from a planned \$5 billion to only \$1.5 billion would severely undermine efforts to help mothers work outside the home.
- * Funding: Cuts in low-income programs, including AFDC Emergency Assistance and not providing AFDC, Food Stamps and SSI to legal immigrants, would run counter to the goal of overall poverty reduction and ultimately shift costs to localities. I encourage your attempt to identify alternative revenue sources for welfare reform and to hold anti-poverty program harmless.

The Honorable William Clinton
May 26, 1994
Page 2

- * Infants and Toddlers: Currently, under the Family Support Act, single parents of children under age 3 are exempt from participation in the JOBS program. Dropping the exemption age to 1-year-olds, or worse yet, 12-week olds, as has been proposed, is ill-advised. Women with children younger than 3 should be encouraged to work, but not forced.
- * Time Limits: As I discussed in my testimony in August (attached), any time limits should be flexible to address individual family's circumstances. Families relegated to destitution by an arbitrary time limit require the emergency assistance of City governments. This creates, in effect, an unfunded local mandate.
- * New Baby Penalty: I strongly oppose any encouragement, option, or endorsement to states of a policy which would impoverish newborns and risk homelessness and family disintegration. The same is true of other punitive approaches, such as "learnfare."
- * Indigent Individuals: I encourage you to consider reforms to address the needs of impoverished persons who are not currently caretakers of children. General Assistance cuts in the states, particularly here in Illinois, have torn apart the safety net for this population. Nearly 85,000 people were left destitute by Illinois' decimation of G.A. Without income and supportive services, these persons are unable to utilize federal training programs like JTPA.

I appreciate your attention to the plight of families living in poverty and will assist in any way possible to promote positive action on their behalf.

Sincerely,

A handwritten signature in black ink, appearing to read "Richard M. Daley". The signature is fluid and cursive, with a large initial "R" and "D".

Mayor

City of Chicago
Response to the Clinton Working Group on Welfare Reform
"Possible Elements in the Welfare Reform Proposal" (March 1994)
May, 1994

I. PREVENTING TEEN PREGNANCY AND PROMOTING PARENTAL RESPONSIBILITY"

A. Preventing Teen Pregnancy (p.12)

1. Minor Mothers Live at Home: Language in the bill relating to teen parents' living arrangements must be sensitive to the documented correlation between abusive family situations and teen pregnancy. We prefer that the legislation be silent on this issue; if it must be addressed we recommend clear protections for youth at-risk. Proposals from the Child Welfare League, Family Service America and the Center on Law and Social Policy detail alternatives that should be available.
2. Mentoring: We support mentoring of at-risk teens by more mature welfare mothers who have successfully improved their self-sufficiency as an allowable community service assignment. This is based on successful programs in Minnesota and elsewhere.
3. Targeting School Age Parents: We support the Administration's desire to hold both teen parents accountable for the birth of a child. Requiring both parents to participate in JOBS and/or attend school is a way of promoting the responsibilities of both parents. However, we strongly oppose any measures which are punitive in nature; for example, eliminating benefits to those teens who do not maintain a certain required level of school attendance or grades. These measures threaten the well-being of young children.
4. We applaud the provision of intensive case management to teen parents. This should be provided by community-based agencies rather than public aid caseworkers. School-based child-care, health clinics, sex education and parenting classes should be established to assist teen parents and prevent teen pregnancy or subsequent pregnancies.

Other family life education programs could be run in schools or contracted to local social service agencies who could provide them through a voucher system. This way parents could choose the curriculum/provider of their liking.

5. Behavioral Sanctions: We oppose any encouragement to states to develop and impose behavioral sanctions at their option. Punitive measures--such as learnfare, family caps, and denying assistance to unmarried teens--only result in impoverishing young families and place them at risk of family disintegration and homelessness, creating an unfunded mandate on localities when crisis assistance is needed. Such policies could result in increased demands on the foster care system which is in a state of crisis in Illinois.

B. Encouraging Responsible Family Planning (p. 13)

1. Increased Title X Funding: We are pleased with the Administration's support for increased funding for family planning services. We agree with the need for young parents to learn responsible family planning and encourage greater provision of sex and contraception education in schools and school-based health clinics. Contraceptive failure and sexual abuse as well as inadequate preventive education and lack of access to contraception lead to unintended teen pregnancies.
2. Family Caps: We strongly oppose allowing states to limit benefit increases when additional children are born to AFDC recipients. There is no evidence that mothers have more children to increase the size of their monthly check and data on family size and trends indicates just the opposite. The average number of children in an AFDC family is 2. The outcome of such a policy would be impoverishment of a newborn, possibly precipitating homelessness.

The argument that working families do not receive an automatic pay increase for the birth of a child is simply untrue. The birth of a child results in an automatic tax deduction for middle class families, and increased EITC for poor working families. The additional money AFDC parents receive for an infant (approximately \$50 per month in Illinois) is less than either of these benefits. It should be viewed in the same light as the increased tax deduction and EITC benefit that working families receive.

- C. Supporting Two-Parent Families (p. 14-15)
We support the Administration's recommendations to eliminate the current bias in the welfare system against two-parent families. Illinois has received waivers to correct these disincentives to marriage and family stability.
- D. Child Support Enforcement (p. 15-22)
1. Improve Child Support Enforcement Measures: (p.17-20) We agree with the Administration's proposal to improve paternity establishment, create state and federal registries of support awards, establish national guidelines for support awards, and periodically update award levels. Further, we urge the Administration to federalize collection and distribution systems, including relying on the IRS to make collections. Other ideas include reporting non payees to credit agencies, making it a crime to cross state lines to avoid paying child support and starting a national data bank on non payees.
 2. Child Support Assurance: (p. 20) Child Support Assurance is the most promising way to provide support to families while demonstrating the importance of parental obligation. We support the establishment of child support assurance demonstrations in Chicago and at other sites across the nation.
 3. Non-Custodial Parents: (p.21) We agree with the Administration that the financial and emotional role of non-custodial parents should be parallel to that of custodial parents. Demonstration programs to provide training and employment services, in addition to parenting skills training to chronically unemployed noncustodial parents of children on AFDC are important. While we believe that custodial parents should receive first priority for services, some portion of slots or funds should be set aside for noncustodial parents. Some of these individuals are the same people who were cut off of General Assistance in Illinois and other states recently.
 4. Increase \$50 Pass-Through Payment: We strongly urge increasing the \$50 pass-through amount currently given to AFDC recipients through the IV-D program, including a separate pass-through for each noncustodial parent that may be associated with a given family. This will provide stronger incentives for the custodial parent to identify the

noncustodial parent, and for the noncustodial parent to make payments because a larger portion will go directly to their children.

II. "MAKE WORK PAY" (pp.23-26)

A. Child Care (p.23)

1. IV-A JOBS and Transitional Child Care: (p.24) We strongly support maintaining uncapped entitlements for both IV-A programs.

However, the current 12 month limit on Transitional Child Care after leaving welfare for employment is inadequate and should be lifted. Currently in Illinois, families who fall off the "cliff" after 12 months are being forced to quit their newly found jobs and return to welfare because they can't afford unsubsidized child care. We support the Administration's recognition of this problem through the proposed expansion of Title IV-A At-Risk Child Care. However, we would encourage a provision to mandate child care coverage on a sliding scale until a family's income meets 75% of the State median income.

2. At Risk: We agree with the Administration's proposal to substantially increase At-Risk Child Care and allow more funds for quality improvement. Expansion of this child care resource for working poor families is critical. Reducing the state match will assist in improving supply.
3. CCDBG: We strongly endorse substantially increased funding for CCDBG. There are, however, two problematic regulatory issues for CCDBG that are not addressed in the proposal: 1) The requirement that states pay the same rates to licensed as well as unlicensed day care providers should be eliminated because it decreases incentives for licensing and increased quality, and 2) The cap on the amount of funds that can be used for expansion of quality and supply inhibit us from addressing the critical lack of licensable facilities. The City supports the removal of these regulations and supports funding for licensing and training providers as well as development of appropriate facilities. We urge a waiver on these issues to allow effective utilization of CCDBG dollars in Illinois.
4. Quality and Supply: We applaud the Administration's recognition of the need for quality child care. We encourage the growth of licensed care and the necessary training for providers. We can not support the simplistic and potentially dangerous idea of delegating JOBS participants to be home day care providers for other

JOB'S participants when significant training, resources and licensing are not provided.

5. Coordinate Rules Across All Child Care Programs (pp.24-26)
Proposals to encourage seamless coverage, consistent health and safety standards, establishment of sliding fee scales, and development of linkages between Head Start and child care funding streams are all positive reforms needed in subsidized child care.
6. Subsidy Rates: All child care programs should include provisions to pay child care directly for recipients, rather than using a child care disregard. Such a policy is in place and working in Illinois under the "Fresh Start" waiver. This addresses the family cash-flow problem without the complex multiple-source reimbursement scheme described in the proposal.
7. Head Start: We strongly support expanding Head Start to a full-day, full-year program. As resources allow, we should also consider expanding eligibility upwards to meet the needs of families in transition to self sufficiency. These changes would not only benefit youngsters, but would also dovetail with welfare reform efforts, accommodating the child care needs of parents in training and jobs.

B. Health (p. 23)

We concur wholeheartedly in the Administration's view that health care reform must go hand in hand with welfare reform. In Illinois, as elsewhere, the loss of the "medical card" is often too high a price to pay for moving off of AFDC and into employment that doesn't include health insurance. We cannot expect clients to deny health care coverage to themselves and their children. Universal health care with adequate benefits is absolutely critical to successful welfare reform.

C. Advance Payment of EITC

We support efforts to promote advance payment of the EITC. Outreach to employers and eligible employees would help more families to take advantage of their right to receive the EITC in regular amounts throughout the year. This would help address cash flow problems of low-income working parents.

III. "TRANSITIONAL ASSISTANCE FOLLOWED BY WORK" (p.27)

A. Full Participation

1. JOB'S Preparation and Expanded Definition of Participation (p.28-29) We support the establishment of the proposed "JOB'S preparation" phase that would NOT count toward any time limit for those identified as having severe barriers to employment.

If potential JOB'S participants are in need of services such as mental health or substance abuse treatment, housing stabilization, or are involved in counseling or parenting classes to prepare them for full participation in JOB'S, the time spent in these programs should not count toward any time limit imposed. For example, the Employment and Training Center of Chicago Commons found that 55% of the participants in its welfare-to-work program could not work due to physical or mental problems of themselves or their children, but that many of these problems were significantly attenuated by the provision of social and psychological services. Those who are in need of these services are also likely to need at least the suggested two years to prepare for employment. But if some of their time is used to deal with severe employment barriers, they will have even less time to receive adequate training and education, making them less viable in the job market. They should retain access to two years of education and training after JOB'S preparation.

2. Narrower Exemption Criteria: Custodial parents of infants and toddlers should not be mandated to participate. We encourage the Administration to maintain the current federal policy of exempting parents with very young children (ages 0 to 3), making participation voluntary. Failing that, part-time participation for parents of children under age 3 should be considered as a more realistic and appropriate option. The dramatic scarcity of infant care resources precludes full, or even part-time participation by a significant portion of the parents. Even if these critically needed resources were created, the cost of care would overwhelm the reform effort. In Illinois alone there are 118,000 children under the age of three on AFDC, but only 25,000 infant and toddler child care slots, not all of which accept AFDC recipients. Furthermore, given research and our experience through Head Start with child development, we cannot support forcing parents to leave their very young

children in care on a full time basis.

3. Twenty-Hour Rule: The City urges that the 20-hour rule, which prevents participation at less than 20 hours per week from being counted towards the state's JOBS rate, be specifically eliminated in new welfare reform legislation. The 20-hour rule encourages states to require JOBS clients to participate in unproductive activities not called for in their employability plans simply to increase their hours of participation in the program. Not only does this inject inefficiency and waste into the welfare system, but is also unfair to JOBS clients and runs counter the Administration's desire to eliminate bureaucracy and develop a consumer-driven approach.

B. The JOBS Program

1. Increased Funding: Funds dedicated to the JOBS program must be adequate to serve the anticipated number of participants. \$3000-\$5000 is generally needed for substantive training. Quality of training must not be reduced to accommodate quantity of participation.
2. Enhanced Match: The city supports the Administration's proposal to increase the federal match as a way of addressing the failure of many states to draw down their full share of the FSA allocation. In FY 1992, Illinois, for example, drew down only about \$20 million of the \$51.4 million FSA funds available to it. The City, as a part of the "Chicago Laboratory for Change", supports legislation to waive or significantly reduce the state match requirement so the City can access unused federal JOBS funds while requiring the State to maintain their current level of spending.
3. Integration/Coordination: We agree with the Administration's effort to coordinate JOBS with other programs such as JTPA, National Service, One-Stop Shopping, and Job Corps. Developing a training program to prepare people to take advantage of jobs available in the expanded child care and Head Start systems would be beneficial, but steps must be taken to improve the wages of these workers and ensure training for quality services. Another way coordination could be achieved is by allowing the time that parents volunteer in Head Start programs to count toward participation as a step in career development and towards paid employment. This has been successful in Chicago's Project Match program.
4. Non-Traditional Training: Training for non-traditional, higher-wage jobs, such as construction, should be

expanded for women in the JOBS program. Highly successful programs of this nature exist in Chicago. Job training and creation strategies aimed at low-income mothers must move beyond the traditionally female-dominated occupations so that low-income women can truly be on the path of self-sufficiency.

C. Time Limits (p.34-35)

1. Two-Year Limit on Cash Benefits: We strongly oppose the imposition of rigid and arbitrary time limits on AFDC eligibility. Benefits, both income support and training, should be available based on the needs and capabilities of individual families, not an arbitrary cut-off date. To cite the experience of Chicago Commons, again, one of the several standard pathways from welfare to work (running through literacy training, GED, vocational training, and job search) has been found to require an absolute minimum of 25 months, and ranges up to well over three years.

Many AFDC families will be able to build a self-sufficient life with two years of support plus education and training. However, the majority of families who apply to AFDC are in the midst of a crisis, financial, physical and/or emotional: divorce, the birth of a baby, a medical crisis or onset of a disabling disease, or perhaps tackling substance or domestic abuse. These are the families who are in greatest need of help and support and who will be the most harmed by arbitrary cut-off dates. Those who are for whatever reason unable to conform to the program's deadlines will be at severe risk of homelessness and hunger. By eliminating their income support, they will be pushed onto the backs of local governments and community social service agencies, creating, in effect, an unfunded mandate for localities to absorb.

We propose flexible time lines for benefits based on individual assessments and client contracts, depending on circumstances, skills and needs.

2. Lifetime Cap on Benefits: The proposal suggests establishment of a "cumulative limit of 24 months of cash benefits before being subject to the work requirement." If this implies a lifetime cap it is an extremely harsh approach to coping with economic hardship. We oppose the concept of a lifetime cap because we cannot predict whether or when any one of us will be affected by a crisis - a medical problem, divorce, bankruptcy, onset of mental illness - or an economic downturn.

3. JOB'S Prep: We are pleased to see acknowledgement that months of participation in the JOB'S Prep phase of the proposed program would not count towards the time limit.
4. Minimum Work Expectations: It is fair and appropriate that, as suggested in the proposal, months where recipients work not count toward the time limit. One major goal of the program is to encourage work.

We support the Administration's recognition that the work expectation (in terms of hours) should be lower for those caring for children under age 6, in light of their parenting responsibilities. However, a 30-hour per week standard may be too high for those with school-age children due to the nature of the job market. Much of the growth in entry level employment is in fact in part-time positions. Months of employment in these positions should be rewarded by not counting them towards the time limit.

5. Minor Parents (p. 35): We favor the Administration's proposed policy of not starting the time limit clock ticking until minor parents turn 18. These young families need subsistence support to complete their schooling.
6. Extensions: Extensions to complete a course of study would address a current problem for people participating in the JOB'S program. It is important that workers have access to training beyond the GED. Such extensions would allow for needed college level studies, advanced technical training or occupational training. The other categories defined as eligible for extensions are populations justifiably in need of lengthier support to achieve greater self-sufficiency. Language barriers in particular present difficulties for many Chicagoans participating in education and training. However, we oppose the provision that states limit their extensions to 10% of the caseload. Areas with larger non-english speaking populations or health problems would be unfairly treated under a rigid cap. Extensions should be based on individual needs, not arbitrary caps.
7. Earning Back Eligibility for Assistance: Consistent with our opposition to lifetime caps on benefits, it should not be necessary to earn back eligibility if a person or family is financially needy. If such a strategy is implemented, any months of non-receipt of full AFDC benefits should count towards future eligibility.

D. WORK Program (p. 36-40)

We applaud the Clinton Administration's clear commitment to

the development of public service jobs on a work-for-wages model and recognition of the many problems associated with CWEP or workfare.

A. Administrative Structure of the WORK Program (p. 37)

1. Flexibility: Permission to states to give incentives to private employers hiring JOBS graduates is a needed encouragement.

Performance-based job placement contracts should certainly be used, however we would encourage the use of and equitable treatment of community-based not-for-profit organizations rather than private firms. While some private firms, such as America Works, may have impressive placement and retention data in comparison with nonprofits that have been working with a fraction of the resources, we are concerned about excessive fees and creaming of the easiest-to-place clients.

We agree that substantive community service placements are an ideal way to get the biggest bang for the buck in terms of both skill-building for the participant and addressing local needs.

2. Length of Participation: (p. 38) We support flexibility on the length of time a person could participate in the WORK program, provided participants make good faith efforts to obtain private employment. Reassessment and assignment to JOBS Prep for those with serious obstacles to work are important components of this policy. There is some portion of the caseload who are chronically unemployable; the case managers in JOBS Prep should be responsible for assisting these persons in applying for SSI or other benefits. Some will need AFDC support indefinitely.
3. Retention: (p.38) We are pleased to see specific language in the proposal that requires performance evaluations and preference for future WORK placements with employers with good records of hiring work participants for permanent positions. As discussed above, cost-benefit evaluations of placement providers should also be included.
4. Supportive Services: (p. 39) We strongly agree that child care, transportation and other services needed to participate in WORK must be provided. Some funds should be available for necessary tools, uniforms, and other start-up expenses.

B. Characteristics of the WORK Assignments (p. 39)

1. Wages: We are very much in accord with the work-for-wages model discussed, where persons performing work equivalent to that done by others working for the same employer are similarly compensated.
2. Treatment of Wages: To parallel the real work world and show participants the benefit of employment, we agree it is important to treat the WORK Program wages as earnings and provide Workers Compensation and FICA credits. However, we feel participants should also be eligible for the Earned Income Credit in order to help lift their families out of poverty.
3. Type of Work: The proposal sets both an expectation of assignments to provide "substantive work that enhances the participant's employability," and which focus on occupations with market demand. We cannot stress strongly enough the importance of these factors in the placements. Anything less will relegate the program to failure.
4. Work Place Rules: We concur that WORK participants should be treated equivalently to other similarly situated employees in the firm or organization.

V. REINVENTING GOVERNMENT ASSISTANCE (p.41)

A. Coordination, Simplification and Improved Incentives

1. Increased Auto Value: (p.42) We support increasing the equity limits on autos from \$1500 to \$4500. The Administration is correct in recognizing the importance of a reliable automobile in achieving self-sufficiency. Even in large cities, such as Chicago, with significant public transportation, cars are often necessary to access jobs in the suburbs. This uniformity with the Food Stamp Program would also ease administration.
2. Fill-the-Gap: (p. 43) It is only realistic to allow families to piece together sufficient income to reach the poverty threshold from various sources (earnings, child support, etc.) before losing eligibility for AFDC. The CAP pilot in New York State recently showed the benefit of such an approach. This is a key antipoverty policy that we wholeheartedly embrace.
3. Earnings Disregard: (p.42) The City supports the proposal to simplify disregards and continue AFDC/cash assistance

to AFDC families with low earnings. In Illinois we have recently implemented a federal waiver, called "Fresh Start", to allow recipients to keep \$2 of every \$3 they earn. Families continue to receive benefits until their income reaches the poverty level, thereby providing an incentive to transition into employment. When workers are able to see a larger portion of their earnings, working will be perceived as beneficial, rather than punitive as under current law. This new formula is also easier to administer than the current federal "30 and a third" formula, so it fits into the Administration's desire to reduce complexity and "reinvent" government.

4. Increase \$50 Pass-Through Payment: We have urged and strongly support the administration's proposal to allow states to increase the \$50 pass-through amount currently given to AFDC recipients through the IV-D program. We would favor stronger direction to the states on this issue and specific inclusion of separate pass-throughs for each noncustodial parent that may be associated with a given family. This will provide stronger incentives for the custodial parent to identify the non-custodial parent, and for the non-custodial parent to make payments because a larger portion will go directly to their children.
5. Accumulate Savings: (p.43) The city supports the establishment of Individual Development Accounts which would allow families to save money and withdraw it for specific purposes such as education or home purchase. Demonstration programs where these savings are matched by federal dollars are well worth exploring.
6. Conforming AFDC to Food Stamp Program Rules: (p.43) Simplification and uniformity, where benefits and services to participants are not reduced, are beneficial to clients and allow workers to focus more time on individual client needs.
7. Resources and Assets: (p. 44) These are positive proposals to make AFDC policies uniform to those of the Food Stamp Program.

B. Performance-Based System (p. 45-46)

The city supports the establishment of incentives to bring about change in the culture of welfare offices with an emphasis on work and performance.

1. Performance Measures: We are pleased to see the inclusion or a commitment to evaluate the impact of the reforms in terms of poverty reduction and quality of life

for families, rather than mere welfare caseload reductions. Long-term tracking information on job placement, types of occupations, employer benefits given (e.g. medical), wage levels, promotions, reasons for termination (e.g. child care disruption) should be reported and evaluated.

C. Accountability, Efficiency, and Reducing Fraud

It is important for the Administration to ensure that while the program is protected from fraud and inefficiency, clients' privacy is not violated and the system does not become so intrusive as to be a barrier to participation.

VI. ISSUES NOT ADDRESSED IN THE PROPOSAL

A. Job Creation

Welfare reform cannot succeed without improvements in the economy as a whole. No matter how successful the JOBS training and education program, unless the economy is increasing the supply of decent jobs at a rate that exceeds growth in the labor force, the best we will be able to hope for is a redistribution rather than a reduction of poverty. Without an adequate supply of jobs that pay a living wage, a policy that pushes welfare recipients into the work force at an accelerated rate will be a policy that drags down wage levels (thereby making work less attractive) and increases the probability of unemployment among the currently employed. Welfare reform without job creation is a policy that jeopardizes stable working families so that some people who are chronically unemployed can become intermittently employed. Therefore, we urge substantial efforts to stimulate the creation of unsubsidized private sector jobs and targeted tax incentives to stimulate employer-based training of less skilled workers.

B. Indigent Individuals

The needs of single adults are neglected by the Administration's current vision of welfare reform. Elimination of state assistance to chronically unemployed childless adults (often noncustodial parents) and across the nation has increased homelessness and a myriad of other local problems. In Illinois, nearly 85,000 people were cut off of General Assistance when the state decimated the program. While they are eligible for JTPA, they are generally unable to participate because they have no steady income to sustain them while in training. JTPA cannot cover their health, transportation and social service needs while in the program. The federal government must not pit families against single adults. National welfare reform must address the needs of

this population, through job creation, employment subsidies and subsistence income. Expansion of the Earned Income Credit for individuals should also be supported. Additional resources should also be dedicated to drug, alcohol and mental health treatment to move people towards job-readiness.

C. Financing for Welfare Reform

Cuts in low-income programs to implement welfare reform would run counter to the goal of overall poverty reduction and result in further cost-shifting to states and cities. Threats to cap Emergency Assistance and withdraw AFDC, Food Stamp and SSI coverage for legal immigrants would undermine the poverty-reduction effort.

Chicagoans received approximately \$1.8 million in federal Emergency Assistance benefits in 1993. Starting in Fiscal Year 1995, however, program liberalizations will probably bring Chicagoans an additional \$1 million per annum, making a current annual total of nearly \$3 million that would be lost if Emergency Assistance were discarded in order to pay for a portion of welfare reform. These funds assist much the same segment of the low-income population that welfare reform strives to, so reductions would be like robbing Peter to pay Paul.

Cuts to immigrants would have a similarly detrimental impact on our city. Chicago has long been a magnet for new immigrants from the world over. We are proud of our diversity and know that immigrants are great contributors to our economy and tax-base. They and their sponsoring relatives deserve the same safety net as those who have gained citizenship. Again, denying federal aid to those in crisis will present an unfunded mandate on localities to fill the need.

D. Benefit Levels

Any new welfare reform initiatives should address the deterioration of benefits levels across the country. In Illinois for example, payments have lost 56% of their buying power since the 1970's. The escalation of housing costs, coupled with the scarcity of quality low-income housing, further erodes the value of AFDC payments. If we expect AFDC recipients to succeed in becoming self-sufficient, we must provide them with adequate resources to house, feed, and clothe their families while they are making the transition to work. Regular Cost-of-Living Adjustments, as are made for Social Security, would prevent further erosion of benefit levels. Low benefit levels which force families to choose between food, shelter and utilities only further the cycle of poverty.

E. Advanced Training

Expansions in adult basic skills education and access to higher education and post-secondary training opportunities such as advanced technical training and occupational training are critical to build the earning potential and self-sufficiency of less skilled persons on welfare.

F. State Waiver Requests

We agree with the many Democratic House members who have recommended that state requests for waivers from the federal program be carefully reviewed in a fair and public process allowing for welfare recipient and local government participant. As stated in their November 24, 1993 letter to the President, some states have used the waiver as a method for cutting benefits and imposing punitive behavioral requirements on recipients. It is essential that welfare recipients not be made worse off by state waivers.

WR Illinois

Testimony Before the
Federal Working Group on Welfare Reform
Commissioner Daniel Alvarez, Sr.
Chicago Department of Human Services
August 11, 1993

Thank you for this opportunity to share our experiences with the welfare system and recommendations for improving it. Truly reforming welfare is an overwhelming and complex undertaking; in this way it mirrors the struggle of many welfare recipients for self-sufficiency. As government, our job is to help them to be victorious in that struggle. Their victory is our victory. This should be the primary guide for evaluating the success of welfare reform.

In making recommendations to you, I'd like to expand on some of the points Mayor Daley made earlier.

. Real Jobs versus "Workfare" - One of the most crucial decisions your group must grapple with is what kind of work will be given to people who have completed their education or training program and have been unable to secure private employment. I urge you to avoid any kind of workfare or work in exchange for welfare program.

Our experience here in Illinois with the "Work Incentive" or WIN program in the 1980's was that it didn't improve participants' chances of getting real jobs afterwards and didn't help them get higher paying jobs.

Part-time public sector minimum wage jobs would be better for the families and easier to operate. Certainly, this would be more expensive than workfare - but it would achieve the goal of actually getting people off of welfare, and give them better income and experience than workfare could. This would provide a workable transition to full-time, private sector employment.

. Child Care: If the program mandates work for parents with children under six, the child care costs alone will eat up the program funding. Moreover, it would create a child care supply catastrophe, as not enough child care of any type exists to meet the needs of working parents. I would encourage the working group to consider part-time work as a realistic transition to full-time, private sector employment for those with younger children; especially single parents. This is what we see among middle class working mothers.

To make way for a new influx of workers with children, existing child care resources such as the Child Care and Development Block Grant and Title XX, need to be expanded. Head Start should be expanded to a full-day, full-year program in conjunction with the

program.

. Child Support: Many improvements are needed in our faltering child support system. Among them, reforms in the areas of medical support, paternity establishment, enhanced location, improved enforcement, and guidelines for support levels are most crucial. Difficulties in securing reimbursement for out-of-pocket medical payments made by custodial parents for children who are covered on the non-custodial parent's insurance are a particular problem. States appear unable or unwilling to fully implement these needed reforms without firm guidance from the federal government.

. State Participation: States must be given stronger encouragements to extend the program to the many who want to escape welfare. Illinois' experience of drawing down only a fraction of the available federal Family Support Act "JOBS" funds is not unique. Barely meeting federal participation requirements isn't enough.

Thank you again for your willingness to learn from our experience here in Chicago and the Midwest. If I can be of any assistance in your efforts to improve services to welfare clients, please call on me.

Fed:WRDA
8/10/93

miss out on benefits to which they are entitled. By raising benefits and improving outreach efforts for eligible individuals, especially homeless persons, many low-income persons will be lifted out of poverty. Many current SSI recipients and otherwise eligible recipients not receiving benefits are clients of the Chicago Department of Human Services. By ensuring that all eligible persons enroll for SSI benefits and increasing the cash benefit to a more equitable level, the pressure for the Chicago Department of Human Services to provide recipients with services including emergency food, shelter and other crisis assistance, will be reduced. *Objective:* The City supports legislative recommendations as set forth in the SSI Modernization Project, commissioned by HHS and released in 1992. These include raising benefit levels to 120 percent of poverty line, increasing asset limits, and hiring 6,000 additional Social Security Administration workers to decrease inordinately long delays in processing applications which results in many individuals either never getting benefits or moving on to some other forms of assistance.

Violence Against Women

In 1992, there were nearly 3,500 clients served for domestic violence and/or sexual assault through the Chicago Department of Human Services 24-hour Emergency Services operation. Both the House and the Senate have passed versions of an initiative to address the issue of violence against women as part of their respective crime packages. These initiatives include funding for specialized domestic violence shelters and associated social services, services for survivors of sexual assault and education and prevention programs. *Objective:* The City of Chicago strongly supports enactment of legislation to begin to address the issue of violence against women.

Welfare-JOBS Match

Since October 1990, every state has been required to operate a JOBS program of education, training and work-related activities to provide individuals the basic skills necessary to obtain employment and leave the AFDC roles. However, states are required to provide a state match that is on average \$.40 for every federal JOBS dollar. Most states, including Illinois, are appropriating far less than necessary to get their maximum federal JOBS allowance. In FY 92, the State of Illinois lost \$34 million federal JOBS dollars because of inadequate state matching funds. *Objective:* The City, as part of the "Chicago Laboratory for Change," supports legislation to waive the state match requirement so the City can access unused federal JOBS funds while requiring the State to maintain their current level of spending. (Also See EMPLOYMENT AND TRAINING/Demonstration Projects)

Welfare Reform

Congress and the President seem poised to begin to consider proposals to "end welfare as we know it." While the City can identify many deficiencies in the current system, true reform to improve self-sufficiency is a complex undertaking. Punitive measures undertaken simply as a cost-savings measure do not constitute reform. A program that leaves families destitute and without employment skills and supports, constitutes an unfunded mandate on localities. *Objective:* The City supports constructive welfare reform measures that incorporate the following principles:

- **Child Care:** Child care must be provided during training or any mandated work period. The current 12-month limit on Transitional Child Care after leaving welfare for employment is inadequate and should be lifted because many individuals are falling back onto welfare once child care is cut off. Income eligibility criteria should be used to provide child care services until a family's income meets 75 percent of the State median income (approximately \$30,000).
- **Coordination:** Consideration should be given to focusing on existing programs that serve welfare recipients, such as Head Start, as a means of transitioning to independent work. For example, Head Start parents may start with the volunteer work they do in the Head Start center and then move into paid employment.
- **Indigent Individuals:** Elimination of State assistance to chronically unemployed childless adults in Illinois and across the nation has increased homelessness and a myriad of other local

problems. National welfare reform must address the needs of this population, either through job creation, employment subsidies or subsistence income.

- **Infants and Toddlers:** Currently, single parents of children under age three are exempt from mandatory participation in the JOBS program. If single parents of such young children are included in the new program, they should not be mandated for more than part-time participation. The infant and child care resources do not exist to allow their participation and, even if they were created, the cost of care would overwhelm the reform effort.
- **Make Work Pay:** Under the current system, recipients are frequently penalized for finding part-time work because they lose \$2 in benefits for every \$1 they earn. The State of Illinois has recently received a federal waiver to allow recipients to keep \$2 of every \$3 they earn, therefore providing an incentive to transition into employment. When workers are able to see a larger portion of their earnings, working will be perceived as beneficial, rather than punitive as under current law. This new formula is also far easier to administer than the current federal "thirty and a third" earnings formula. Congress should adopt the \$2 for \$3 policy in any comprehensive welfare reform proposal.
- **Non-Custodial Fathers:** Funds should be dedicated to training for unemployed non-custodial fathers of children receiving AFDC to enhance their ability to make financial and emotional contributions to their children.
- **Non-Traditional Training:** Training for non-traditional, higher wage jobs, such as construction, should be promoted to women in the JOBS program. Highly successful programs of this nature exist in Chicago.
- **Teenage Parents:** Separate, appropriate policies, such as school-based child care, case management, sex education and parenting classes should be established to assist teen parents and prevent subsequent pregnancies. Preventive family life education programs could be run in schools or contracted to local social service agencies who could provide the programs through a voucher system. When planning for income assistance for teen parents, care must be taken to protect them from remaining in abusive households.
- **Time Limits:** Time limited benefits must be coupled with training, child care and market wage jobs. In addition, there should be no lifetime caps on training or required participation in training without reasonable exemptions. Any time-limited program must guarantee a job at market wages before eliminating a family's source of income. Real jobs, not work-in-exchange-for-welfare, will provide a true transition to self-sufficiency.

Youth Development Block Grant

Consolidation of grants given to urban areas that target youth for coordinated preventive services on gang participation, crime, school drop-out and drug abuse will allow for maximum innovation, minimum service overlap and will maximize cost-effectiveness by eliminating duplication of effort. Programs would include training in job skills, life skills and parenting skills. *Objective:* The City would support legislative proposals to consolidate and expand various youth delinquency, youth gang and youth drug abuse programs into one comprehensive, coordinated youth crime and drug prevention grant targeted to urban areas. The formula for such a program should assure direct funding to local governments.

Youth Mentoring Programs

Through one-on-one relationships with adults, youth mentoring programs aim to develop the skills, self-confidence and motivation necessary for youth to become responsible, productive citizens. Such programs target youth at-risk of delinquency or criminal activity. Federal seed money for successful youth mentoring programs, such as Big Brothers and Big Sisters, is needed to expand on their proven formula and to ultimately reduce the ultimate burden on other social service, law enforcement and other public programs as well as improve the quality of life in the City. *Objective:* The City supports initiatives to use federal funds to provide seed money for successful youth mentoring programs. Potential funds could be from HHS youth development moneys or DOJ crime prevention funds.

**Remarks of Mayor Richard M. Daley
Welfare Reform Working Group Hearing
Wednesday, August 11, 1993**

Welcome to Chicago. A week ago, federal housing officials held meetings in our city to talk about how to strengthen communities.

Two weeks ago, there was a federal conference here on jobs and the workplace. And now, this week, we're discussing welfare reform.

It's a measure of the Clinton administration's ambition that you are tackling all these tough issues at the same time.

It's also encouraging that the Clinton administration is committed to hearing directly from the community and local governments.

In addition to welcoming you as Mayor of this city, I'm also here on behalf of the U.S. Conference of Mayors, representing cities all across America.

Our position on welfare reform is simple: people need jobs.

They need real jobs -- not make-work. They need jobs that pay a wage that will support a family and provide health coverage.

They need training and affordable child care to keep those jobs.

A reinvented welfare system must be flexible enough to accommodate people under differing circumstances. I caution you against setting arbitrary deadlines or caps for moving people off welfare.

If people are not prepared and supported, they will only be pushed onto the backs of local governments and community social service agencies, creating -- in effect -- one more unfunded mandate for localities to absorb.

We need to build in provisions that encourage fathers to provide financial and emotional support for their children.

The entire system must be based on incentives -- not penalties.

The New York Times ran a story last year of a young woman from a family on welfare who was saving money for college.

When her caseworker found out she had some money in the bank, her family's benefits were threatened. They were punished for trying to improve their lives.

I also want to congratulate the Clinton administration for passing an economic plan.

The plan includes more money for the earned-income credit program and the Food Stamp program, as well as rule changes that will prevent working people from slipping back into welfare dependency.

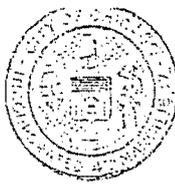
The challenge for us is to find even more ways to encourage self-sufficiency and discourage dependence on government handouts.

We have to redefine welfare from a way of life for people at the bottom of the economic ladder -- to a partnership between people and government that helps them climb that ladder and become productive, independent citizens.

We have to reinforce the belief that hard work produces real rewards -- like a home, children in college, health insurance, and a secure retirement -- basic qualities of American life that too many Americans have never known.

In this effort, you can count on my full support and the support of my fellow mayors in cities all across America.

Thank you.



WR - Illinois

OFFICE OF THE MAYOR
CITY OF CHICAGO

RICHARD M. DALEY
MAYOR

May 26, 1994

The Honorable Carol Moseley-Braun
U.S. Senator
230 South Dearborn Street
Suite 3996
Chicago, Illinois 60604-1690

Attention: Ms. Janice Bell, Staff Assistant

Dear Senator Moseley-Braun:

I was pleased to learn that you are taking an active interest in the question of welfare reform through your recently-formed task force. I, too, consider this important.

In response to your request, I am sending you my detailed comments on the late March version of the Clinton Administration's proposal. As you can see from my letter to President Clinton, my priorities relate to the creation of living wage jobs, expansion of quality child care, adequate and appropriate funding sources, protections for small children, avoidance of punitive and inflexible policies, and assistance for indigent individuals. I would call your attention, also, to the section on page 12 titled "Issues Not Addressed in the (Clinton) Proposal."

I believe this document covers all the issue areas in the Joint Center for Political and Economic Studies matrix that you distributed to the Task Force. In addition, the following specifically addresses some ideas from other proposals noted in the matrix:

Job Creation: Substantial efforts to stimulate the creation of unsubsidized private sector jobs are critical. American Public Welfare Association's acknowledgment of Empowerment Zones and the National Community Service Act as strong complements to welfare reform is correct. It is critical that funding for both be focused in Chicago. The National Governor's Association also suggests encouraging government contractors to use public assistance recipients, which I support.

The Honorable Carol Moseley-Braun

May 26, 1994

Page Two

Employment and Training: I want to stress opposition to the House Republicans' punitive approach, including rigid time limits, workfare, and strict sanctions. For more detail please see pages 7-9 in the attached comments.

Work Requirements: I strongly support a work-for-wages model, as described in the Clinton plan, and oppose the House Republicans' CWEP (workfare) proposal.

The House Republicans' option to states to eliminate cash benefits for families after three years of participation in a work program is patently unfair and will risk child hunger, homelessness and family separation. Those who play by the rules should not be punished if they cannot obtain unsubsidized employment in the private sector.

Teen Parents: In addition to the positions outlined in my comments to President Clinton, I support some of the specific proposals listed in the matrix for Center on Law and Social Policy, Wider Opportunities for Women, and others. These proposals include: allowing the minor parent to choose which type of adult-supported environment she wishes to live in; not deeming parent's income to be available to both the minor parent and child; paying aid directly to the minor parent when appropriate; and requiring states to implement an evaluation component to be monitored by HHS. Further, our support for intensive case management for teen parents cannot be overemphasized, and we advocate for exemption of the requirement that teens live with adults if the case manager's caseload is over 50 cases. Protecting the health and safety of the teen parent and child should be the overriding concern.

Child Care: I support the proposal of the American Public Welfare Association to make subsidized child care available to all poor families on a sliding scale. Without providing adequate child care support, it is unrealistic to expect low-income families, particularly single parents, to transition to self-sufficiency.

In addition, I support the recommendations of the Working Group, American Public Welfare Association, and the National Governor's Association to coordinate and streamline child care funding sources and administrative requirements to ensure that children receive continuous and stable care.

The Honorable Carol Moseley-Braun
May 26, 1994
Page Three

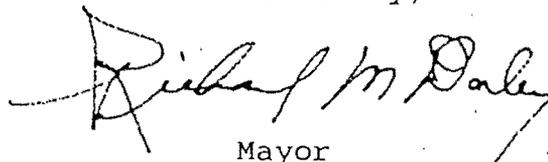
Funding: Financing mechanisms must resist pitting one disadvantaged group against another, and as stated by the National Governor's Association, it is important that they not place more of the economic responsibility on overburdened states and localities. Such policies do nothing to help reduce overall poverty and will undermine the success of the reform program.

Earnings and Asset Disregards: I support the Work-First proposal to increase AFDC benefit levels so that monthly income (excluding food stamps and EITC) shall not be less than 90% of the poverty level for families with full time employment. I also support the Mainstream Forum's proposal to provide IDAs with a federal match of up to \$2000/year. IDAs are excellent vehicles for enabling families to save money for future expenditures, such as home purchases or education, which have long-term benefit.

Food Stamp Cash Out: We support the establishment of a Food Stamp cash out option for welfare clients. Such a policy would reduce administrative costs and place more responsibility on the parent for family financial planning. In addition, because of meager AFDC benefits, parents are sometimes driven to illegal use of Food Stamps to help pay rent. In these situations, landlords typically give clients only a fraction of the face value of the stamps. Allowing clients to receive cash for their Food Stamps up front would curtail this practice and help ensure Food Stamp dollars are used efficiently.

In closing, let me say again that I applaud the work you are doing on behalf of enlightened welfare reform. I stand ready to continue to contribute to that end.

Sincerely,

A handwritten signature in dark ink, appearing to read "Richard M. Daley". The signature is written in a cursive, somewhat stylized script. The first name "Richard" is written with a large, sweeping initial "R". The last name "Daley" is written with a large, sweeping initial "D". The signature is positioned above the printed name "Mayor".

Mayor

WR-Illinois

→ How many ^Q on AFDC
of c Father don't pay CS?

MODEL STATE PROFILE ON WELFARE REFORM

Attached is a draft of the first state profile on welfare reform prepared by Helene Grady on Illinois.

The report has not received even a first edit, but is being circulated for comment concerning the format and type of information included. The file is intended to include four basic elements:

- (1) basic factual information about poverty and welfare in the state and the state's efforts in the welfare reform arena
- (2) descriptions of model programs that can be used either as potential site visits at a later date or can be pitched as stories to local journalists
- (3) profiles of recipients in the state who can be mentioned in speeches or again given to journalists looking to find stories
- (4) a summary of the coverage by major newspapers in the state of the welfare issue -- both news and editorial.

We plan to proceed over the remainder of the summer and into the fall with the preparation of such reports on as many states as possible, prioritizing those states with members on critical committees or with major media markets.

The goal of this project is to give us information that can be used as part of our public education effort and ultimately sales campaign of the welfare reform plan. One audience that is clearly emerging as potentially valuable is the Hill where many members do not necessarily know about programs or policies in their own states.

Please get back to Jeremy with comments about the draft Illinois profile as soon as possible.

We are also looking for help with this project. If you have interns or junior staff who may have some time to put toward this project, we can assign one or more states to people as their time permits. Please let Jeremy know if you can contribute any assistance. Thanks.

ILLINOIS
DRAFT

DRAFT

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

Aid to Families with Dependent Children

Total Benefits Available

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

Annual, not monthly

Why?

<u>AFDC -- Caseloads</u>	<u>State</u>	<u>U.S. (*)</u>
Average Monthly AFDC Caseload (people)-FY 92	228,600	4,768,600 (T)
AFDC Reciprocity Rate-FY 92	5.9%	5.3% (A)
Change in AFDC Reciprocity-FY 88-92	+2%	+20% (A)
Average Payment per Family-FY 92	322	388 (A)
Average Number in Household (10/90-9/91)	4.0	3.7 (A)
Food Stamp Reciprocity FY 92	9.94%	9.95% (A)

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

Child Support Enforcement

→ # of Deadbeats
~~*→ # of people*~~

<u>Collections and Expenditures</u>	<u>State</u>	<u>U.S. (*)</u>
Total Collections-FY 92	183.3m	7,951.1m (T)
AFDC Collections-FY 92	58.8m	2,252.6m (T)
Child Support Collections per \$ of Total Admin. Expend.-FY 92	2.90	3.99 (A)
Average Number AFDC Cases in which a Collection was Made-FY 92	23,639	830,713 (T)
Percentage Change in Total Real Collections since 1985	+29%	+21% (T)
Total Number of Paternities Established-FY 92	18,900	515,393 (T)
Number of out-of-wedlock births-1990	62,148	1,165,384 (T)

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

Source: 1993 Green Book

STATE WELFARE POLICY

NO

The State of Illinois has played an active role in a recent wave of individual state welfare reform efforts, many of which have been labeled "punitive" measures. The State tends to support programs that place more personal responsibility on the recipient for him or herself and for his or her family. For instance, Illinois' One Step at a Time targets AFDC mothers living in public housing who have limited education, no employment history, children age one or older, and have been on public aid for two years or longer. The program requires enrollees to participate in a series of "steps toward employment." Another initiative, the Relocation to Illinois provision, implements recently enacted State legislation which limits, for families who move to Illinois, for a 12 month period, AFDC payment levels to that of their former state of residence. Illinois' Learnfare bill is designed to encourage teenage welfare mothers to stay in school. Finally, a bill to cut additional benefits to welfare mothers having more than one child had passed in the State Senate earlier this year but failed in the House.

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

Clearly, Illinois has taken one leading role in welfare reform among the states. The State has introduced a number of programs designed as measures to encourage personal responsibility as well as some demonstrations in improving the efficiency of service delivery and providing support services to those recipients who are trying to work.

EXPERIMENTAL

MODEL PROGRAMS

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

CONTACT: Toby Herr, 312-587-1194

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

SUMMARY: Understanding the difficulty involved in leaving welfare and persistent poverty, Project Match makes a commitment of long-term support (3-5 years) to its participants. The program's service goals include helping participants enroll in and complete training and education programs, obtain and keep jobs, advance to better jobs, and become quickly reemployed when they lose their jobs.

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

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

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

FUNDING: Sources include mostly State grants, but also federal funds, and foundation and private donations.

→ Why not options for people + Subsidized Job Link?
→ How can we cite this as "Model Program" when it lasts 5 yrs?

Women's Self-Employment Project

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

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

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

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

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

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

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

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

The Albany Park Community Center

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

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

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

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

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

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

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

CONTACT: Kara Fiene, 815-233-9915

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

SUMMARY: The Single Parent Employment Development Program was created to assist clients in accessing employment with long-term career potential that could lead to self-sufficiency. This component includes a ten-hour per week on-the-job training for those clients who are eligible. The main component of SPED, the Single Parent Initiative Resource and Linkage Program (SPIRAL) connects single parents with transportation, childcare and other resources essential to their attaining and maintaining employment. An Advisory Committee consisting of Human Resource professionals that represent various area businesses meets quarterly to discuss practical ways to assist the women.

Any single parent in Stephenson County who is 16 years of age or older is eligible for these services. Support is provided through groups, workshops, and/or individual contacts. Some of the targeted areas for support groups include:

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

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

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

Tri-County Urban League, Inc.
Employment Program
Peoria, IL

CONTACT: Annie Gordon, Associate Director
672-4362

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

SUMMARY: The Employment component of the Tri-County Urban League consists of several programs to assist participants in career guidance and placement. Its programs include:

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

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

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

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

The Tri-County Urban League is an affiliate of the National Urban League and is also a member of the Heart of Illinois United Way.

INDIVIDUAL EXPERIENCES

Mary Hartsfield

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

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

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

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

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

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

Interviewed by: Helene Grady
401-4886

Maria Joan
708-980-4171
DuPage County, IL

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

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

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

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

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

Interviewed by: Helene Grady, 401-4886

YES

?

Mary Gonzalez

312-476-3927

"Back of the Yards," Chicago

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

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

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

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

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

Interviewed by: Helene Grady, 401-4886

★ ★

Beatrice Lynn Hardy
312-434-9613

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

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

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

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

Referred by: Connie Evans, Executive Director, WSEP
312-606-8255

Interviewed by: Helene Grady 401-4886

★

Joan Kyles
312-643-8467
Chicago, IL

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

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

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

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

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

Interviewed by: Helene Grady, 401-4886

PRESS REPORT

Chicago Tribune

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

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

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

The specific articles include:

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

Page highlights NJ's child benefits reform proposal as an example of a recent wave of behaviour-modification approaches to reform. Wary of workfare and other state proposals that only "impose new hardships instead of removing old ones," he implies

that a stronger national stand for "genuine reform" needs to be adopted. Finally, Page describes President Bush's campaign tactics as merely renaming the provisions of the 88 FSA as his own ideas.

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

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

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

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

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

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

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

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

July 19, 1992: "Voice of the People" Column; "How to make the

welfare system work" by Sandra O'Donnell:

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

September 9, 1992: News; "Clinton tells his welfare reform plan" by Mitchell Locin:

Locin covers the campaign rhetoric on welfare reform: Clinton v. Bush.

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

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

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

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

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

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

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

Karwath outlines five Illinois waiver proposals approved by HHS. He highlights Illinois' Project Chance and quotes Doug Dobmeyer as an expert opinion.

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

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

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

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

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

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

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

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

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

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

Chicago Sun-Times

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

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

The specific editorials include:

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

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

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

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

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

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

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

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

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

This commentary supports the Illinois proposal to cap

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

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

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

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Peoria Journal Star

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

The specific articles include:

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

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

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

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

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

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

defends welfare families.

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

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

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

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

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

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

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

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

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

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

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

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

Springfield State Journal-Register

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

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

The specific articles include:

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

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

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

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

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

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