FY 1999 Welfare Reform High Performance Bonuses

Top Ten States in Rank Order

Rank	1998 Performance		Most Improvement Between 1997 and 1998	
	Job Entry	Success in the Workforce+	Job Entry	Success in the Workforce+
1	Indiana	Minnesota	Washington	Florida
2	Delaware	Arizona	Louisiana	*New York
3	Tennessee	Connecticut	Oklahoma	*Washington
4	North Dakota	California	Nevada	South Carolina
5	Nevada	Wyoming	South Dakota	Illinois
6	Pennsylvania	Indiana	West Virginia	Minnesota
7	Wyoming	South Carolina	Minnesota	Rhode Island
8	Utah	Florida	Delaware	Arizona
9	Texas	Iowa	Massachusetts	*California
10	Illinois	Hawaii	Rhode Island	*Michigan

+ Success in the workforce reflects ranks of Job Retention and Earnings Gain measures weighted, combined and then re-ranked.

**These states tied by having the same combined weighted ranking score.*

The Washington Post
Tuesday, September 8, 1998

Welfare Reform 'Surplus' Is $4.7 Billion

As Rolls Shrink, Some Governors Divert Windfall, Others Choose to Save, GAO Finds

By Judith Havemann
Washington Post Staff Writer

Welfare reform has generated a $4.7 billion windfall for the states, handing governors an unexpected pile of cash that some have begun to divert to new priorities such as education and tax relief, while others have stored it for rainy days, according to a new federal study.

The money results from the swift, steep declines in the nation's public assistance rolls since the reforms took effect two years ago. Under the new system, states get a fixed amount of federal money no matter how many people they have on welfare, so those with the sharpest drops are awash in cash.

The fate of this "surplus" has been one of the mysteries of welfare reform, a question newly answered, to a degree, by Congress's accounting arm, the General Accounting Office, in a report to be released today.

The answer is varied.

Many states, half of the 10 surveyed intensively, used their additional funds to beef up their welfare programs. Others added new welfare services they did not have before welfare reform, and also augmented the state's general fund with money for other uses.

And some appeared to be saving the money, either purposefully, or because they do not yet know what to do with the bonanza. Twenty-four states have left $1.7 billion of the money due them untouched in the federal treasury, carried over from quarter to quarter, but still available for the states' future welfare needs.

The existence of this money, nearly $2 billion in untapped federal funds, has created concern among some state officials that Congress would snatch the money to finance other programs, the GAO said.

Rep. E. Clay Shaw Jr. (R-Fla.) author of the welfare law, has been adamant that Congress should keep its bargain and leave the money available for welfare. He has also urged the states to save for their own future needs.

"This report provides the first official confirmation that states are saving money in their welfare accounts," Shaw said. "States are wise . . . because they will need it when, as will inevitably happen, the economy stumbles and job creation declines."

The National Governors' Association also has tried to head off any attempts to reduce the flow of welfare dollars. The governors and the Congress had a deal, the association has said in letters and news releases on Capitol Hill. The governors agreed to take over welfare, help balance the federal budget, and accept a fixed amount of federal welfare spending over a five-year period. Any change "is a breach of that agreement," the association said.

Furthermore, states say, while there is more welfare money available relative to the number of people on the rolls, many are also spending more per recipient. They note that it takes more money to train people for work, find them jobs and help provide them transportation and day care. And many state officials say the cost of finding jobs could increase because they have already found jobs for their most employable clients, and are now facing a group that is harder to serve.

Oregon officials said the costs of placing a welfare recipient in a job increased from $1,840 in 1994 to $3,114 in 1997.

Even so, there is so much money sloshing through welfare accounts that millions can be diverted to general purposes while increasing spending on each remaining family.

The federal law prohibited states from reducing their state welfare spending by more than 25 percent. The average decrease has been 22 percent, the GAO found. But even this reduction has given states millions of dollars that can be reallocated.

Oregon reduced its share of total welfare program spending by $55.2 million, reallocating the funds to a major overhaul of the state's school financing system. Even so, the state was spending 27 percent more for each recipient than in the past.

New York cut its state-financed welfare expenditures by $344 million, freeing the funds for other state priorities, the GAO said.

California reduced its contribution by $367 million, Michigan by $42 million, and Colorado by $8.3 million.

Texas, with an overall federal welfare surplus of $362.6 million, boosted spending on employment services for poor families, but used about 40 percent of the overall figure to augment the general fund, in part, because Texas Gov. George W. Bush (R) sought $1 billion for property tax relief, according to the Texas-based Center for Public Policy Priorities.

The GAO studied 10 states intensively, and gathered information on the other 40 and the District of Columbia. The District had $417,000 unspent in April; Virginia had $12 million. Maryland was one of the states that drew down all its welfare funds and reinvested the savings from caseload reductions in helping recipients obtain jobs.

The GAO compared the total welfare funds available to states with the amounts they would have received under the nation's previous welfare program. The difference amounted to $4.7 billion.

The report highlighted another unintended consequence of the welfare overhaul. Designed as the largest transfer of authority to states in modern history, welfare reform costs the federal government more than the old system.

Washington has increased welfare spending by about 9 percent, and governors have decreased state spending by about 22 percent.

The combination leaves welfare reform, a monument to devolution, more heavily financed by the federal government than ever before.

WR – States

With a Draft Cut Off, Nation's Social Climate Changed Sharply

Washington Post Staff Writer

In the sultry days of late summer a quarter century ago, an apprentice plumber from Sacramento named Dwight Elliott Stone was reluctantly making history of a sort. He was completing basic training in the U.S. Army as the last man drafted.

With his induction on June 30, 1973, mandatory military service and conscription ended for American men as the United States abolished the draft after this country withdrew from the Vietnam War.

Since then, a generation of men has come of age without facing the prospect that the military would order them out of their homes and schools and into uniform for two years or more. They have been spared the choices that their fathers and grandfathers faced: Wait to be drafted or enlist in hopes of a better assignment? Join the Peace Corps or become a fireman to postpone and perhaps avoid induction? Marry now or wait? Go to graduate school or get the service obligation over with?

All that ended with the end of the draft. President Richard M. Nixon, elected in the year of the Tet Offensive in Vietnam, came into office in 1969 supporting a switch to an all-volunteer force, and the need for conscripts dwindled as he reduced the U.S. involvement in Southeast Asia. Only 646 men were drafted in 1973.

Today, young men still must register with Selective Service—just in case. But in the absence of a major war, a renewed draft is unlikely.

The volunteer armed forces of today are different organizations from those of 1973: smaller, better educated, more technologically advanced and much more dependent on women to fill essential jobs. Those impacts on the military have been well documented. But scholars are also trying to assess the effects of the end of the draft on politics, government, society, race and even literature.

"Certainly the military doesn't have as large a presence in shaping masculine gender identity," said James Gibson, a sociologist at California State University in Long Beach.

"In the military you were removed from everyday life into another world," Gibson said. "It was basically an adventure until people started shooting. One reason for the popularity of Outside magazine and books like 'Into Thin Air' and 'The Perfect Storm' is that they have replaced war stories in meeting the need for adventure."

A Daring Experience

Statistical measurements of the post-draft era are abundant, though there is disagreement about what many of the numbers mean.

In Congress, for example, a majority of members now have no military experience. In the House, the proportion of men than men in the Peace Corps, in part because men no longer need to seek shelter from the draft.

In the years between the Korean and Vietnam wars, 60 percent of black men served in the military, while today only 8 percent do so, according to Charles C. Moskos, a specialist in military-civilian relations at Northwestern University.

And the years since have seen a steady decline in interest in the military among young people. In 1990, when students born in 1973 were high school juniors, 32 percent of the young men and women surveyed in the Pentagon's annual "Youth Attitude Tracking Survey" expressed some desire to join the military. In 1993, that figure was down to 25 percent and last year it was 12 percent.

"Students haven't a clue about this," said Theodore A. Wilson, a military historian at the University of Kansas.

"Their lives are not affected by it, and increasingly, their parents' lives weren't. There are some students who are interested philosophically in the broad idea of national service, but the notion that they would have two or three years of their lives taken away never occurs to them," Wilson said.

The Call Millions Heard

Through most of its history, the United States had conscription only in wartime. But after Pearl Harbor, the draft existed almost continuously for more than 30 years. Conscription was abolished briefly as the nation demobilized after World War II but was reinstated by Congress in 1948. Between then and 1973, 4.2 million men were drafted.

Millions more, facing the prospect of certain induction, volunteered or joined the Reserve Officer Training Corps, lengthening their active-duty time but serving as officers. Many joined the reserves or National Guard, cutting active-duty time to six months but extending their service liability to six years. In 1966, the peak year of conscription for Vietnam, 382,000 men were drafted, while 548,000 enlisted.

In theory, all men between the ages of 18 and 26 without a physical disability were required to serve in the armed forces unless granted a deferment by a local draft board. Medical students, for example, were usually deferred; divinity students were exempted.

The long arm of the Selective Service System reached the famous as well as the anonymous with the feared "Greetings" letter, instructing them to report for induction.

Willie Mays was drafted after his rookie year with the New York Giants and missed the next two baseball seasons. Elvis Presley was drafted and sent to Germany. Muhammad Ali, then known as Cassius Clay, was stripped of his heavyweight boxing title for refusing to be inducted because of his opposition to the Vietnam War; his conviction

The Washington Post
Tuesday, September 8, 1998

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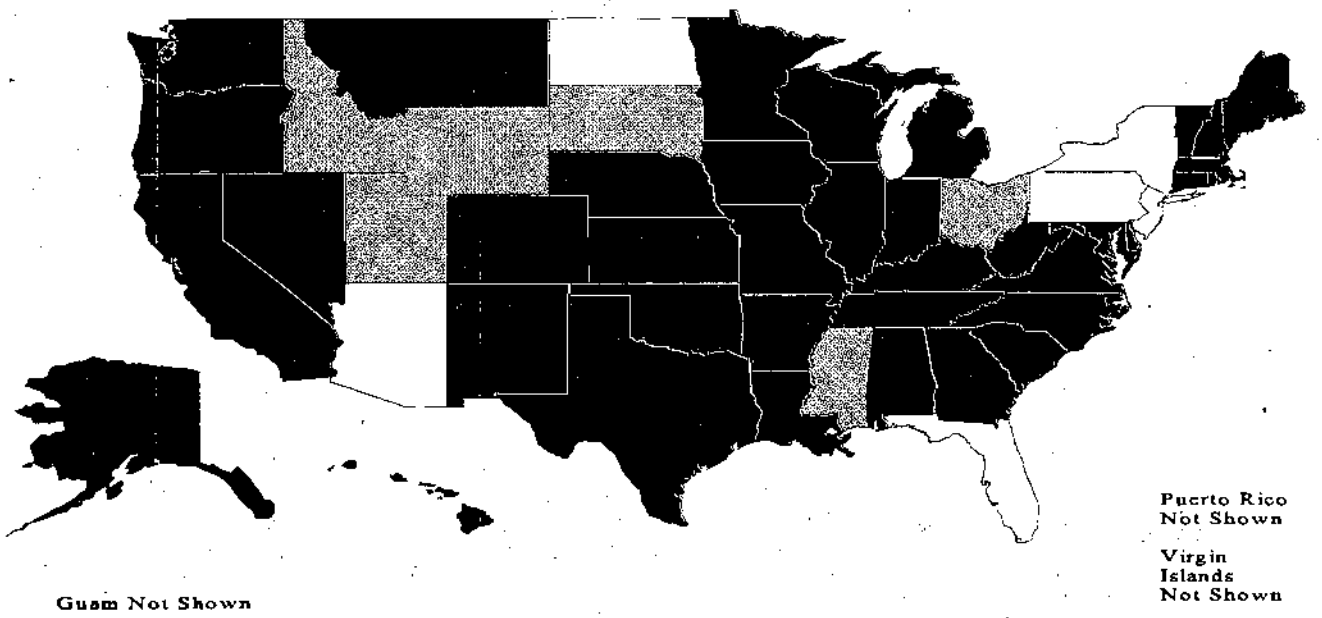
Welfare-to-Work State Formula Grants (*August 1998*)



Region I

Connecticut	12.0
Maine	5.2
Massachusetts	20.7
New Hampshire	2.8
Rhode Island	4.4
Vermont	2.8

Region II

New Jersey	23.3
New York	96.9
Puerto Rico	34.6
Virgin Islands	.6

Region III

Delaware	2.8
D.C.	4.6
Maryland	15.0
Pennsylvania	44.3
Virginia	16.5
West Virginia	9.8

Region IV

Alabama	14.0
Georgia	28.4
Florida	50.8
Kentucky	17.7
Mississippi	
North Carolina	25.3
South Carolina	12.0
Tennessee	21.6

Region V

Illinois	48.7
Indiana	14.6
Michigan	42.2
Minnesota	14.5
Ohio	
Wisconsin	12.9

Region VI

Arkansas	8.5
Louisiana	23.7
New Mexico	9.7
Oklahoma	11.7
Texas	76.1

Region VI

Iowa	8.3
Kansas	6.7
Missouri	19.8
Nebraska	4.0

Region VIII

Colorado	9.9
Montana	3.2
North Dakota	2.8
South Dakota	
Utah	
Wyoming	

Region IV

Arizona	3.0
California	190.4
Guam	.6
Hawaii	5.1
Nevada	3.4

Region X

Alaska	2.9
Idaho	
Oregon	8.6
Washington	22.7

Dollars in Millions

States Which Are Approved and Funded

States w/ Submitted Plans; Not Yet Announced

States Declining To Submit

WR - States

National Governors' Association
Summary of Selected Elements of State Plans for
Temporary Assistance for Needy Families (TANF)
As of January 30, 1997

Introduction

The Personal Responsibility and Work Opportunity Reconciliation Act of 1996 (P.L. 104-193) requires that each state submit a plan in order to receive a Temporary Assistance for Needy Families (TANF) block grant. The law specifies what states must address in their plan, including how they choose to exercise various options. The secretary of the Department of Health and Human Services (HHS) is authorized to certify each plan as complete if it contains the required elements. States may amend their plans at any time.

National Governors' Association (NGA) staff have compiled the attached summary of selected elements in state plans based on a review of the plans submitted to HHS and verification by each state. The categories of information selected do not represent all of the program and policy decisions confronting states. They reflect basic information that could be readily gleaned from state plans and summarized in a simple, concise manner. The matrix does not capture the complexities of some of these categories. Other resource materials can provide additional detail on topics such as time limits, immigrant provisions, and individual development accounts (refer to the welfare reform information site on NGA's Internet home page at *www.nga.org* for more information).

The information reflected in the matrix is accurate as of January 30, 1997. Some information was not available from certain states or, in some states, decisions had not yet been made (as indicated by the notation "N/T"). The information included in this matrix is subject to change based on further policy decisions by Governors and state legislative action. The matrix will be updated periodically to reflect these changes and information from additional state plans as they are submitted.

Prior to the enactment of P.L. 104-193, many states received waivers to implement some of the elements identified on the matrix, such as time limits on assistance, work requirements within a specified period, extended transitional child care and Medicaid assistance for longer than twelve months, family caps, and diversion payments. Consequently, the decisions identified in the TANF state plans may reflect the continuation of ongoing policies authorized under waivers and may be inconsistent with provisions of the new law.

Summary

Number of plans. As of January 30, 1997, forty states, the territory of Guam, and the District of Columbia had submitted TANF plans to HHS, and thirty-five of these plans have been certified as complete. States that have not yet submitted a plan to HHS are not included in the matrix. In addition, although Guam recently submitted its plan, the information could not be incorporated into the matrix. Throughout this document, the District of Columbia is included in the count as a "state."

Administering agency. Each state must designate in its TANF plan the primary agency responsible for administering the program. In some cases, states have identified multiple agencies.

Effective date. The effective dates shown on the matrix reflect the dates that the requirements of TANF become effective, as identified by each state.

Continue waivers? Prior to the enactment of P.L. 104-193, forty-five states and the District of Columbia had welfare reform demonstration waivers approved by HHS. Under the new law, states may continue or terminate their welfare reform demonstration waivers. It should be noted that the increased flexibility of the federal welfare reform law eliminates the need for waivers in most areas. At this time, twenty-nine states intend to continue some or all of their waivers, five states intend to discontinue their waivers, three states are still considering the issue, and three states did not have waivers. The remaining

state, as indicated by the notation "N/I," either has not yet made a decision on the continuation of existing waivers, or did not address this issue in its plan.

Time limit shorter than 60 months? The law prohibits states from using their federal TANF funds to provide assistance to a family that includes an adult who has received assistance for sixty months, regardless of whether assistance is provided consecutively. A state may exempt up to 20 percent of its average monthly caseload from this time limit on assistance. A number of states have shorter time limits, but most of these states also have extensions and exemptions that are not detailed in the matrix. Eighteen states indicate that they will have time limits shorter than sixty months, while twenty-three states report that they will have a sixty-month time limit.

Community service after 2 months? By August 22, 1997, states must require parents or caretakers who are not working after two months of receiving benefits to participate in community service employment unless the Governor opts out of this requirement. At this time, four states intend to implement the community service requirement after two months, twenty-two states intend to opt out of the community service requirement, and five states will make a decision by August 22, 1997. The remaining states, as indicated by the notation "N/I," either have not yet made a decision on the community service requirement, or did not address this issue in their plan.

Work requirement shorter than 24 months? The law requires that parents or caretakers engage in work, as defined by the state, within twenty-four months of receiving assistance or when they are ready, whichever comes earlier. As with the sixty-month time limit, states may require recipients to engage in work before the maximum time limit specified in the law. Some states with shorter work requirements also have exemptions or extensions that are not detailed in the matrix. Sixteen states indicate that they will require recipients to work prior to twenty-four months, while twenty-five states intend to use the twenty-four-month period in the federal law.

Different treatment for out-of-state families (i.e., interstate immigrants)? States have the option to treat families from out of state differently than state residents with respect to eligibility rules and benefit levels. At this time, thirty states indicate that they will treat interstate immigrants in the same manner as they treat state residents, while ten states report that they will treat interstate immigrants differently than state residents. The remaining state, as indicated by the notation "N/I," either has not yet made a decision on the treatment of interstate immigrants, or did not address this issue in its plan.

Provide TANF to legal noncitizens (i.e., qualified aliens)? The new law requires states to specify whether or not they will provide TANF to legal noncitizens (i.e., qualified aliens) who were in the United States as of August 22, 1996 and to provide a description of such assistance if they intend to do so. Thirty-seven states indicate that they will provide TANF to noncitizens as the federal law allows, while three states will not provide benefits to noncitizens. The remaining states, as indicated by the notation "N/I," either have not yet made a decision on the provision of TANF to legal noncitizens, or did not address this issue in their plan.

Deny TANF to drug felons? Under the new law, individuals convicted of a drug-related felony are ineligible to receive TANF or food stamp assistance unless a state enacts legislation to opt out of this provision. At this time, twenty states plan to deny TANF to drug felons, while three states plan to opt out of this provision. This count could change depending on the outcome of the legislative process. The remaining states, as indicated by the notation "N/I," either have not yet made a decision on the denial of TANF to drug felons, or did not address this issue in their plan.

Transitional child care longer than 12 months? The new law ends the previous entitlement to twelve months of transitional child care and folds funding for such care into the new Child Care and Development Block Grant. Prior to the enactment of P.L. 104-193, sixteen states had received waivers to extend transitional child care for longer than twelve months for families leaving welfare for work. At this time, sixteen of the

states that have submitted TANF plans indicate that they will provide such assistance for longer than twelve months, though a waiver is no longer required, and twenty states indicate that they will not provide such assistance. The remaining states, as indicated by the notation "N/I," either have not yet made a decision on extending transitional child care assistance for longer than twelve months, or did not address this issue in their plan.

Transitional Medicaid longer than 12 months? The law continues transitional Medicaid for twelve months for families that would lose eligibility because of increased earnings and for four months when eligibility is lost because of increased child support payments. Prior to the enactment of P.L. 104-193, twenty-one states had received waivers to extend transitional Medicaid for longer than twelve months. Nine of the states that have submitted TANF plans indicate that they will continue their waiver authority to provide Medicaid assistance for longer than twelve months and twenty-nine states report that they will provide it for twelve months. The remaining states, as indicated by the notation "N/I," either have not yet made a decision on extending transitional Medicaid assistance for longer than twelve months, or did not address this issue in their plan.

Drug testing? The new law allows states to test TANF applicants for drug use. Two states indicate that they will test applicants, while thirty states report that they will not require such testing. The remaining states, as indicated by the notation "N/I," either have not yet made a decision on drug testing, or did not address this issue in their plan.

Allow Individual Development Accounts (IDAs)? States have the option to allow TANF recipients to establish IDAs for the purpose of accumulating funds to pursue postsecondary education, purchase a home, or start a business. Funds in such accounts will not be counted in determining eligibility for federal assistance. At this time, twelve states indicate that they will allow recipients to establish IDAs, while nineteen states will not allow recipients to establish IDAs. Some states have also established an account limit. The remaining states, as indicated by the notation "N/I," either have not yet made a decision on IDAs, or did not address this issue in their plan.

Family cap? Although the federal law is silent on the issue of family caps on benefits, a number of states have already established a cap on benefits to recipients who have additional children while receiving welfare. Nineteen states indicate that they have a family cap, while seventeen states report that they do not have a family cap. The remaining states, as indicated by the notation "N/I," either have not yet made a decision on a family cap, or did not address this issue in their plan.

Diversion payments? States may provide diversion assistance to enable families to avoid the receipt of welfare assistance. Diversion assistance may be provided in different ways, including a one-time lump sum payment, as well as health care, child care, and other services. At this time, eighteen states intend to provide diversion assistance, while thirteen states will not provide such assistance. The remaining states, as indicated by the notation "N/I," either have not yet made a decision on diversion payments, or did not address this issue in their plan.

Subsidized employment? The law allows states to subsidize private and/or public sector employment for recipients. Typically, subsidized employment refers to "cashing out" TANF and/or food stamp assistance and providing funds to employers who in turn pay wages to recipients. Twenty-seven states intend to subsidize private and/or public sector employment, while eight states do not plan to subsidize employment. The remaining states, as indicated by the notation "N/I," either have not yet made a decision on subsidized employment, or did not address this issue in their plan. good news

Other job creation strategies? States are considering a wide range of job creation strategies, some of which are noted in their TANF plans. These strategies are too numerous and far-ranging to include in the matrix. They include:

- providing tax credits and other employer incentives (Arizona, Florida, Kansas, Kentucky, Maryland, Wisconsin, and Wyoming); ?

- creating industry partnerships and customized employment projects (Alabama, Kansas, and Kentucky);
- developing interagency task forces or linkages, typically among welfare, workforce and economic development systems, for job creation, job development, or employer marketing (Georgia, Iowa, and New Hampshire);
- using workforce investment boards or councils (Michigan, New Jersey, South Dakota, Texas, and Vermont);
- supporting entrepreneurial programs or small business loans (Montana, South Dakota, and Tennessee);
- convening a statewide employer job summit (Vermont);
- using one-stop career centers (Florida, Missouri, Utah, and Wisconsin), and
- designating groups and positions responsible for soliciting employers to hire welfare recipients (Missouri—self-sufficiency teams, South Dakota—employer relations specialists, and Virginia—chambers of commerce).

Selected Elements in State Plans for Temporary Assistance for Needy Families

	Administering agency	TANF Effective date	Date plan certified complete	Continue waivers?	Time limit shorter than 60 mos.?	Comm. service after 2 mos.?	Work requirement shorter than 24 mos.?	Different treatment for families from other states?	Provide TANF to legal non-citizens?	Deny TANF to drug felons?	Transitional child care longer than 12 mos.?	Transitional Medicaid longer than 12 mos.?	Drug testing?	Allow Individual Development Accounts?	Family cap?	Diversion payments?	Subsidized employment?
Alabama Martha Nachman 334/242-1160	Dept. of Human Resources	10/1/96	11/15/96	yes	no	no	no	no	no	yes	no	no	no	no	yes	no	N/I
Arizona Brian McNeil 602/542-1342	Dept. of Economic Security	10/1/96	11/1/96	yes	no	no	no	no	yes	no	yes-2 yrs.	yes-2 yrs.	no	yes	yes	yes	yes
California Sandra Smoley 916/654-3301	Dept. of Social Services; Dept. of Health Services; Office of Criminal Justice Planning	10/9/96	12/7/96	yes	no	N/I	yes-22 mos.	yes	yes	N/I	N/I[1]	N/I[2]	N/I	yes-up to $5,000	yes	N/I	N/I
Connecticut Ruth Ravitz 202/347-4535	Dept. of Social Services	10/1/96	1/22/97	yes	yes-21 mos.	no	yes-21 mos.; 6 mos. extension	no	yes	N/I	yes[3]	yes-24 mos.	no	no	yes	no	no
District of Columbia Kate Jesberg 202/724-3914	Dept. of Human Services	12/3/96	pending	N/I	no	no	no	yes	yes	yes	no	no	no	no	N/I	N/I	N/I

1. Governor has proposed extending transitional child care to twenty-four months.
2. Governor has proposed extending transitional Medicaid to twenty-four months.
3. Transitional child care assistance will be provided as long as income does not exceed 75 percent of median family income.

Prepared by the National Governors' Association, January 30, 1997.

NOTE: N/I means that information is not included in the state plan or that decisions have not yet been made.

	Administering agency	TANF Effective date	Date plan certified complete	Continue waivers?	Time limit shorter than 60 mos.?	Comm. service after 2 mos.?	Work requirement shorter than 24 mos.?	Different treatment for families from other states?	Provide TANF to legal non-citizens?	Deny TANF to drug felons?	Transitional child care longer than 12 mos.?	Transitional Medicaid longer than 12 mos.?	Drug testing?	Allow Individual Development Accounts?	Family cap?	Diversion payments?	Subsidized employment?
Delaware Elaine Archangelo 302/577-4500	Dept. of Health and Social Services	3/10/97	pending	yes-partial	yes[4]	no	no	no	yes	yes	yes-24 mos.	yes-24 mos.	no	no	yes	no	yes
Florida Karen Hogan 202/624-8485	Dept. of Health; Dept. of Children and Family Services; Dept. of Labor and Employment Security	10/1/96	10/8/96	to be determined	yes-lifetime total of 48 mos.	to be determined	yes-immediately	yes	yes	pending legislation	yes-24 mos.	no	no	no	yes	yes-2 mos.	yes
Georgia Mark H. Cohen 404/651-7714	Dept. of Human Resources	1/1/97	1/21/97	yes[5]	yes-4 yrs.	to be determined by 8/22/97	no	yes	yes-for 12 mos.	yes	no	no	no	no	yes	to be determined	yes-up to 9 mos. for public/private sectors
Iowa Doug Howard 515/281-8629	Dept. of Human Services	11/15/96	1/21/97	yes[6]	no	no	yes-immediately	no	yes[7]	to be determined	yes-24 mos.	no	no	yes[8]	no	no- but under consideration	no-but under consideration
Indiana Carlis Williams 317/233-3542 Marya Memitz Rose 317/232-1622	Family and Social Services Administration	10/1/96	11/1/96	yes	yes-2 yrs.	to be determined by 8/22/97	no	yes	yes[9]	to be determined	no	no	to be determined	to be determined	yes	to be determined	yes
Kansas Janet Schlansky 913/296-3274	Dept. of Social and Rehabilitation Services	10/1/96	11/27/96	yes	no	not at this time	no	no	yes	no	no	no	no	yes	no	not at this time	not at this time

4. State will provide twenty-four months of assistance followed by twenty-four months of workfare and a one-month extension; there is no time limit for incapacitated recipients.
5. State will continue waivers that are consistent with TANF provisions; others will be decided by July 1, 1997.
6. State will likely eliminate waivers prior to July 1997.
7. TANF will be provided to noncitizens if a federal match is available.
8. State will use its existing program and non-TANF funds.
9. TANF will be provided to noncitizens to the degree allowed under the federal law.

Prepared by the National Governors' Association, January 30, 1997.

NOTE: N/I means that information is not included in the state plan or that decisions have not yet been made.

	Administering agency	TANF Effective date	Date plan certified complete	Continue waivers?	Time limit shorter than 60 mos.?	Comm. service after 2 mos.?	Work requirement shorter than 24 mos.?	Different treatment for families from other states?	Provide TANF to legal non-citizens?	Deny TANF to drug felons?	Transitional child care longer than 12 mos.?	Transitional Medicaid longer than 12 mos.?	Drug testing?	Allow Individual Development Accounts?	Family cap?	Diversion payments?	Subsidized employment?
Kentucky John L. Clayton 502/564-3703 Viola Miller 502/564-7130	Cabinet for Families and Children	10/18/96	11/18/96	no waiver	no	no	no	no	yes[10]	yes	no	no	not at this time	no	no	yes	to be determined
Louisiana Susan Hoffman 504/342-8889	Dept. of Social Services	to be determined	1/10/97	no waiver	yes-24 mos. within 60 mos.	N/I	no	no	yes	N/I	no	no	no	N/I	no	no	no
Massachusetts Claire McIntire 617/348-8400	Dept. of Transitional Assistance	9/30/96	1/28/97	yes	yes-24 mos. within 60 mos.[11]	yes	yes-60 days for non-exempt recipients	not at this time	yes	yes	no	no	not at this time	not at this time	yes	N/I	yes-public/private sectors
Maryland Kevin Mahon 410/767-7338	Dept. of Human Resources	12/9/96	1/10/97	no	no	yes	no	yes	yes	yes	no	no	not at this time	no	yes	yes-3 mos.	to be determined
Maine Peter Walsh 207/287-2546	Dept. of Human Services	11/1/96	12/24/96	yes	no	will determine by 8/22/97	no	no	yes	N/I	no	no	no	no	no	yes	yes
Michigan Kathy Tobin 517/335-4727	Family Independence Agency	10/1/96	9/30/96	yes[12]	no	yes	yes-immediately	no	yes	yes	no	no-only in 6 project sites until 1998	not at this time	not at this time	no	no	some areas
Mississippi Anna Marie Barnes 601/359-2528	Dept. of Human Services	10/1/96	11/27/96	no	no	to be determined	no	no	yes	yes	no	no	no	no	yes	yes	yes
Missouri Andrea Routh 573/751-3222 Susan Harris 202/624-7720	Dept. of Social Services	10/1/96	12/23/96	yes	yes-48 mos.	no	no	no	yes	yes	yes	no	no	yes	no	yes	yes

10. State will submit plan amendment to provide to optional alien group.
11. Applies to certain nonexempt recipients.
12. State will continue some waivers, but is still deciding whether to continue others.

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	Administering agency	TANF Effective date	Date plan certified complete	Continue waivers?	Time limit shorter than 60 mos.?	Comm. service after 2 mos.?	Work requirement shorter than 24 mos.?	Different treatment for families from other states?	Provide TANF to legal non-citizens?	Deny TANF to drug felons?	Transitional child care longer than 12 mos.?	Transitional Medicaid longer than 12 mos.?	Drug testing?	Allow Individual Development Accounts?	Family cap?	Diversion payments?	Subsidized employment?
Montana Laurie Ekanger 406/444-5622	Dept. of Public Health and Human Services	11/1/96	pending	yes	yes-24 mos.; 36 mos. with Community Service Program	no	yes-immediately	no	yes	yes	no	no	no	yes	no	yes	yes
Nebraska Don Luenberger 402/471-3121	Dept. of Health and Human Services	12/1/96	12/7/96	yes	yes-24 mos. without earned income[13]	no	no	no	yes	yes	yes	yes	N/I	N/I	yes	N/I	no
Nevada Ann Wilson Andreini 702/687-5670	Dept. of Human Resources	9/30/96	12/24/96	no waiver	no	N/I	no	N/I	yes	yes	N/I	N/I	N/I	N/I	N/I	N/I	N/I
New Hampshire Kathy Sgambati 603/271-4602	Dept. of Health and Human Services	10/1/96	11/12/96	yes	no	no	yes-26 wks.	yes	yes	pending legislation to opt out	yes-up to 170% of poverty level	no	no	no	no	no	yes-on-the-job training
New Jersey Brian Baxter 609/777-1257	Dept. of Human Services	10/15/96	1/29/97	no	no	N/I	no	no	yes	yes	yes-2 yrs.	yes-24 mos.	N/I	N/I	yes	N/I	yes-public/private sectors
New York Barbara Howard 518/486-4079	Dept. of Social Services	9/30/96	12/13/96	N/I	no	yes	no	yes	yes	yes	N/I	no	yes	N/I	yes	N/I	yes
North Carolina Peter Leousis 919/733-4534	Dept. of Human Resources	1/1/97	1/10/97	yes	yes-24 mos.	to be determined by 8/21/97	yes-12 wks.	no	yes	N/I	yes	no	no	no	yes	yes-3 mos.	yes-public/private sectors
Ohio Jacquelin Romer-Sensky 614/644-0973	Dept. of Human Services	10/1/96	11/1/96	yes	yes-36 mos. in 60 mos.	to be determined by 10/1/97	no	no	yes	yes	to be determined by 7/1/97	no	yes	no	no	yes	yes

13. No more than sixty months of assistance will be provided, regardless of the source of income.

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	Administering agency	TANF Effective date	Date plan certified complete	Continue waivers?	Time limit shorter than 60 mos.?	Comm. service after 2 mos.?	Work requirement shorter than 24 mos.?	Different treatment for families from other states?	Provide TANF to legal non-citizens?	Deny TANF to drug felons?	Transitional child care longer than 12 mos.?	Transitional Medicaid longer than 12 mos.?	Drug testing?	Allow Individual Development Accounts?	Family cap?	Diversion payments?	Subsidized employment?
Oklahoma Susan Thompson 405/523-4234	Dept. of Human Services	10/1/96	11/1/96	yes-Learnfare only	no	no	yes-immediately[14]	no	yes	pending legislation	yes[15]	no	no	under consideration	no	no	yes-private sector
Oregon Jean Thorne 503/373-1558	Dept. of Human Resources	10/1/96	11/1/96	yes	yes-24 mos. within 84 mos.	no	yes-immediately	no	yes	no	no	no	no	yes	no	yes	yes
Pennsylvania Sherri Heller 717/783-3063	Dept. of Public Welfare	3/1/97	pending	N/I	no	N/I	no	yes	yes	N/I	no	no	no	yes	no	yes	yes
South Carolina Linda S. Martin 803/734-5286	Dept. of Social Services	10/1/96	1/3/97	yes	yes-24 mos. out of 120 mos.	N/I	no	no	no	N/I	yes-2 yrs.	yes-24 mos.	no	yes-up to $10,000	yes	N/I	yes-public/private sectors
South Dakota James W. Ellenbecker 605/773-3165	Dept. of Social Services	12/1/96	12/7/96	yes-partial	no	to be determined by 8/22/97	no	no	yes	N/I	N/I	N/I	N/I	N/I	N/I	yes	yes-public/private sectors
Tennessee Linda Rudolph 615/313-4702	Dept. of Human Services	10/1/96	12/20/96	yes	yes-18 mos.; lifetime of 60 mos.	no	yes-immediately	no	yes	N/I	yes-18 mos.	yes-18 mos.	no	yes	yes	no	no
Texas Ron Lindsey 512/463-2198	Dept. of Human Services; Workforce Commission	10/1/96	11/26/96	yes	yes-12, 24, and 36 mos.; lifetime of 60 mos.	no	yes-immediately	no	yes	N/I	no	no	N/I	yes	N/I	yes	yes-public and/or private sectors
Utah Robin Arnold-Williams 801/538-4001	Dept. of Human Services	9/30/96	12/13/96	yes	yes-36 mos.	no	yes-immediately	no	yes	pending legislation	yes-based on income; no time limit	yes-24 mos.	no	to be determined	pending legislation	yes	no

14. Applies to parents with children older than one year.
15. Child care assistance will be provided to working families based on income with no time limit.

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	Administering agency	TANF Effective date	Date plan certified complete	Continue waivers?	Time limit shorter than 60 mos.?	Comm. service after 2 mos.?	Work requirement shorter than 24 mos.?	Different treatment for families from other states?	Provide TANF to legal non-citizens?	Deny TANF to drug felons?	Transitional child care longer than 12 mos.?	Transitional Medicaid longer than 12 mos.?	Drug testing?	Allow Individual Development Accounts?	Family cap?	Diversion payments?	Subsidized employment
Vermont Jane Kitchel 802/241-2853	Dept. of Social Welfare	9/20/96	11/18/96	yes	no	no	no-30 mos. for AFDC, 15 mos. for Unemployed parent cases	no[16]	yes	pending legislation[17]	yes	yes-36 mos. for waiver demonstration members	no	N/I	no	no	yes[18]
Virginia Scott Oostdyk 804/786-7765 Terri Hauser 202/783-1769	Dept. of Social Services	2/1/97	pending	yes	yes-24 mos. within 60 mos.	no	yes-90 days	no	yes	N/I	no	no	N/I	yes-up to $5,000	yes	yes-4 mos.	yes
Washington Ken Miller 360/902-4109	Dept. of Social and Health Services	1/10/97	1/14/97	yes	no[19]	no	no	no	yes	yes	no	no	no	no	no	no	no
West Virginia Scott Boileau 304/558-0999	Dept. of Health and Human Resources	1/11/97	pending	no	no	no	no	no	N/I	yes	no	no	no	no	no	yes-3 mos.	yes-public/private sectors
Wisconsin J. Jean Rogers 608/266-3035	Dept. of Workforce Development	9/30/96	9/30/96	yes	no	assigned to work immediately	yes-assigned to work immediately	yes	yes	yes	yes	no	pending legislation	no	yes	yes-job access loans	yes-public/private sectors
Wyoming Mary Kay Hill 307/777-7434	Dept. of Family Services	1/1/97	12/23/96	no	no	no	no	no	no	yes	no[20]	no	no	no	no	no	yes-private sector

16. Other policy changes are pending legislative approval.
17. Pending legislative approval, state will provide assistance on a trial basis for at least one year.
18. Subsidized employment includes work supplementation and public and nonprofit community service employment.
19. There is an annual reduction of 10 percent after forty-eight months within sixty months.
20. Former TANF recipients will qualify for child care assistance according to an income-based, sliding-fee scale, to the extent funds are available.

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Selected Provisions of State TANF Programs

State	Time Limit (Months)	Time Frame for Work (Months)	Sanctions for Not Complying with Work Requirements	Major Work Activities (List)	Employment Subsidy Component	Individual Development Accounts (Amount)	Transitional Medicaid Available (Months)	Transitional Child Care Available (Months)	FY 1997 Maximum Benefit Level, Family of 3 (2 kids)	FY 1996 Maximum Benefit Level, Family of 3 (2 kids)
Alabama Received: 10/01/96 Subject to TANF: 11/15/96	60	Immediate	Reduction or Termination	Unsubsidized Employment, Subsidized Private Sector, Subsidized Public Sector, OJT, Job Search and Job Readiness Assistance, Community Service, Vocational Education, Job Skills Training Directly Related to Employment, Provision of Child Care Services to an Individual who is Participating in a Community Service Program	No	No	12	12	$164	$164
Arizona Received: 09/30/96 Subject to TANF: 10/01/96	24 out of 60 for adult household members	Individual	Reduction	As defined in 407	Yes	Yes $10,000	24	24	$347	$347
California Received: 10/09/96 Subject to TANF: 11/26/96	Until State legislation is enacted, the State cannot impose time limits. Any assistance provided beyond 60 months will be paid with State dollars.	22 if received aid in 22 of the last 24 months	Reduction	Job Search, Unsubsidized or Subsidized Employment, Education, OJT, Work Experience	No	Yes $5,000	12	24	$565 Region I $538 Region II	$594
Connecticut Received: 10/01/96 Subject to TANF: 10/01/96	21	Immediate	Reduction or Termination	Work is defined by the State as employment or any other required activity which seeks to either place recipients into employment or prepare them for employment as rapidly as possible. Activities include those defined in 407.	No	No	24	No Limit, Based on Income	$636	$636

State	Time Limit (Months)	Time Frame for Work (Months)	Sanctions for Not Complying with Work Requirements	Major Work Activities (List)	Employment Subsidy Component	Individual Development Accounts (Amount)	Transitional Medicaid Available (Months)	Transitional Child Care Available (Months)	FY 1997 Maximum Benefit Level, Family of 3 (2 kids)	FY 1996 Maximum Benefit Level, Family of 3 (2 kids)
Delaware Received: 01/22/97	24 for adults; if not able to locate job, 24 additional months pay-after-performance	Immediate	Reduction	Work Readiness/Life Skills, Job Search/Job Placement, Job Retention, Work Experience/OJT, Vocational Skills Training, Retention/Basic Skills Training	Not Specified	Yes	24	24	$338	$338
Dist. of Col. Received: 12/03/96	60	When determined able to engage in work or 24 months, whichever comes first	Reduction	Unsubsidized/Subsidized Private/Public Sector Employment, Work Experience, OJT, Job Search/Job Readiness, Community Service, Vocational Educational Training (not to exceed 12 months), Job Skills Training, Employment Releted Eduction for HS/GED, Provision of Child Care Service for Community Service Program Participants	Undecided	No	Yes (undecided on number of months)	Undecided	$379	$420
Florida Received: 09/20/96 Subject to TANF: 10/01/96	(1) 24 out of 60 with lifetime of 48; (2) 36 out of 72 with lifetime of 48	Immediete	Termination, Protective Payee for Child(ren) Under 12 Years Old	Unsubsidized Employment, Subsidized Private/Public Sector Employment, Community Service Work, Job Search, Job Readiness, Vocational Education or Training, Job Skills Training Directly Related to Employment, Education Services Related to Employment for Participants 19 Years of Age or Younger	Yes	No	12	24	$303	$303
Georgia Received: 11/15/96 Subject to TANF: 01/01/97	48	When determined able to engage in work or 24 months, whichever comes first	Reduction or Termination	As defined in 407	Not Specified	No				$208

State	Time Limit (Months)	Time Frame for Work (Months)	Sanctions for Not Complying with Work Requirements	Major Work Activities (List)	Employment Subsidy Component	Individual Development Accounts (Amount)	Transitional Medicaid Available (Months)	Transitional Child Care Available (Months)	FY 1997 Maximum Benefit Level, Family of 3 (2 kids)	FY 1996 Maximum Benefit Level, Family of 3 (2 kids)
Indiana Received: 10/01/96 Subject to TANF: 10/01/96	24	Immediate	Reduction	Unsubsidized Private/Public Employment, Alternate Work Experience, Job Readiness, Job Search, Subsidized Work, and Community Work Experience (Public Service)	Not Specified	To be decided	12	12	$288	$288
Iowa Received: 11/15/96 Subject to TANF: 01/01/97	Individual Not to Exceed 60	Immediate	Reduction then Termination (ineligibility for 6 months)	Paid and Unpaid Employment, Job-Seeking Skills, Job Search, High School completion or GED, Adult Basic Education, ESL, Post-Secondary Education, Family Development Programs, Work Experience, OJT, Job-Training, Unpaid Community Service, Parenting Skills, Family Planning Counseling, Mentoring	No	No (State has a State-Only Program)	12	24	$426	$426
Kansas Received: 10/01/96 Subject to TANF: 10/01/96	60	Immediate	Reduction	As defined in 407	No	No	12	12	$429*	$429*
Kentucky Received: 09/30/96 Subject to TANF: 10/18/96	60	6	Reduction, Remaining Grant Paid to Protective Payee	Unsubsidized Work, Subsidized Private Sector, Community Service, Workfare, Relocation Assistance, Family Health Care Providers, and Regulated Child Care Providers	Yes	No	12	12	$262	$262

State	Time Limit (Months)	Time Frame for Work (Months)	Sanctions for Not Complying with Work Requirements	Major Work Activities (List)	Employment Subsidy Component	Individual Development Accounts (Amount)	Transitional Medicaid Available (Months)	Transitional Child Care Available (Months)	FY 1997 Maximum Benefit Level, Family of 3 (2 kids)	FY 1996 Maximum Benefit Level, Family of 3 (2 kids)
Louisiana Received: 10/01/96 Subject to TANF: 01/01/97	24 out of 60	Immediate	Termination	Unsubsidized Employment, Subsidized Private Sector, Subsidized Public Sector, OJT, Job Search and Job Readiness Assistance, Community Service, Vocational Education, Job Skills Training Directly Related to Employment, Provision of Child Care Services to an Individual who is Participating in a Community Service Program	Not Specified	No	12	12	$190	$190
*Maine Received: 10/01/96 Subject to TANF: 11/01/96	60	When determined able to engage in work or 24 months, whichever comes first	Reduction or Third Party Payments	OJT, Apprenticeships, Self-Employment, Other Non-Traditional Employment, and Full-Time Work	Yes	No	12	12	$468	$468
Maryland Received: 09/27/96 Subject to TANF: 12/09/96	60	Not Specified	Termination	Job Search, Grant Diversion, and Other Unspecified Activities	No	No	12	12	$377	$373
Massachusetts Received: 09/23/96 Subject to TANF: 09/30/96	24 out of 60 continuous months (State funds to be used after 60 months of assistance.)	60 days (for non-exempt with school age children)	Reduction, Termination, or Mandated Participation in Community Service	Job search, Job Readiness, Job Skills Training, Education, the Full Employment Program (FEP), Supported Work, Community Service, Subsidized or Unsubsidized Job, Two-Year Community College Programs, Vocational Education, Satisfactory Attendance at Secondary School, Child Care Services to Other Participants in Work Activities	Yes	No	12	12	$579	$579

State	Time Limit (Months)	Time Frame for Work (Months)	Sanctions for Not Complying with Work Requirements	Major Work Activities (List)	Employment Subsidy Component	Individual Development Accounts (Amount)	Transitional Medicaid Available (Months)	Transitional Child Care Available (Months)	FY 1997 Maximum Benefit Level, Family of 3 (2 kids)	FY 1996 Maximum Benefit Level, Family of 3 (2 kids)
Michigan Received: 08/27/96 Subject to TANF: 09/30/96	Intend to use State-only funds for those complying and are not self-sufficient after 60 months.	60 days	Reduction or Termination	High School Completion, GED, Basic/Remedial Education, English Proficiency, Job Skills Training, Job Readiness Activities, Job Development Placement	No	No	12	24	$459 (Detroit) Varies for different areas of the State.	$459 (Detroit) Varies for different areas of the State.
Mississippi Received: 10/01/96 Subject to TANF: 10/01/96	60	24	Full Family Sanction or Termination	Unsubsidized/Subsidized Private/Public Sector Employment, Work Experience, OJT, Job Search/Job Readiness, Community Service, Vocational Educational Training (not to exceed 12 months), Job Skills Training, Employment Related Eduction for HS/GED, Provision of Child Care Service for Community Service Program Participants	Yes	Yes $1/hour after 30 initial days employment, maximum $1,000	12	12	$120	$120
Missouri Received: 10/01/96 Subject to TANF: 12/01/96	24/48	24	Reduction	Unsubsidized/Subsidized Private/Public Sector Employment, Work Experience, OJT, Job Search/Job Readiness, Community Service, Vocational Educational Training (not to exceed 12 months), Job Skills Training, Employment Related Eduction for HS/GED, Provision of Child Care Service for Community Service Program Participants	Yes	Yes	12	Unlimited as long as eligibility is established & continuing	$292	$292

State	Time Limit (Months)	Time Frame for Work (Months)	Sanctions for Not Complying with Work Requirements	Major Work Activities (List)	Employment Subsidy Component	Individual Development Accounts (Amount)	Transitional Medicaid Available (Months)	Transitional Child Care Available (Months)	FY 1997 Maximum Benefit Level, Family of 3 (2 kids)	FY 1996 Maximum Benefit Level, Family of 3 (2 kids)
Montana Received: 11/01/96 Subject to TANF: 12/16/96	18 two parents; 24 single parent	Immediate	Reduction	State sets parameters but communities have been given flexibility to determine appropriate work activities. These activities are based on Montana's JOBS program, waiver authority, and local community operating plans.	No	Yes	12	12	$425	$425
Nebraska Received: 10/01/96 Subject to TANF: 12/01/96	24 out of 48	Immediate	Full Family Sanction or Termination	Job Search, Education, Job Skills Training, Job Readiness, Microbusiness Enterprise, Work Experience, OJT, Employment, and CWEP	Not Specified	Not Specified	24	24	$364	$364
Nevada Received: 10/18/96 Subject to TANF: 12/03/96	60 (Will submit change to 24)	When determined able to engage in work or 24 months, whichever is sooner	Reduction	Unsubsidized/ Subsidized Private or Public Sector Employment, Work Experience, OJT, Job Search, Job Readiness, Community Service, Vocational Education, and Child Care Services	No	Not Specified	12	12	$348	$348
New Hampshire Received: 10/01/96 Subject to TANF: 10/01/96	60	26 Weeks	Reduction	OJT, Alternate Work Experience, Job Search, Job Skills Training, Education, Adult Basic Eduation, Job Readiness, Community Service, Work Supplementation, Assessment and Job Preparation, Work Experience	No	No	12	12	$550	$550

State	Time Limit (Months)	Time Frame for Work (Months)	Sanctions for Not Complying with Work Requirements	Major Work Activities (List)	Employment Subsidy Component	Individual Development Accounts (Amount)	Transitional Medicaid Available (Months)	Transitional Child Care Available (Months)	FY 1997 Maximum Benefit Level, Family of 3 (2 kids)	FY 1996 Maximum Benefit Level, Family of 3 (2 kids)
New Jersey Received: 10/15/96 Subject to TANF: 02/01/97	60	When determined able to engage in work or 24 months, whichever is sooner	Reduction	Unsubsidized Employment, Subsidized Private Sector, Subsidized Public Sector, OJT, Job Search and Job Readiness Assistance, Community Service, Vocational Education, Job Skills Training Directly Related to Employment, Provision of Child Care Services to an Individual who is Participating in a Community Service Program	Yes	Legislation Enacted	24	12 (Legislation pending to 24 months)	$424	$424*
New York Received: 10/17/96 Subject to TANF: 12/02/96	Not Specified	When determined able to engage in work or 24 months, whichever is sooner	Reduction or Termination	As defined in old JOBS State Plan	No	Not Specified	12	12	$577 New York $703 Suffolk	$577 New York $703 Suffolk
North Carolina Received: 10/22/96 Subject to TANF: 01/01/97	24	Immediate	Reduction or Denial	Unsubsidized Employment, Subsidized Private/Public Employment, Work Experience, Vocational Training (12 months), OJT, Job Search and Job Readiness (6 weeks), GED Training	Yes (Cabarrus County)	No	12	12	$272	$272
Ohio Received: 09/19/96 Subject to TANF: 10/01/96	36 out of 60	24 Months	Reduction or Termination	Alternative Work Experience, Community Work Experience, Work Supplementation, OJT, and, Postsecondary Education	Yes	Under Consideration	12	12	12	$341*
Oklahoma Received: 09/30/96 Subject to TANF: 10/01/96	60	Immediate	Termination	Activities designed to assist in becoming employable or in obtaining employment; Alternative Work Experience, Job Search, Job Readiness Training, Job Skills Training, Job Corps, OJT	Not Specified	Considering	12	12	$307	$307

State	Time Limit (Months)	Time Frame for Work (Months)	Sanctions for Not Complying with Work Requirements	Major Work Activities (List)	Employment Subsidy Component	Individual Development Accounts (Amount)	Transitional Medicaid Available (Months)	Transitional Child Care Available (Months)	FY 1997 Maximum Benefit Level, Family of 3 (2 kids)	FY 1996 Maximum Benefit Level, Family of 3 (2 kids)
Oregon Received: 09/27/96 Subject to TANF: 10/01/96	24 out of 84	Immediate	Reduction or Termination	As defined in 407	Yes	Yes (Individual Education Account; $1/hour after 30 initial days employment)	12	12	$460	$460
Pennsylvania Received: 01/23/97	60	Immediate	Reduction or Termination	Job Search, Job Readiness/Preparation, Subsidized Employment, Work Experience, OJT, Workfare, Community Service, Vocational Education, General Education, ESL, Job Skills Training, Any Employment or Training Funded/Approved by Department	No	Yes, No limit, but for education only	12	12	$421	$421
South Carolina Received: 10/12/96 Subject to TANF: 10/12/96	24	When determined able to engage in work or 24 months, whichever is sooner	Termination	Work Experience, OJT, Vocational Training, Technical Schools, Literacy Classes, Adult Education, GED, Family Life Skills, and Job Club Activities	Not Specified	Yes $10,000	24	24	$200	$200
South Dakota Received: 10/01/96 Subject to TANF: 12/01/96	60	24	Terminate Individual, Protective Payee for Remaining Grant	As defined in 407; additionally, Pre-Employment Training, Secondary Education, Vocational Education and College Education	No	No	12	12	$430	$430
Tennessee Received: 09/30/96 Subject to TANF: 10/01/96	18/24	Immediate	Termination	Unsubsidized Employment, OJT, Community Service, Job Search, GED	Not Specified	Yes $5,000	18	18	$185	$185

State	Time Limit (Months)	Time Frame for Work (Months)	Sanctions for Not Complying with Work Requirements	Major Work Activities (List)	Employment Subsidy Component	Individual Development Accounts (Amount)	Transitional Medicaid Available (Months)	Transitional Child Care Available (Months)	FY 1997 Maximum Benefit Level, Family of 3 (2 kids)	FY 1996 Maximum Benefit Level, Family of 3 (2 kids)
Texas Received: 10/01/96 Subject to TANF: 11/05/96	12/24/36 for individual	Immediate	Reduction	Education or Literacy Training, Employment Skills Training, Vocational Training, Life Skills Training, Parent Skills Training, Community Work Program or Other Work Program Approved by the State, A Business Internship, Subsidized Employment, Self-Employment Assistance	Not Specified	Yes $10,000	18	12	$188	$188
Utah Received: 09/30/96 Subject to TANF: 10/01/96	36	Immediate	Reduction First, Then Termination	Employment, Job Search, Mental Health Treatment, Training	No	Yes, No Limit	24	Unlimited for Low Income Individuals	$426	$426
Vermont Received: 09/20/96 Subject to TANF: 09/20/96	60 for TANF dollars	15 Months for UP 30 Months for Single Parents	Vendor Payments	Unsubsidized Employment, Job Search, Community Service Jobs, Grant Diversion, Job Readiness Activities, Educational Training, Work Experience	Yes	To be decided	36	No limit (Continued with State or other funding.)	$639	$636
Virginia Received: 12/06/96 Subject to TANF: 02/01/97	24 out of 60	Immediate	Full Family Sanction	Unsubsidized, Subsidized Private/Public, Work Experience, OJT, Job Search, Jobs Skills Training, Job Development	Yes	Yes $5,000	12	12	$354	$354
Washington Received: 12/12/96 Subject to TANF: 01/10/97	48 out of 60 (benefits reduced 10%, additional 10% for each subsequent year	24	Reduction	As defined under JOBS	Not Specified	No	12	12	$546	$546*

State	Time Limit (Months)	Time Frame for Work (Months)	Sanctions for Not Complying with Work Requirements	Major Work Activities (List)	Employment Subsidy Component	Individual Development Accounts (Amount)	Transitional Medicaid Available (Months)	Transitional Child Care Available (Months)	FY 1997 Maximum Benefit Level, Family of 3 (2 kids)	FY 1996 Maximum Benefit Level, Family of 3 (2 kids)
West Virginia Received: 11/26/96 Subject to TANF: 01/11/97	60	24	Reduction or Termination	Unsubsidized Employment, Job Search, CWEP, Vocational Skills, Training, Secondary Education (for teen parents)	Yes	No	12	No	$253 (10% increase for married couple)	$253
Wisconsin Received: 08/22/96 Subject to TANF: 09/30/96	60	Immediate	Reduction	As defined in 407	Yes	Yes				$517
Wyoming Received: 10/17/96 Subject to TANF: 01/01/97	60	Immediate Under Pay After Performance	Terminate	Work Experience, Community Service, Educational/Vocational Training	No	No	12		$340	$360

*In these States, part of grant has been designated as energy aid and is disregarded by the State in calculating Food Stamp benefits.

State	Eliminated Eligibility for Some Groups at State Option	Benefits to Legal Immigrants	Family Cap	Benefits to Drug Felons	Drug Testing of Recipients	Screen for Domestic Violence (Certified)**	Establish Two-Tier Welfare System (Federally-funded vs. State-only)	Revoke Licenses for Not Paying Child Support	New Hire Reporting System in Place for Child Support Enforcement	In-Hospital Paternity Establishment
Alabama	No	No	No	No	No	Yes	No	No	No	Yes
Arizona	No	Yes	Yes	No	No	Yes (as of 7/1/97)	No	Yes	Yes	Yes
California	No	Yes	Yes	Yes	No	Yes	California provides State-only assistance to qualified aliens who cannot be assisted using Federal TANF dollars.	Yes	Yes	Yes
Connecticut	No	Yes	Yes	Legislation pending to not provide benefits	No	No, but considering	No	Yes	Yes	Yes
Delaware	No	Yes	Yes	No	No	Yes (Certified)	No	Yes	No	Yes
Dist. of Col.	No	Yes	No	No	No	No	Undecided	Yes	No	Not Specified
Florida	No	Yes	Yes	No	No	No	No	Yes	Yes	Yes
Georgia		Yes	Yes		No	Yes (Certified)		Yes	Yes	Yes
Indiana	Not Specified	Yes	Yes		To Be Decided	Yes		Yes	No	Yes
Iowa	No	Yes	No	Yes	No	No	No	Yes	Yes	Yes
Kansas	No	Yes	No	No	No	No	Yes	Yes	No	Yes
Kentucky	No	Yes	Not Specified	No	No	Yes	No	Yes	Yes	Yes
Louisiana	No	Yes	No	No	No	Yes	No	Yes	No	Yes
Maine	No	Yes	Not Specified	No	No	Not Specified	Yes State will fund 19 year olds if attending high school or GED training.	Yes	Yes	Yes

State	Eliminated Eligibility for Some Groups at State Option	Benefits to Legal Immigrants	Family Cap	Benefits to Drug Felons	Drug Testing of Recipients	Screen for Domestic Violence (Certified)**	Establish Two-Tier Welfare System (Federally-funded vs. State-only)	Revoke Licenses for Not Paying Child Support	New Hire Reporting System in Place for Child Support Enforcement	In-Hospital Paternity Establishment
Maryland	No	Yes	Yes	No	No	Yes (Certified)	No	Yes	Yes	Yes
Massachusetts	No	Yes	Yes	No	No	Yes	Yes	Yes	Yes	Yes
Michigan	No	Yes	No	No	Recipients with substance abuse problems that are not complying must participate in treatment and submit to any drug testing required by treatment program.	Decide Later		Yes	No	Yes
Mississippi	No	Yes	Yes	No	No	Yes	No	Yes	No	Yes
Missouri	No	Yes	Not Specified	Yes	No	Yes	No	Yes	Yes	Yes
Montana	No	Yes	No	No	No	Yes (Certified)	No	Yes	No	Yes
Nebraska	No	Yes	Yes	In Process of Removing	Not Specifed	Yes (Certified)	Yes	No	No	Yes
Nevada	No	Yes	Not specified	No	Not Specified	Yes	No	Yes	No	Yes
New Hampshire	No	Yes	No	No, Legislation Pending	No	Yes	No	Yes	No	Yes
New Jersey	No	Yes	Yes	Yes, Upon Completion of a Drug Treatment Program and Tested Negative 60 Days	Not Specified	Will Develop Standards	No	Yes	No	Yes
New York	No	Yes	Not Specified	Not Specified	Yes	Not Specified	Legislation Pending	Yes	Yes	Yes

State	Eliminated Eligibility for Some Groups at State Option	Benefits to Legal Immigrants	Family Cap	Benefits to Drug Felons	Drug Testing of Recipients	Screen for Domestic Violence (Certified)**	Establish Two-Tier Welfare System (Federally-funded vs. State-only)	Revoke Licenses for Not Paying Child Support	New Hire Reporting System in Place for Child Support Enforcement	In-Hospital Paternity Establishment
North Carolina	No	Yes	Yes	Not Specified	No	Will Develop Standards	No	Yes	No	Yes
Ohio	No	Yes	No	No	Yes	No	No	Yes	Yes	Yes
Oklahoma	No	Yes	No	No	No	Yes	No	Yes	Yes	Yes
Oregon	No	Yes	No	Yes	No	Yes	No	Yes	Yes	Yes
Pennsylvania	No	Yes	No	No	No	Yes (Certified)	In planning stage	Yes	No	Yes
South Carolina	Yes	No (amending)	Yes	Yes	Yes (if in drug treatment program)	No	No	Yes	Yes	Yes
South Dakota	No	Yes	No	No	No	Yes	No	Yes	No	Yes
Tennessee	No	Yes	Yes	No	No	Yes (Certified)	No	Yes	Yes	Yes
Texas	No	Yes	No	No	No	No	No	Yes	Yes	Yes
Utah	No	Yes	No	Yes	Yes	Yes (Certified)	No	Yes	No	Yes
Vermont	No	Yes	No	Yes, if Legislature agrees	No	To be decided	No	Yes	Yes	Yes
Virginia	No	Yes	Yes	No	No	No	No	Yes	Yes	Yes
Washington	No	Yes	No	No	No	Yes (Certified)	No	No	Yes	Yes
West Virginia	No	Yes	No	No	No	Yes (Certified)	No	No	Yes	Yes
Wisconsin		Yes	Yes		Pending Legislation	Not Specified		No	No	Yes
Wyoming	No	Yes	Yes	No	No	Yes	Yes	Yes	Yes	Yes

**Includes both States that certified (certified in parentheses), as well as those that included other information (indicated by Yes only).

State	Percent Change in Number of AFDC Recipients (1/93-12/96)	Change in Unemployment (1993-1996)	Percent Change in Teen Birth Rate (1992-1994)	Percent Change in Child Support Collections (FY92-FY96)	Percent Change in Number of Cases With Collections (FY92-FY96)	Percent Change in Paternity Establishment (FY92-FY96)	Adoptions of Children in Foster Care
Alabama	-38	-35.5 (7.6 to 4.9)	-0.41	60.9	39.9	37.2	Not Available***
Alaska	1	-3.9 (7.7 to 7.4)	-13.62	62.0	39.1	2.5	
Arizona	-19	-19.0 (6.3 to 5.1)	-3.67	143.4	123.9	240.0	
Arkansas	-26	-17.7 (6.2 to 5.1)	1.08	88.8	47.0	172.7	
California	3	-22.3 (9.4 to 7.3)	-3.65	58.2	98.9	213.4	2,446
Colorado	-28	-26.4 (5.3 to 3.9)	-7.02	86.6	53.1	175.9	Not Available***
Connecticut	-2	-20.6 (6.3 to 5.0)	2.28	48.8	42.6	61.0	
Delaware	-17	-7.5 (5.3 to 4.9)	1.01	36.5	35.8	216.3	
Dist. of Col.	4	-1.2 (8.6 to 8.5)	-1.21	40.8	18.1	21.7	
Florida	-30	-25.7 (7.0 to 5.2)	-2.87	63.1	33.2	201.3	Not Available***
Georgia	-23	-22.4 (5.8 to 4.5)	-3.76	54.0	46.4	-57.7	
Hawaii	20	37.2 (4.3 to 5.9)	0.00	51.7	77.4	24.9	
Idaho	-5	-19.4 (6.2 to 5.0)	-9.86	58.0	-30.7	25.8	
Illinois	-11	-30.7 (7.5 to 5.2)	-1.26	36.3	31.8	168.0	
Indiana	-43	-24.1 (5.4 to 4.1)	-1.36	58.0	-1.9	-25.4	Not Available***
Iowa	-20	-17.5 (4.0 to 3.3)	-2.70	58.2	37.3	74.4	

State	Percent Change in Number of AFDC Recipients (1/93-12/96)	Change in Unemployment (1993-1996)	Percent Change in Teen Birth Rate (1992-1994)	Percent Change in Child Support Collections (FY92-FY96)	Percent Change in Number of Cases With Collections (FY92-FY96)	Percent Change in Paternity Establishment (FY92-FY96)	Adoptions of Children in Foster Care
Kansas	-34	-20.0 (5.0 to 4.0)	-3.95	62.9	65.5	269.0	
Kentucky	-29	-17.7 (6.2 to 5.1)	-0.31	54.3	29.4	45.8	165
Louisiana	-19	-12.0 (7.5 to 6.6)	-2.35	70.2	48.3	-4.5	
Maine	-25	-35.4 (7.9 to 5.1)	-10.80	64.7	123.7	-33.2	
Maryland	-21	-22.6 (6.2 to 4.8)	-1.97	48.4	16.3	66.4	
Massachusetts	-36	-34.8 (6.9 to 4.5)	-2.11	34.0	33.1	378.8	
Michigan	-31	-33.8 (7.1 to 4.7)	-7.79	21.2	22.2	109.1	
Minnesota	-16	-29.4 (5.1 to 3.6)	-4.44	68.2	61.7	235.6	
Mississippi	-36	-7.8 (6.4 to 5.9)	-1.43	75.1	62.0	55.7	Not Available***
Missouri	-19	-36.9 (6.5 to 4.1)	-6.65	67.9	38.2	34.4	
Montana	-24	-13.1 (6.1 to 5.3)	-10.82	68.4	95.8	184.4	
Nebraska	-24	0.0 (2.7 to 2.7)	4.14	44.1	28.8	164.1	
Nevada	-11	-30.1 (7.3 to 5.1)	3.08	76.5	49.7	66.6	
New Hampshire	-28	-42.4 (6.6 to 3.8)	-3.83	76.3	55.6	431.9	
New Jersey	-26	-16.0 (7.5 to 6.3)	0.26	34.3	21.6	43.2	
New Mexico	-5	-10.4 (7.7 to 6.9)	-3.61	57.8	71.9	46.1	

State	Percent Change in Number of AFDC Recipients (1/93-12/96)	Change in Unemployment (1993-1996)	Percent Change in Teen Birth Rate (1992-1994)	Percent Change in Child Support Collections (FY92-FY96)	Percent Change in Number of Cases With Collections (FY92-FY96)	Percent Change in Paternity Establishment (FY92-FY96)	Adoptions of Children in Foster Care
New York	-8	-20.5 (7.8 to 6.2)	1.10	43.9	18.8	87.9	
North Carolina	-23	-12.2 (4.9 to 4.3)	-4.60	55.9	47.7	133.5	
North Dakota	-36	-34.1 (4.4 to 2.9)	-7.24	82.5	55.2	-1.3	
Ohio	-27	-24.6 (6.5 to 4.9)	-5.17	47.3	20.1	47.7	
Oklahoma	-39	-27.9 (6.1 to 4.4)	-5.72	57.8	68.3	95.2	
Oregon	-43	-28.8 (7.3 to 5.2)	-4.70	66.1	54.7	16.1	Not Available***
Pennsylvania	-19	-25.4 (7.1 to 5.3)	-3.10	23.5	13.9	34.9	
Rhode Island	-11	-33.3 (7.8 to 5.2)	0.42	42.8	57.7	285.2	
South Carolina	-34	-26.3 (7.6 to 5.6)	-5.41	71.7	37.2	27.6	179
South Dakota	-31	-19.4 (3.6 to 2.9)	-11.39	76.4	92.2	203.5	
Tennessee	-36	-14.0 (5.7 to 4.9)	-0.56	88.4	37.8	136.6	Not Available***
Texas	-21	-20.8 (7.2 to 5.7)	-1.65	114.3	88.7	218.9	
Utah	-32	-20.5 (3.9 to 3.1)	-7.78	47.5	45.0	147.6	
Vermont	-20	-23.6 (5.5 to 4.2)	-7.30	37.7	15.1	18.0	
Virginia	-28	-17.6 (5.1 to 4.2)	-2.12	77.2	38.9	53.0	Not Available***
Washington	-9	-21.1 (7.6 to 6.0)	-5.30	52.2	38.5	155.2	Not Available***

State	Percent Change in Number of AFDC Recipients (1/93-12/96)	Change in Unemployment (1993-1996)	Percent Change in Teen Birth Rate (1992-1994)	Percent Change in Child Support Collections (FY92-FY96)	Percent Change in Number of Cases With Collections (FY92-FY96)	Percent Change in Paternity Establishment (FY92-FY96)	Adoptions of Children in Foster Care
West Virginia	-44	-32.1 (10.9 to 7.4)	-3.04	136.9	106.1	349.2	
Wisconsin	-47	-25.5 (4.7 to 3.5)	-7.84	50.0	-2.4	40.5	
Wyoming	-39	-18.2 (5.5 to 4.5)	-2.82	130.8	51.1	-62.6	

***The Foster Care Adoption information is not available because the Adoption and Foster Care Analysis Reporting System (AFCARS) has not been fully implemented.

DEPARTMENT OF HEALTH & HUMAN SERVICES

Memo from John Monahan

Director for Intergovernmental Affairs

Date: 4/2/97

To: Bruce Reed

☐ For necessary action

Date due: _____

☒ For your information

☐ Comments/Recommendations

☐ Please see me

Remarks:

Room 600E, HHH Building, 202 690-6060, FAX: 2020 690-5672

Copy by pouch to
- Emily B.
- Bruce Reed
- Cynthia Rice
FYI

WR States

SUMMARIES OF 1997 STATE OF THE STATE ADDRESSES

AS THEY RELATE TO PROGRAMS AND ACTIVITIES OF THE U.S. DEPARTMENT OF HEALTH AND HUMAN SERVICES' ADMINISTRATION FOR CHILDREN AND FAMILIES

States Included:

Alabama	Illinois	Nebraska	Rhode Island
Alaska	Indiana	Nevada	South Carolina
Arizona	Iowa	New Hampshire	South Dakota
Arkansas	Kansas	New Jersey	Tennessee
California	Maine	New Mexico	Texas
Colorado	Maryland	New York	Utah
Connecticut	Massachusetts	North Carolina	Vermont
Delaware	Michigan	North Dakota	Virginia
Florida	Minnesota	Ohio	Washington
Georgia	Mississippi	Oklahoma	West Virginia
Hawaii	Missouri	Oregon	Wisconsin
Idaho	Montana	Pennsylvania	Wyoming

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updated March 24, 1997

3/30

(1) to John M. thought you'd be interested if you haven't seen it.

(2) Arlene - could you send copies of p.25 to the people noted?

thanks! OZ

SUMMARIES OF 1997 STATE OF THE STATE ADDRESSES

AS THEY RELATE TO PROGRAMS AND ACTIVITIES OF THE U.S. DEPARTMENT OF HEALTH AND HUMAN SERVICES' ADMINISTRATION FOR CHILDREN AND FAMILIES

ALABAMA (welfare reform)

Governor Fob James, Jr. delivered his State of the State message on February 4.

The Governor noted a number of achievements in Alabama during the past two years. They include: the unemployment rate being the lowest ever; the 1995 Education Reform Act improved management and reduced academic failure in the public schools; funding for K-12 was increased by $500 million without raising taxes; and a surplus of $40 million resulted from the size and cost of many state government agencies being reduced.

He said that "for once Washington has built a road that carries power and control out of, rather than into, the federal government. I speak of the newly enacted welfare reform legislation and the obligations of all states to implement it. We saw these changes coming in December of 1995. I appointed a 38-member Commission on Welfare Reform."

He thanked the members of the commission for their hard work and continued, "Welfare reform must include provisions to prevent out-of-wedlock pregnancies and encourage marriage....I will ask for laws that will locate absentee parents...Alabama has 70,000 parents owing about $1 billion who are more than six months behind in child support. We are spending more than $50 million to collect this money. Therefore, we must require businesses to disclose new hires to the Department of Industrial Relations....We must be methodical as we do not want innocent children to go hungry nor should we refuse aid to someone who truly needs help. Welfare reform should provide assistance in locating jobs, recognizing that employment may be easier in some counties than in others."

The Governor said that the state is spending $1.56 billion for children (excluding city and county funding). He asked, "Are our multi-billion dollar efforts getting the desired results? I'm not sure...I don't have all the answers on this issue, but I will gladly walk the last mile to help any child." He also addressed the issues of higher education, tort reform, highway construction, and the proposed balanced budget amendment to the Constitution.

ALASKA (welfare reform, child abuse and neglect, domestic violence, juvenile offenders)

Governor Tony Knowles delivered his State of the State Address on January 14. This was the third time that Governor Knowles had made a State of the State Address and he noted that "this is a journey shared by all Alaskans -- a common desire for good jobs, better schools, safe communities, and budget discipline." He also said that he was pleased to report that our journey together is on the right course -- the State of our State is sound; our economy is healthy; our future is bright".

He said that the first priority for Alaskan families is to obtain well-paying, meaningful jobs and a healthy growing economy, and that Alaska marked its ninth year of growth with 4,600 new jobs and more than 600 new businesses.

The Governor proposed five initiatives to expand the partnership between the State and the private sector (Alaska Business Incentive Plan). One of the incentives is a tax credit for businesses that hire Alaskans on public assistance. He said that "this will shrink the welfare rolls, while putting Alaskans to work...provide employment and self worth to individuals...save businesses and the State money."

He said that "a major threat to Alaska's safe, healthy communities is crime and that his top priorities are dealing with issues related to domestic violence and juvenile offenders." He also said that "as he said in last year's State of the State Address, that Alaska has the shameful distinction of leading the nation in reported cases of child abuse and neglect...and that Alaska still has a high number of domestic violence murders." The governor proposed steps to curb domestic violence as well as a new comprehensive juvenile crime package.

ARIZONA (Welfare reform, child support enforcement, child welfare)

Governor Fife Symington delivered his State of the State address to the 43rd Arizona Legislature on January 13. Since his "friends in the press are always talking about doing government business in the open," the governor presented his address under a "beautiful Arizona sky."

He discussed education and accountability, tax cuts, criminal justice, clean water, clean air, and clean responsibility.

During his discussion of welfare in Arizona, Governor Symington said that "soft landings -- and quick returns are the legitimate ends of our welfare system. This year we must build on past reforms and continue the re-invention of welfare in Arizona....In this state, we will choose enterprise over entitlement, we will help those who are willing to help themselves. Moving people to employment will always be the only welfare policy that is either morally or practically worthwhile." He asked the legislature to "expand the JOBSTART program created in 1994;

refine the eligibility process to make work obligations firm and clearly understood; enhance our child care system to facilitate work; and develop meaningful sanctions to ensure that the able-bodied accept their work obligations."

He continued, "we should further strengthen our child support enforcement efforts, which have already been recognized as the most improved in the nation. And this year, I would also like to consider changes in how the state intervenes on behalf of physically and sexually abused children. When a child has suffered physically damaging abuse, sexual abuse or persistent neglect due to drug abuse by his parents, reunification of the family should not be our priority. The welfare of the child should be our priority. The current presumption of the law should be modified toward removal of the child and permanent placement with a loving family....we should increase the number of caseworkers in Child Protective Services and turn our energies to shortening the time between foster care and permanent placement of Arizona's foster children."

ARKANSAS (welfare reform)

Governor Mike Huckabee presented his State of the State address on January 14.

The Governor said that he wanted to focus on an "Arkansas First" program. In order to do this "we need to not only have a vision but a vehicle to get to that vision." He proposed to put Arkansas first in four specific areas: responsibility, relief, resources and reconciliation.

Responsibility: He said that all problems in society today are not monetary, most are moral. Problems such as illegitimacy, domestic violence, drug abuse, teen pregnancy, child abuse, and school dropout, cannot be solved by spending more money or creating more programs. The symptoms need to be addressed -- we need to become responsible, to take leadership and believe that character is important.

Governor Huckabee said "We've got to reform welfare...it's not moving money but moving people from dependence to independence and the dignity of work. The welfare reform bill that we will introduce will create incentive and requirements to get able bodied-adults into the workforce and take them off welfare roles within two years." He quoted Franklin D. Roosevelt, who said that "welfare is a narcotic, a subtle destroyer of the human spirit." (The Governor of Alabama, in his state of the state speech, also cited this same quote.)

Relief: He had already presented a three-fold tax relief package, which included: a food tax rebate; income tax reform; and changes on taxing used cars. Related to tax reform, the Governor said that he liked the idea of doubling the standard deduction, wishes to propose indexing the tax brackets for inflation, and proposed a property tax refund for low-income people, and also taking these low-income people off the tax rolls.

Resources: He said that the one thing the that the state will not sacrifice is education. He said that he will propose additional money, beyond what had already been proposed for education and add more money for higher education. He said that he will propose a tourism development tax incentive, will introduce charter school legislation, and also expects to introduce a bill that will instill "character education".

Reconciliation: The Governor said that he wants Arkansas to be first in reconciliation. He said there is a great need for all citizens to be reconciled with one another. He and the Mayor of Little Rock have declared 1997 as the year of reconciliation in Arkansas. This September will mark the 40th anniversary of the day that the Governor of Arkansas refused nine young black students admission into Central High School.

CALIFORNIA (welfare reform, child care, child support enforcement)

Governor Pete Wilson delivered his State of the State Address entitled "Seizing Opportunity...and Creating More for Others" on January 7. He wished the Legislature a Happy New Year "though it's gotten off to a soggy start...and that his heart and prayers go out to flood victims who have suffered cruelly."

The governor said that the "welfare law signed by President Clinton requires that three-quarters of a million on welfare find work. If we fail to meet that requirement, the new law imposes substantial financial penalties upon us. Not greater than any financial cost is the human cost to people who stay on welfare rather than work. A program conceived as relief for widow, abandoned women and children, has become a major incentive to the skyrocketing increase in out-of-wedlock births. Fifty years ago, the incidence of out-of-wedlock births was 1 in 25. Today, it's 1 in 3....Children born into fatherless homes are five times more likely to live in poverty."

He outlined the principals that he will use when he submits his budget request in his "plan to end welfare...by insisting that individuals on welfare meet the same standards of responsibility, accountability and decency as do working families. Welfare must be a temporary transition to work and self-sufficiency. It must be strictly time limited....we must insist that people on welfare find jobs. We'll help with job placement and training. We'll offer additional child-care for families on welfare....We must renew our commitment to protecting and improving the lives of children dependent on public assistance. When they are born out of wedlock, the child's father must be identified before the mother can collect welfare....and to assure that children receive needed immunization, that too must be required for families on welfare."

The governor referred to welfare reform as "the opportunity and challenge to recast our very culture...so that taxpayers no longer subsidize idleness or promiscuity and no longer suffer when illegitimacy hatches into social pathology."

On January 9, the Governor released details of his welfare reform proposal (California Temporary Assistance Program - CalTAP) as he delivered his 1997-1998 budget to the Legislature. Among the changes he is proposing are: those now receiving aid be limited to cash benefits for 24-months over three years; new recipients be limited to benefits of 12-months over two years; in families where adults do not find work within six months, benefits would be cut by 15 percent; mothers must assist with the paternity establishment for each child; failing to cooperate would result in assistance to the children only; repeal State law mandating counties to provide general assistance (GA); "noncash" benefits for children in families where aid to the adults had expired; and, encourage and assist recipients, especially those who are themselves minor children, to place their children up for adoption.

COLORADO (welfare reform, child care)

The Colorado General Assembly convened on Wednesday, January 8 and Governor Roy Romer made his State of the State Address January 9.

Governor Romer stated his intention to ensure adequate child care so recipients can get job training; a statewide minimum in benefits; and flexibility for counties in choosing education, training and employment benefits. One of the main themes of the Governor's speech is the importance of making life better for Colorado's children. This was his 11th address.

The Governor said that he would first speak about a short-term agenda -- welfare reform, education funding, transportation and crime -- and would then outline his longer-term vision -- which includes a discussion of the economy, education, environment, and young children.

On the issue of welfare reform, the governor said that the process which began more than three years ago would be continued, in which there is "a system that helps people find jobs, not a system that provides checks."

He said that "we must make work pay. But we cannot lose sight of the needs of the children....adequate child care is essential to making our reforms work...the challenge is to fundamentally change the way public assistance is provided without being unfair. Welfare recipients must move quickly into a job or training -- those that do not, after two years, will lose their benefits. But, if a parent cannot find child care, they should not be forced to work, the kids cannot be on the strects or home alone."

In outlining his long-term vision for young children, the governor stressed the importance of child care -- child care that is of high quality and is affordable. He proposed a 12-point plan which includes: block grant child care funds go to the counties; $2 million from the Community Development Block Grant to be earmarked to build or renovate child care facilities in rural communities; use local National Guard Armories as child care facilities where possible;

minimize insurance barriers that prevent employers, churches or non-profit organizations from operating child care programs; and raise the income ceiling for working families so that more low-income working families get the help they need to pay for child care.

The Governor also said that "by 1999, at least 40,000 children of welfare recipients will need licensed child care...welfare reform won't work without a child care system that works".

CONNECTICUT (child welfare, welfare reform)

Governor John G. Rowland delivered his State of the State Address on January 8.

At the beginning of his address he said that "hard work creates opportunity. And the hard work of the last two years is paying off for us now in tax cuts, welfare reform, new jobs, new business, smaller government and budget surpluses....Unemployment is down, welfare recipients are returning to work in record numbers, and business confidence is at its highest point in fifteen years. And most importantly, the people of Connecticut are optimistic once again."

He said that the "Department of Children and Families has refocused its efforts on its core mission; protecting Connecticut's children. We are leading the nation in protecting our most precious citizens by increasing our DCF budget, creating an Office of the Child Advocate and winning passage of our own version of Megan's Law. The Department of Social Services is implementing a compassionate welfare reform program that is returning thousands of welfare recipients to work, reducing our welfare rolls, and giving more Connecticut families the help and hope they need to break away from dependency on government programs."

The governor also spoke about law enforcement, education reform, development of tourism and small industrial growth, and "a brighter future with lower taxes, better jobs and more opportunity."

DELAWARE (welfare reform, child care)

Governor Tom Carper delivered his State of the State address entitled "Keeping Delaware First" on January 28. He noted that Delaware's economy stands among the strongest in the nation and its unemployment rate remains well below the national average.

He said that "thanks to a vibrant economy and a welfare reform plan that is the model for our nation, we've helped almost 6,000 Delawareans move from welfare to work. In an effort to lend a hand up instead of a handout, we are providing the health, education, and child care supports necessary to enable thousands of families to reach self-sufficiency through hard work

and personal determination."

The balance of the governor's remarks related to criminal justice, early childhood education, education, transportation and steps necessary to continue to strengthen the state's economy.

DISTRICT OF COLUMBIA

Mayor Marion Barry expects to deliver his State of the District Address on April 1.

FLORIDA (child care, welfare reform, child welfare)

Governor Lawton Chiles delivered his 1997 State of the State Address on March 4. He began his address by saying that "We're blessed to be Floridians and live in this time of great opportunity for our state. We have much to be proud of this morning: Our crime rate is down for four years in a row; our welfare reforms are taking root -- 23,000 families have left the welfare rolls since last July; and job creation and personal incomes are up."

He said that "the answer to our most pressing problems begins with the child...A child is the most wonderful gift in the world. We know successful children start with good parents. Parenting can be a very tough job. And, parents need all the help they can get....The state can invest in community-driven programs to help. If we want kids to be ready to achieve when they start school, then we must ensure all kids are loved and nurtured before they turn five. Whether they stay at home or are in child care. We can do this by promoting quality child care, fully funding prekindergarten and supporting parents in their role as a child's first teacher.

He continued, "adequate child care is critical to making welfare reform work. That's why I'm asking to use WAGES savings to provide child care for those transitioning off welfare. Yet, if we are going to require a mother transitioning off welfare to put her three-month old in child care, we have to ensure that setting is a good place for that child to be. It can't be custodial day care -- it must be quality day care. But while we promote child care for WAGES participants, we also must help workers on the welfare margins. We shouldn't punish people who stay off welfare by working hard and struggling to make ends meet...Quality child care is expensive...If we want to make work pay, let's fund our subsidized child care waiting list. That's the best way to keep people off welfare."

The governor said that "we've worked hard to promote adoption in Florida. I'm proud that we've found homes for nearly 1,600 kids last year. That's an 80 percent jump over 1990. We established an internet home page and it's been a very popular site. Since July, we've had 12,000 hits on our web site. I'm pleased to tell you that we're about to have our first adoption on the home page.... Let's fund the adoption subsidy that helps families provide a loving home

for a child who has been abused, neglected or abandoned.

Also, he said "we must ensure our children grow up in nurturing homes free from violence and abuse. There is a cycle of abuse that grips too many families -- with the abused becoming the abuser. We must end that cycle. Often where there is domestic violence, there is child abuse. Even when domestic violence is only witnessed by a child -- that is child abuse just the same. Thank you for helping place Florida in the forefront of preventing family violence. Our good work has led to a higher awareness of domestic and sexual violence -- and it's helping to prevent child abuse. However, last year, 91 Florida children died from child abuse....We need to invest in child protection service workers and pass a training and pay plan that rewards competency. This will help us retain the best workers in this most critical job and help them make smart decisions we demand they make."

His address also focused on other areas that assist children in the state. They are: preventing teen pregnancy, strengthening education, promoting higher standards, ending school overcrowding, promoting safe schools, opening the door to higher education, fighting tobacco, and "making an investment on the front end." He finished by saying "My message is simple: To be a successful state, we must nurture successful children. And that begins at gestation."

GEORGIA (welfare reform, child support enforcement, child welfare)

Governor Zell Miller presented his State of the State Address on January 14. He reported that "the State of the State of Georgia -- host of the greatest Olympics ever, home of the heavyweight champion of the world and the newest member of the Baseball Hall of Fame -- the state of the State of Georgia is great! We are now the tenth largest state in the nation. We are a place where people and businesses want to be."

He said that "despite all this economic growth and all the new jobs, we still have too manu Georgia families that are unemployed and need help. And we are going to do that with a completely new welfare program...called Temporary Assistance for Needy Families, or TANF,...Cash assistance will be limited to a total of four years. We are going to focus on two things: helping people get the skills for the jobs they need to become self-sufficient and support their families. And, pregnancy prevention, especially among teenagers.

He continued, "We are going to provide assistance with transportation and other needed support services to help recipients find and hold jobs. We are going to require teen mothers to stay in school, and will provide child care for their babies. And we are going to target adult recipients under age 26 with assistance to complete their GED. Parents will be required to take an active role in their children's education, making sure they attend school and participating in parent-teacher conferences."

The governor also said that "Our WorkFirst program has already reduced our welfare rolls by

20,000 families over the past four years, saving taxpayers $52 million....In addition to helping people get the skills they need for productive employment, the second major thrust of TANF is pregnancy prevention, especially among teenagers....We are working hard to identify fathers and force them to support their children."

On another subject he said that many Georgia families are "being torn apart by domestic violence -- violence of spouse against spouse, parent against child, child against parent." He said that he has a "bill to recognize the family crimes of assault, aggravated assault and aggravated battery, in addition to the "family violence battery" we created last year. It provides for stronger penalties, requiring mandatory jail time ranging from five days to five years, depending upon the severity of the act and the number of prior offenses."

"Family violence is one of the factors that has brought nearly 17,000 foster families into state custody. And the pressure is unrelenting to find more foster care placements, often with little advance notice. But the urgency of placing children coming into foster, often keeps us from giving enough attention to getting children out of foster care as they become eligible for adoption....As a short-term response, foster care is absolutely essential, and we are deeply grateful for the families that provide it. But it should not end up being any human being's entire childhood. And that is why we've created the Office of Adoptions within the Department of Human Resources."

The governor also spoke about some his education initiatives, new drunk driving laws, job creation efforts, child health programs, crime prevention programs, making legal services available to those needing it, and protecting the natural environment.

GUAM

Governor Carl T.C. Gutierrez presented his State of Our Island Address on February 14.

The Governor said that "Our economy has rebounded in the last two years....a Guam that is back on its feet, where we belong; America's powerhouse in the Western Pacific; a force to reckon with in Asia with a diversified economy, providing good, high paying jobs.

He did not make any mention of a proposal for welfare reform, nor did he specifically speak of any ACF-related programs. His address focused upon putting Guam's financial house in order, ensuring the safety of its populace, delivering better education to its children, improving its public health care system, developing Guam's infrastructure, safeguarding its environment, nurturing and developing its rich culture, providing affordable homes and returning its land to its peoples, and coming to closure on its "long-awaited Commonwealth Act....Our political relationship with the United States must be re-defined. Our status as a community, our identity as a people, and out future as an economic force in the Pacific, are contingent on the new political relationship we establish with those who continue to treat Guam as a possession."

HAWAII (welfare reform)

Governor Benjamin J. Cayetano presented his State of the State Address before the joint session of the nineteenth Hawaii State Legislature on January 21.

Referring to welfare reform, the governor said that "last year, Congress made some significant changes in the nation's welfare laws. States now have much more responsibility for designing and funding their own welfare programs. The new welfare law provides a five-year life time limit on all cash assistance. All able bodied welfare recipients are now required to find work or become actively involved in preparing themselves for work. Hawaii's new welfare program ends the old idea of "entitlement" and stresses individual and family responsibility."

He continued, "Our new program will reduce benefits, but encourage people to work by permitting them to keep more of their income and assets. The program encourages individual responsibility, and we are already seeing positive results. Family and individual responsibility is an important theme in my administration. However, to help people go to work, we must create jobs. The private sector must now step up to the plate and work with us to provide job opportunities. The Department of Human Services has begun a new Public-Private Employment Partnership that provides incentives for hiring welfare recipients.

The governor concluded his discussion of welfare by saying that "our state has a strong tradition for caring for all its people. And even though the federal government is withdrawing funding for legal immigrants, the Governor will not do it in Hawaii. It is not right. It is wrong."

IDAHO (welfare reform, child support enforcement)

Governor Philip E. Batt delivered his State of the State Address on January 6. He said "I am pleased to report that many of the initiatives we undertook at the start of my tenure have now produced measurable improvement: We have stopped the growth of state government; we have dealt firmly with juvenile crime; we have taken the lead on welfare and Medicaid reform."

The Governor said that he started welfare reform efforts last year by first establishing an advisory council which gave sound recommendations that were adopted. Because of one law, people will lose their licenses if they do not pay their child support payments or honor their visitation agreements. He said that "this law will allow us a better chance to collect a substantial portion of the estimated $109 million of child support currently in arrears. It's working already".

He said that in the State of Idaho that they are "changing welfare from a haven of hopelessness to a leg up toward a bright, productive future." Also, that "planning these changes was the easy part. The execution is harder. We are now ready to work on our real objective: to move

people from government assistance to jobs and careers so that they can provide for themselves and their families...and that the Department of Health and Welfare will work hand in hand with the Department of Labor on this long-term goal."

ILLINOIS (welfare reform, government reorganization)

Governor Jim Edgar delivered his State of the State Address on January 22 to the General Assembly outlining his plans for Illinois in the future. He said that the "State of Illinois is strong and growing stronger. We have every reason to be upbeat. Our economy is solid, diverse, productive, vibrant and expanding. More Illinoisans are working today than ever before."

The governor said that "long before Washington enacted welfare reform, we were overhauling welfare and other human service programs in Illinois.....many of our new, fresh approaches have become models for the nation....Families on welfare no longer have to break up to avoid a cut in benefits. The father can remain in the home where he belongs. Two-parent families can keep more of what they earn to smooth the transition from welfare to work. Recipients are no longer penalized for taking temporary or part-time jobs. In the past year alone, our reforms have helped more than 31,000 families move from the welfare rolls to payrolls."

He described the new Department of Human Services which will on July 1 combine the administrations and services of seven current State departments of government and provide clients true "one-stop shopping to service delivery." He described the need to continue moving statewide with pilot efforts such as Project SUCCESS, which makes better use of school facilities to keep kids in school while working with their parents to move toward fuller employment through upgraded skills and basic education in the same facilities.

He outlined plans to move from an initial approach to several major employers in Chicago to a program throughout the State of moving people from welfare to work through a combined public-private partnership of offering training and supportive services to bring and keep people in employment. A focus on education will be enhanced this coming year by setting a base funding per public school student of $4,225, with at least half coming out of State rather than local tax dollars. Internet connections will be made to virtually all public schools in Illinois within the next year, allowing improved communication, information exchange and collective formation within the educational system. Various health and mental health reforms were also outlined.

INDIANA (welfare reform, child welfare)

Governor Frank O'Bannon delivered his first State of the State address on January 28. He began his address by saying that Indianans can be justifiably proud -- because of the "state

budget surplus, the creation of a record number of new jobs, fewer people on welfare now than in 1972, higher ISTEP scores, unprecedented high school graduation rates, and more people going on to higher education."

The governor described his vision for the education system, "the 21st Century School Improvement Plan and his tax structure that "strengthens our economy as we move into the 21st Century." This structure includes "a welfare-to-work income tax credit for families making less than $10,000 a year...to help work pay more than welfare and the benefits that go along with it."

He said that an "area where investment for the future is critical is completing the transformation of public assistance from a handout to a hand up. Due to both State and federal action, welfare as we've known it is history. Over the past three years, Indiana has led the nation in moving people from welfare to work....The changes we've made in the program have been grounded in personal responsibility and the work ethic....We must help people formerly on welfare keep their new jobs by providing them vouchers for transitional services like child care, housing and even work clothes. Local non-profit groups and churches will have a key role to play here. It is essential that we encourage employers to hire people on welfare." He cited an innovative effort by the Pep Boys, targeting 60 of 150 new jobs for people now on public assistance.

The governor closed his address by listing other issues that will claim his attention, including: "battling the scourges of racism and sexism; retaining excellence in our universities; reforming our child welfare system; increasing home care choices for older, infirm Hoosiers; protecting our environment; and continuing to help create jobs at good wages."

IOWA (welfare reform, child welfare, child care)

Governor Terry E. Branstad delivered his Condition of the State Message on January 21, following the state's 150th birthday year. He said that "we have the soundest state budget in the country -- with the biggest surplus of any state in the nation. We have already turned the corner...from recovery to growth; from scraping by to building reserves; this state is poised for great things to come."

The governor said that the critical elements of his plan to make Iowa "a global competitor for safe, quality jobs, it requires bold action." This action includes "cutting income and property taxes; eliminating the inheritance taxes for family members; and strengthening our workplace drug-testing law...it also includes the challenge to design schools that will keep Iowa at the forefront of educational excellence for the 21st century."

He said "the strength of our state depends on the strength of our families. Last year, Lt. Governor Corning and I undertook a Campaign for the Family which has helped put more focus on the needs of Iowa families and has involved hundreds of people through community family

forums all over the state. Our goal is to make Iowa the most family-friendly state in America."

He continued, "My program for this year includes several initiatives designed to help families be safe, stable, self-sufficient, and healthy. We need to implement a system of Learnfare to assure that the children of those on welfare are getting an education, which is their most valuable key to self-sufficiency. I am also recommending steps to enhance family foster care as well as services to the frail elderly and Alzheimer's patients. And we should also increase preschool opportunities for at-risk children, expand child care assistance, strengthen our parent notification law, and prevent teens from using tobacco."

KANSAS (welfare reform, child care, child welfare)

Governor Bill Graves delivered his State of the State Address on January 13. He said that "For the third time, it is my honor to appear before you as Governor. It is my pleasure to report to you that the state of our state is sound, and our economy is robust. Our average unemployment rate for the past year is the lowest in nearly two decades. New job creation occurred in every region of the state."

The Governor said that "One of the most significant reforms of our time -- the remaking of welfare across America -- is being aggressively advanced by this Administration. As we seek our goal of returning welfare recipients to the work force, we must address the needs of those who will be affected by this transition." He said that his budget includes money for additional child care and employment services for welfare recipients, and assistance for legal immigrants -- most of whom are elderly -- and that seniors will continue to receive appropriate at-home services or placement in long-term care.

He also said that "We need to reduce the financial burden of our young families, our limited-income families, and all families who wish to adopt children. While the state is committed to moving children from foster care into permanent homes, we also must be committed to encouraging families to adopt all children in need of a family. I know from personal experience there are significant costs involved. Therefore, I propose a $2,500 tax credit for those who adopt." In addition, he encouraged Kansans to "open their hearts and their homes to these children."

KENTUCKY

Governor Paul Patton will not deliver a State of the Commonwealth Address this year.

LOUISIANA

Governor Mike Foster will not deliver a State of the State address this year.

MAINE (welfare, adoption)

Governor Angus S. King, Jr. delivered his State of the State address on January 28.

He began his address by giving a series of "good news" stories. He first said that "there are more people with jobs in Maine than ever before in the history of the state. Many new businesses are coming into the state and many existing ones are expanding. State agencies are working better. The Department of Mental Health, Mental Retardation, and Substance Abuse Services "have turned the corner in Maine's 20-year effort to develop a real community-based system for the treatment of people with mental illness....for the first time ever, the Department has a consent degree compliance plan approved by the court...and we are focused on one goal -- the creation of the best community-based mental health system in the nation."

Added to his list of successes, he said "last year there were 127 adoptions of children in state custody, the highest number in 13 years. The numbers of Maine families on welfare is the lowest right now it's been in this decade, and is still falling....Two weeks ago, we launched the Communities for Children initiative -- an intensive effort to focus available resources on what works for kids and partner with our towns to share successful models for preventing the loss of our children to drugs, crime or simple alienation."

The governor also mentioned that state government has gotten smaller, there have been successes on the environmental front, there has been economic growth, tax reform is underway, the criminal justice system is being improved, and the "Jobs From the Sea" initiative is producing results.

MARYLAND (Welfare and health reform, child care)

Governor Parris Glendening delivered his State of the State address January 15. He entitled his address "Making Maryland the Best Place to Work, to Raise a Child and to Build a Family."

The governor said that "we start at a good place. "The state of our State is sound. It is good! Our efforts together have paid off. We improved the business climate. We streamlined the regulatory process and the State personnel system. And we reformed welfare....since January 1995 almost 51,000 Marylanders moved off the welfare rolls -- a more than 22 percent decline."

He asked the legislature to implement the "Thriving By Three" program, a health care program for the children and pregnant women of working families who cannot afford health insurance.

The program is intended to provide basic medical care for children who otherwise would not have it. He also asked the legislature to "double the tax on cigarettes as a means of discouraging young people from smoking." He also pointed out that "Medicaid and welfare reform... provide substantial cost savings that enable us to allocate additional resources for health care, education, job development and child care."

MASSACHUSETTS (welfare reform, child support enforcement, domestic violence)

Governor William F. Weld delivered his State of the State message on January 16. He said that "the state of the state is good....more than three million people are gainfully employed here, and over two hundred and fifty thousand of them are making a living in new jobs that didn't exist six years ago."

He said that "thanks to our welfare reforms, many of people are discovering the rewards of work for the first time. Our welfare caseload is now at its lowest point in 24 years, and half of those leaving the rolls do so because they have found paying jobs.

The governor said that "even children who go to good schools and who have decent health care are suffering from an epidemic of neglect. In record numbers, fathers are absent from their children's lives. And in record numbers, people are having children without accepting the responsibilities of parenthood....The problem of fatherlessness is intertwined with every other problem: the problem of poverty, the problem of welfare dependency, the problem of crime and the problem of disintegrating families.

He continued, "We want to make it clear from the first day of a child's life that the father is expected to be present and accounted for -- which is why we are again asking the legislature to make it a criminal act for fathers to avoid acknowledging paternity....we'll continue our all-out blitz of aggressive child support enforcement work to track down even the most elusive deadbeat parents and get them to make good on their responsibilities to their kids....I want 1997 to be remembered as the year when the state of Massachusetts gave deadbeat dads a clear choice: get a job, or go to jail. I am filing legislation requiring fathers who owe child support to pay in full, find a job or do community service. At the same time, we'll direct our top child support and job training experts to help these men find jobs."

He also said that "one of our greatest achievements of the past six years has been our crackdown of the crime of domestic violence....we have turned domestic violence from a private family matter into a public safety issue, and have given police the tools to stop batterers before they harm women or children. It is especially urgent that we help children in homes where there is partner abuse. Because even if a child is not being beaten, the violence he sees will leave its mark; most of the convicted batterers spent their childhood around adults who solved their problems with their fists. In this connection, we will ask the Legislature to pass a new law preventing batterers from getting custody of their children."

The governor also spoke about his tax cuts, "including a tax deduction that will help thousands of families send their children to college"; a proposed sharp increase in funding for early childhood education; a proposed statewide literacy project called "Reasons to Read" to create a new volunteer corps of college students to serve as literacy tutors in public schools and give children books of their own that they can read at home; a proposed package of job security initiatives, including five additional tax cuts and a proposal to make Massachusetts "one of a handful of states with a health care plan to cover all children in lower-income families."

MICHIGAN (welfare reform, child welfare)

Governor John Angler presented his State of the State address on January 28.

The Governor entitled his address "Our Families, Our Future." He began by saying that he is "proud of what we have accomplished and optimistic about what we will do together...it has been a quarter century since welfare was needed by so few...a quarter of a century since the rate of violent crime was down so far and a quarter of a century since unemployment was so low."

He focused on the subject of "Reforming Welfare and Protecting Children." He said that "we are doing what it takes to break the cycle of dependency. As families go to work and incomes rise, welfare reform in Michigan continues to be a national model. The key to our success has been a requirement that all families work, and that policy will continue. Welfare caseloads have dropped by more than one-quarter over the last three years. In Project Zero test areas, the number of families without income from employment dropped by more than one-quarter in three months. More than half of all Project Zero participants are working and earning a paycheck.

He proposed that the state build on the success of Project Zero and "we will double this program and continue to move social workers into the community and welfare recipients into the workforce. We reform welfare not just because it gives parents a helping hand to independence but because it gives children a helping hand to a better future."

He continued, "Children -- their health, safety, education and quality of life -- have been our priority from day one." He then noted some of his Administration's accomplishments: the number of adoptions has doubled; the number of abortions is down; teen pregnancy is down; more than 100,000 welfare families are now independent and 30 percent more are working; infant mortality is down; the immunization rate is dramatically up; and the number of child deaths is down by 25 percent.

The governor said that "While fewer children are threatened by poverty and illness, unfortunately too many children are threatened by adults, often their own parents...there is no excuse for child abuse. He announced that he will seek to change state and federal laws to allow protective service workers to have access to information necessary to safeguard children and have the authority to release information to the public when in the best interest of the child.

Also, a coordinated campaign to recruit adoptive families will be undertaken; in order to strengthen accountability for each state agency and finding permanent homes for children, an annual report card will be published; to assure the appropriate medical treatment for children in foster care, a medical passport, or record will be developed; and in cases where abuse ends the life of a child, a special review team will investigate in order to prevent other such tragedies.

The balance of the address was devoted to improving schools, creating jobs and training workers, building and fixing roads, fighting crime and protecting families, and natural resources stewardship.

MINNESOTA (welfare reform, child care, Head Start)

Governor Arne H. Carlson delivered his sixth and last major State of the State address on January 16. He said that it has been "an honor and a privilege to serve as Governor of the wonderful State of Minnesota...it has not always been easy working with a Legislature of the other party....but partisan politics were set aside for the well-being of the people."

The governor identified a number of area in which significant accomplishments were made by working together. They are: financial management, the environment, health care, the economy, jobs, welfare, and children's issues.

In regard to welfare, he noted that "4,000 fewer families in Minnesota are relying on welfare benefits, state spending for welfare was cut by 21 percent, and 313,000 new jobs were created...a top priority of my administration is to improve the well-being of children. The Department of Children, Families and Learning was created in order to integrate all education and social programs for kids and families, and to provide incentives for communities to work together for children." He said that 57 family service collaboratives are currently bringing community schools, organizations, health professionals and social service workers together to share resources and ideas.

The Governor said that "we in Minnesota have accomplished more reform in the past six years than any other state in America -- now, we must turn our attention to the challenges that lie ahead." He continued on with his agenda for 1997. He said that "there will be increased funding for programs that help children even before they start school through programs such as Head Start, Early Childhood Family Education and Learning Readiness." He said that he had proposed the biggest increase in child care dollars in the state's history in order "to increase support for families who work and need a helping hand to keep it together."

Concerning welfare reform, he stated that the state "will continue to help individuals who lack job experience or education become more self-sufficient and will work with businesses, big and small, to help provide jobs for these individuals."

MISSISSIPPI (welfare reform)

Governor Kirk Fordice delivered his State of the State address on January 14. He began his address by thanking all the people who had assisted and comforted him following his serious automobile accident. He said that he hoped that the legislature "will understand that my condition does not permit me to give you a detailed state of our state this year." Instead he "hit a few high points."

The governor said that the State of Mississippi remains in a strong financial condition. "Mississippi's AFDC households dropped 25 percent from 1993 to 1996 and the number of AFDC recipients dropped by 30 percent. The number of families eligible for AFDC decreased during 1996 by 8.08 percent -- that's $6.4 million savings in AFDC payments for FY 96 alone. Food Stamp households decreased by 3.5 percent, reducing Food Stamp coupons by more than $6 million for FY 96. We're also making sure that your hard earned tax dollars go to the needy, not the greedy. Food Stamp fraud convictions are up 332 percent over FY 95. AFDC fraud convictions are up 451 percent."

In his closing remarks he said that "as we begin the next chapter of welfare reform, I ask you to please keep in mind that the Congressional act which created this block grant requires the executive and legislative branches of the states to work together. To be successful, we must have the flexibility to make adjustments and to fine-tune this new system throughout the year, not only when the Legislature is in session. Let us truly be partners in this effort."

MISSOURI (welfare reform, child support enforcement)

Governor Mel Carnahan delivered his State of the State Address to the 89th General Assembly on January 22.

He began his address by mentioning the activities of other Missourians earlier that day -- including a woman who "is no longer on welfare because of nationally recognized welfare-to-work efforts. She was hired by Precision Cable and has already received several raises and promotions. She is also attending classes at Longview Community College three nights a week to get her business administration degree."

The governor said that "three years ago we made Missouri a model of welfare reform through dramatic and measurable change....Our reforms have been aggressive in helping people move off welfare and into jobs....As a pioneer in welfare reform, Missouri is well ahead of the curve and well positioned to take on the requirements of the new federal welfare act. Because we started the welfare reform process shortly after I became governor...well ahead of the federal government...we've already met many of the requirements of the new federal bill. We have witnessed an astounding 24 straight months of welfare reductions. There are 48,000 fewer

people on welfare today than when I took office. And we will continue to move able-bodied Missourians off welfare rolls and onto payrolls."

He continued, "We must emphasize work; have reasonable time limits for assistance for able-bodied people; and make available the training, education, child care, and job placement services that people need to get and hold a job. And we will strengthen our child support enforcement effort through new legal tools. Authorities tell us that if all child support due were paid, our welfare rolls would drop by one-fourth almost overnight. Improved collections in interstate cases and revocation of professional licenses for failure to pay child support are strong tools. They will allow us to toughen our collection efforts and ensure that Missouri's children get the support they are due."

The balance of the governor's address covered the areas of education, higher education, literacy, school safety, children's health issues, crime, and transportation.

MONTANA (family preservation programs, child welfare, welfare reform)

Governor Marc Racicot delivered his State of the State Address on January 16.

The governor said that "My assignment tonight is to provide one humble opinion about the State of the State. The State of the State is and has been improving, but...it is not as great as it can be...we can make it great together."

He mentioned that effective prevention efforts mandate that substantial investments be made in programs to identify and deal with societal risk factors, i.e., Family Preservation Services, Youth Alcohol and Drug Treatment, Medicaid Outreach, expanded child care and others.

He said that the "Family Preservation Service programs have worked to stabilize and strengthen at-risk families while simultaneously decreasing out-of-home placement of children and combating child abuse and neglect. The permanency program has developed permanent placement for children, reducing the number of foster care children; new efforts have focused on teen pregnancy prevention, targeted case management for children at risk and allocated $5.4 million in community grants for prevention, treatment and juvenile placements." He also said that "increased investment in quality day care...is and will remain an extremely important part of our welfare reform, affecting some 5,000 Montana children".

NEBRASKA (welfare reform, government restructuring, child support enforcement)

Governor E. Benjamin Nelson delivered his State of the State Message on January 14, entitled One Nebraska--Ahead of Its Time.

He said that Nebraska has "progressed from the Pony Express to e-mail, from textbooks to a virtual university...in the six years I've been in office, we've become leaders in welfare reform, mandate relief, education, job growth, ethanol production and promotion, international trade, technology and re-inventing government".

He also said that he that he was "pleased that the statewide implementation of Nebraska's Employment First welfare reform program will begin this year....and that he learned first-hand from a welfare recipient that most Nebraskans want to get out of the spider web of welfare and that what they need and want is a safety net to help them turn their lives around...they can move from welfare to the workplace and improve the quality of life for all."

The Governor said that the "restructuring of our human services agencies will also have a positive impact on Nebraska families needing help....It will result in better service and taxpayer savings....An essential component in building strong children is financial and emotional support from both parents. In Nebraska we believe all children have a right to that support. That's why we must go after the parents who deprived their children of $52 million in child support in Nebraska alone...We need to let parents know that failing to pay child support could cost them their professional, occupational, driver's and recreational licenses."

He also spoke about maintaining public safety, providing tax relief, keeping the environment healthy, improving the education system and making "decisions that will keep this One Nebraska Ahead of Its Time."

NEVADA (child care, welfare reform, child support enforcement)

Governor Bob Miller delivered his State of the State message to the 69th Nevada Legislature on January 23. He began his address by paying special tribute to the "individuals that were on the front line fighting the flood of 1997."

He said that after eight years in office that he is "tempered by the competition of the public arena, and further grounded in the values of work and family," and that he reaffirms his commitment to "Nevada's children and their future." His remarks concentrated on the need for a solid educational base utilizing the latest technological advances, a good health system for mothers and infants, sound immunization policy, and adequate child care to meets the needs of all parents.

In regard to welfare reform, he said that "for the first time in a generation, a Governor can stand before you and report that the welfare rolls are down....9,000 fewer Nevadans are on cash assistance -- the welfare caseload has decreased by 28 percent...a savings of nearly $9 million dollars -- a savings accomplished and lives improved in only 18 months." He said that he would be proposing legislation which will "include a two-year limit on cash benefits with a safety net for children, an aggressive pursuit of deadbeat dads who neglect their children, and an

enhancement of job training and job placement programs....the real goal here is to move people from dependency, and give them the self respect and self reliance that only a job can bring. He also called "upon the private sector, working hand in hand with government, to provide more jobs to people so that we can move them off the welfare rolls."

NEW HAMPSHIRE (welfare reform, developmental disabilities)

Governor Jeanne Shaheen delivered her Capital and Operating Budget Address Message on February 13.

Governor Shaheen said that she was "presenting a budget that refocuses our priorities and invests in New Hampshire's future. This is a balanced budget...without a broad-based sales or income tax. This is an honest budget. This is a responsible budget."

She said that "reflecting lower welfare caseloads, this budget reduces the rate of growth at the department of Health and Human Services while expanding child care and job training assistance to help people get the support they need to go to work and stay working. We also increase our investment in home-based care for the developmentally disabled by $4.8 million. This budget also provides incentives for the elderly to shift from nursing home services to home and community based care."

Her budget also: increases the total for state education funding by 40 percent; makes kindergarten available to every five-year old by sending $1,000 per child to each school district (this would provide more than $20 million in state funding over the next two years); increases support for other critical education programs such as reading recovery, expanding the registered apprenticeship program and helping local school districts implement technology into their schools; fully funds school building aid and catastrophic aid programs and increases support for both the university system and the system of community technical colleges; doubles road resurfacing projects, paving an additional 250 miles of New Hampshire roads; provides more than $67 million in direct aid to cities and towns; and cuts spending requests from state departments and agencies by more than $100 million and reduces the number of positions in state government below FY 96-97 level.

The Governor concluded her address by saying "Let us agree that we must have a budget that is honest, balanced, and responsible; making the tough choices and keeping the important promises. The people of New Hampshire expect and deserve nothing less."

NEW JERSEY (welfare reform)

Governor Christine Todd Whitman delivered her Address to a Joint Session of the New Jersey State Legislature concerning the State of the State on January 14. She said that she is "pleased

to report that the state of our state is hearty and robust. We are on the right road to a brighter future."

She said that in her inaugural address she had "begun to map out a new direction for New Jersey. I said that we would cut the state income tax on most New Jerseyans by 30 percent -- and that we would do it in three years....Together with the legislature, we starting by cutting taxes retroactively, while taking 380,000 low-income taxpayers off the tax rolls...Since we've lifted the burden of high taxes, New Jersey has achieved a net grain of nearly 150,000 jobs. Government did not create these jobs -- you, the people of this state did that."

The governor spoke of the many environmental gains that the state has made since she took office. She said that "we have an obligation to move into the coming century with our own environmental house in order. We've also put things in order regarding the broad array of services available to older New Jerseyans. In this past year, we have brought more that 20 different senior programs in four different departments under the newly combined Department of Health and Senior Services."

Following her discussion of advances in the New Jersey's education, criminal justice and automobile insurance systems, she concluded her remarks by saying that "Our state is stronger. Our economy is growing. Our taxes are lower. Our schools finally are on the road to true excellence. And soon, we will conclude our year-long, bi-partisan effort to replace our failed welfare system with a plan, WorkFirst New Jersey, that will promote self-sufficiency -- not dependency."

NEW MEXICO (welfare reform, child support enforcement)

Governor Gary E. Johnson delivered his State of the State Address on January 21. He said that "the state of our state is a state of greatness -- a state of great people, a state with great resources, and a state with great potential."

He said that "New Mexico is a great state with a great future...but that it is faced with equally great challenges." He said that one of the challenges is the "public mandate to reform our welfare system. Welfare, as we know it today, is badly flawed. It does not work. And it's far too expensive to run. Finally, it's unfair -- to both the taxpayer and the welfare recipient."

He described his initiative called Work First. "Gone is the lifetime entitlement to cash assistance. Gone are the federal mandates. Gone are the disincentives to marriage and the incentive to illegitimacy. In its place is our Work First initiative that sends one very clear signal from start to finish and from top to bottom: If you can work, you will work." Under Work First, over 5,000 welfare recipients will go to work in the first 12 months of the program. And thousands more will go to work each and every year thereafter....Under Work First, we will offer a helping hand up, not a government hand out! A helping hand with day care for your children, a helping hand up with job training and job searches and a helping hand up with

vocational education. Under Work First, there will be an all-out effort to crack down on deadbeat dads. If you owe child support in New Mexico, you'll pay -- and you'll pay every month until that child reaches age 18."

The governor also described his other challenges which include: to fight and dramatically reduce crime; to create a better and more efficient health care system for the poor; to successfully resolve issues related to "Indian Gaming"; modify state government so that it delivers the best services at the lowest possible cost; to support long-term economic growth through road construction and tax cuts; and to make sure that the public schools are strictly accountable, continually improving, and adequately funded.

NEW YORK (welfare reform, domestic violence)

Governor George E. Pataki delivered his State of the State Address on January 8.

The Governor focused on what had been accomplished in New York State during the past two years. He said that "two years ago, New York led the nation for having the highest tax burden of any state on its people. Today, we lead the nation in cutting taxes. Two years ago, New York led the nation in welfare dependency. Today, we lead the nation in moving people from welfare to hope and opportunity. Two years ago, New York led the nation in job-killing worker's comp rates. Today, we lead the nation in reducing those rates. Two years ago, New York's level of violent crime was unconscionable. Today, we lead the nation in reducing violent crime. And just two years ago, New York lacked the resources to clean up our air and water. Today, we lead the nation in our commitment to a cleaner, greener state."

The Governor noted that the policies and taxes that were driving businesses, jobs and opportunities out of the state, and destructive regulations that prevented companies from growing were changed. As a result there are tens of thousands of new jobs for New Yorkers and businesses are growing and increasing their work force. "Companies that had moved out of the state are returning and new businesses are setting up shop."

He said that the "welfare system has caused despair where there could and should be prosperity. It has divided our state into two very distinct and separate societies -- those who are free to pursue and follow opportunities, and those who are denied even the chance. There are hundreds of bright, talented, capable New Yorkers trapped on the wrong side of freedom. Yes, the welfare system we are presiding over today is democracy's Berlin Wall. On the one side is bleakness, despair and the cold hand of government. On the other side is freedom, energized by the human spirit and the bright light of opportunity. Today, on behalf of those who are trapped, I ask for your support. Let's tear down this wall."

Governor Pataki said that the welfare rolls had been reduced by over 250,000 in less than two years...we have an opportunity to do more...the welfare reform plan that I have submitted...will

From: State of the State compilation

replace welfare checks with pay checks...our New York Works plan will give welfare recipients the skills they need to get a job." He called on trade unions and local governments to join him in creating a new initiative called "Built on Pride." With members of "the building trades, labor, businesses, local and state governments working together...able-bodied welfare recipients can be taught skills like painting, carpentry, plumbing, and electrical work. They will get on site training in repairing and renovating abandoned and run-down property throughout the state. And, the cities will benefit as the properties can be occupied and returned to the tax rolls."

He also said that "at a time of limited resources, we increased funding for shelter, counseling, and legal services for the victims of domestic violence...we passed a law requiring courts to consider the effects of domestic violence on children before making custody or visitation decisions....the message must be simple and direct -- Hands Off. Violence can never be an acceptable response."

During his concluding remarks, he said that "our success over the past two years must simply inspire us to do more. Because in New York, a brighter day is always on the horizon."

NORTH CAROLINA (child care)

Governor James B. Hunt, Jr. presented his State of the State message on February 11.

His address was entitled "A Challenge to North Carolina: A New Commitment to Education". He said that he is putting education as his first priority and that "it is a commitment that will determine our future."

He proposed raising starting salaries for teachers, increases for the most experienced and best teachers, assuring that new teachers are better trained, raising the academic standards and holding students and schools accountable for their progress.

He also spoke of about a state program known as "Smart Start." The program has helped child care centers double the number of children they serve and helped children who are not ready for kindergarten. It is helping parents become their child's first teacher and it provides a little extra money to help one parent stay at home during the child's first year. The Governor said that "this is what Smart Start is doing today in 43 counties...we need it fully in place in all 100 counties by the year 2000. I ask you to make that commitment this year so our children will get the good start they all deserve."

→ Joan/Howard/Mack/Maddy/ Diann - does anyone know what this means? I knew they were doing child care thru smart Start, but this sounds like an income support benefit. (As you know, I'm always interested in paid leave approaches.) OB

NORTH DAKOTA

Governor Edward T. Schafer delivered his State of the State Address on January 6.

The Governor said that he was deeply honored to be North Dakota's Governor for a second term. He spoke about the state's economy, the number of new businesses in the state, it's newly created jobs, the increase in high paying jobs, and the record low unemployment.
In his plan for shaping the state's future, he said that the state "must reshape its transportation system, reassess the public health system and aggressively begin competing in international markets." He announced his new initiative, the "Myrdal Fund for Excellence", which is focused on assisting teachers and aimed at improving instruction.

He did not directly discuss any ACF programs. Related to welfare reform, he said that "last week, I was reading an editorial from a North Dakota newspaper. The writer suggested that we didn't know about welfare reform and encouraged the state to match the reforms in Wisconsin and Minnesota...North Dakota is already ahead of these states...in many ways. People are calling North Dakota to learn how we do it!"

OHIO (welfare reform, Head Start)

Governor George V. Voinovich delivered his State of the State address on January 14. He said that since taking office in 1991, that "there has been nothing short of dramatic change in the state."

He said that "in 1991 Ohio was facing a revenue shortfall of $1.5 billion, welfare rolls were at the highest and the unemployment rate was second worst among the ten largest states. Ohio was viewed as part of America's rust belt...since then, with the cooperation of the legislature and Ohio's public-private partnership, we've gotten Ohio back on the right track. We identified a vision for the future called "Ohio 2000/Ohio First" and focusing on the four primary components of that vision -- management, education, jobs, and quality of life, we are getting results."

He also said that "state spending has been held to its lowest growth rate in 40 years, two state departments were eliminated and the workforce cut by over 5,000 and 121 boards and commissions were abolished. The "rainy day" fund was rebuilt to $828 million. Also, a personal income tax cut in the amount of $400 million was created, which Ohioans will see when they file their 1996 tax returns."

Concerning welfare, he said that it "has been transformed from a way of life to a way to work. A quarter-million fewer people are on welfare than at the peak in 1992, with part of the savings being reinvested on children and families." He continued "one of our proudest achievements over the past six years is the fact that we increased state support for programs that serve our children and families by 34 percent".

In addition, the governor said that "we have increased state support for Head Start by nearly 500 percent and remain the nation's leader in this area. The number of children served has nearly doubled, and...Ohio will be the first state to provide a place in preschool for every eligible child

whose family so desires". Also, he said that he is proposing to finance 2,000 new waiver slots to enable families to keep their children with disabilities at home and is proposing to expand Medicaid eligibility to 96,000 additional children in Ohio.

OKLAHOMA (child welfare)

Governor Frank Keating delivered his State of the State Address on February 3.

The Governor noted a number of successes during the past year, including: renewing the Quality Jobs Act, maintaining property taxes, obtaining more funding for the highway system, passing an historic tax cut, obtaining the largest ever budget increase for the higher education system, passing a bill of rights for crime victims and giving the guardians of children better mechanisms to protect the innocent from abuse and neglect.

His address focused on three central themes: economic growth, with a special emphasis on workers' compensation reform, education reform, right-to-work and tax cuts; the safety and security of citizens through prison and criminal justice reform; and a revitalization of the transportation infrastructure.

Besides child welfare, the Governor did not focus on any other ACF-related program or issues.

OREGON

Governor John Kitzhaber delivered his State of the State address on January 13, 1997.

The Governor's second state of the state address was entitled "Keeping Oregon's Quality of Life." He proposed changes in the management of education, transportation and natural resources.

He said that "Oregon is a special place. That's why we came here. That's why we stay here." He called for greater funding of the education system, asked for changes in the financing and management of the state's transportation system, and called for increased work restoring Oregon's rivers and streams and aiding the threatened salmon and trout. He also called for changes in the financing and management of the state's transportation system in order to maintain the system and prevent congestion. He did not speak about ACF programs or issues. In closing his address he asked for bipartisan support for the agenda he outlined. He said that his agenda was...not a Democratic agenda....not a Republican agenda. This is an Oregon agenda".

PENNSYLVANIA (welfare reform, child care)

Governor Tom Ridge will not present a State of the State Address this year. He presented his Budget Address on February 4. The governor said that "this budget further helps those committed to help themselves. We add to record investments in child care and job training. Men and women on welfare will start their first day on the job knowing their children are cared for and their skills are sharp. But government and welfare recipients can't do it alone. Today, I call on Pennsylvania's employers to meet the challenge of welfare reform and hire welfare recipients. Government will help. There is a state tax credit for employers who hire welfare recipients. We have streamlined the form -- now it's just one page. And we are implementing a more realistic deadline to file it."

He continued, " Many voices outside of government called for welfare reform. These same voices must now work with us to make it happen. At the end of the day, welfare reform will not work without the cooperation of competitive and compassionate businesses and business leaders. If we are to move to self-sufficiency, we all have to help."

The balance of his address proposed a reduction in state taxes, developing a new community development banking system, making communities safer, increasing support for public education, helping agro-business and high-tech industries grow, improving public disclosure practices, and privatizing the state store system.

RHODE ISLAND (welfare reform, child welfare)

Governor Lincoln C. Almond presented his State of the State address on January 30.

He said that "we have begun the long process of Rebuilding Rhode Island from top to bottom. Rebuilding Rhode Island is about creating a stronger economy. It's about rebuilding our families, our schools, and our communities. It is about creating a smaller, more efficient, and more open government...Last year Rhode Island led the nation in per capita income growth."

The Governor spoke about what is needed and what needs to be done for Rhode Island: revamping state government; building the economy; improving the education system; reducing the state income tax; rebuilding Rhode Island's roads; continuing to provide for legal immigrants; and addressing the growing problem of juvenile crime.

The Governor spoke about the legislation that was developed last year, the Family Independence Act. It is Rhode Island's version of welfare reform, to "end 30 years of forced dependence and indignity. It is the beginning of an effort to help families rebuild. It will help parents live together, find work, and get the training they need to move forward. We are working to reform our programs to support families that work....I commend the business community for their commitment to help welfare recipients find work and lead better lives....I believe that we have

an obligation to help immigrants who have been here, contributing to our communities and workplaces, but who have not yet obtained citizenship."

He also said that "one way that government can help children under State care is to find them a family. This is the mission of my Families First Task Force: to recruit more families and make it easier for them to adopt children under State care. We have reached out to the business community to offer benefits to employees who adopt or become foster parents...The Families First Initiative will help ensure that our children grow up in good homes with caring, loving parents."

SOUTH CAROLINA (welfare reform, child welfare)

Governor David M. Beasley delivered his State of the State Address on January 22.

He said that "we are transforming South Carolina into one of the greatest success stories in the nation." He noted that: there had been a 56 percent rise in job creation, creating 50,000 new jobs; more than 13,000 families have left the welfare rolls in the past two years; violent crime had dropped sharply; and, South Carolinians got the most sweeping tax relief in the state's history.

The governor said that "higher education is one of our most important workforce development initiatives and another is welfare reform." He said that they have used job-specific training in programs such as Special Schools to build strong labor pools and that new training requirements and incentives for hiring welfare recipients are bringing more quality employees into the workforce -- noting that the welfare rolls have shrunk by 24 percent in two years.

He said that "we are prepared to launch into the next phase of welfare reform, under the name "South Carolina WORKS...I will be meeting with Chamber of Commerces across our state...asking them to sign partnership agreements to help match their members with welfare recipients...because every time a business hires someone away from welfare, we are one family closer to fulfilling our vision. When we passed Family Independence, our vision was to help families make the transition from welfare to work safely. One of the greatest barriers has been the availability of good child care. I have asked in my executive budget for over $4 million to fund additional child care slots." He added "we want to help parents move into jobs knowing their children are in good hands. If we are to succeed -- and we must succeed -- all of us must become part of the solution."

Governor Beasley said that many children are "entrusted to our protective care. Too often they languish in our system, never experiencing the blessing of belonging. Foster care is invaluable, and foster parents are a godsend. But our goal should be to restore children to permanent, loving homes...we must further reduce the obstacles to adoption."

He also spoke about continued tax relief, increased support for education, continuing the state's high rate of childhood immunization and reduced infant mortality, increased focus on drug and alcohol prevention programs, and continued protection of the environment.

SOUTH DAKOTA (Developmental disabilities, welfare reform, child support enforcement, child care)

Governor William J. Janklow presented his State of the State Address on January 15. He address was given while his state was in the midst of the blizzard of 1997. He spoke about all of the state's resources that were being used to deal with the effects of the massive storm.

He said that the special education formula in the state had been rewritten. "For the first time in the history of this state, whether a child has developmental disabilities or some other kind of disability, it doesn't make any difference whether they're in the Bison school system of the Sioux Falls school system. There is the same amount of resource behind every child in a school system that has a need for special education. And, the determination of what requires or qualifies someone for special education has become uniform for the first time."

He also said that deinstitutionalizing developmentally disabled residents who "used to live in Custer, have had less hospitalizations since they moved to the community centers than they did in a comparable period of time within Custer."

The governor said that "today there is no right to welfare in America, unless it arises under state laws. There is no federal right to welfare in America. The entitlement program is gone....no state in the union has had greater success over the last decade than South Dakota....We started workfare in the 80's...we are moving in the right direction in terms of moving people off of welfare and into something that provides more dignity for them. The key tenets of our reform program involve work, involve supporting children you bring into the world, involve caring for those children while their parents have to be at work....if our statistics turn up and our poverty rate goes up, or our people on welfare go up, we still don't get any more money from the federal government....We must live within the money that we have in the block grant or spend 100 percent of the difference from the general fund."

He said that their welfare reform program will have "stringent child support enforcement requirements, work components, and a day care component." His lengthy presentation (27 single spaced pages) was accompanied by 22 charts.

TENNESSEE (welfare reform, child care, child welfare)

Governor Don Sunquist delivered his State of the State/Budget Address on February 10. He

said that his attention would be focused "on the greatest of our treasures and the most enduring of our blessings, Tennessee's children."

The Governor listed the priorities that were set for the state and which he has reinforced in his budget. He highlighted the "Families First" welfare reform program, making Tennessee a national leader and a model for real reform. Since September 13,000 Tennesseans have left welfare and 52,000 others have begun the training and transition to work and self-sufficiency.

He said that "we have recognized that trustworthy child care services are essential for all working families and we have taken steps to increase the supply and improve the quality. We have worked to assure that mothers on welfare will have safe places to keep their children as they rejoin the working mainstream of Tennesseans...we will devote millions of additional dollars for that important purpose".

He also said that "we have placed Tennessee on the cutting edge in the development of services for children at-risk and in-trouble. As a result, fewer children are in state custody and more children are receiving early and preventive assistance."

During the budget portion of the address he told the legislature that a year ago he had urged them to replace welfare with Families First. "The program's early success indicates that we did the right thing in offering welfare families a chance, instead of just a check. Tonight I ask you to join me in making good on the commitment we made last year. Remember, Families First is an agreement we've made with those on welfare. We promised that if they worked toward self-sufficiency, we would help them with care child care, with transportation, with job training and placement. This year, that requires an additional $22 million, including $10 million to increase the state's reimbursement rate to centers that care for children of Families First clients."

The governor also devoted time during his address to the areas of improving education, strengthening health insurance protection by extending that protection to every uninsured child in the state, assuring that Tennessee remains a place of economic opportunity -- of low taxes and light regulation, protecting the quality of life and the environment, and continuing to fight crime and punish criminals.

TEXAS (welfare reform, child welfare)

Governor George W. Bush delivered his second State of the State Address to the 75th Texas Legislature on January 28.

He said that the "state of our great state is healthy and vibrant. Our economy is diverse and it is growing. Our businesses are creating new jobs for our citizens. Fewer Texans are on welfare, more are at work."

The governor said that "we are on the right path with welfare reform. We put time limits on benefits, required work and education, and insisted recipients take responsibility for their children and their lives. We sent a message that we'll give you a hand, but you owe something in return for taxpayers' help. Texas can do more to make sure our welfare system changes behavior. We should require unmarried teen mothers to live with their parents or in a group home to qualify for taxpayer assistance. We should not give additional cash benefits for having more children while on welfare. We must enforce sanctions against able-bodied welfare recipients who refuse to work or even look for work."

On the same subject, he also said that "I envision a welfare system where recipients are not passive receivers of handouts, but proactive holders of a voucher redeemable for child care or job training or shelter at an agency, a synagogue, a church or a charity of their choice....I urge you to read a report called Faith in Action, written by fellow Texans, and I urge you to act on it. This is a blueprint that outlines how government can encourage people of faith to help people get off and stay off welfare."

The governor said that "all of us want our children to live in loving homes. One way we can help is to change the adoption laws of Texas. Today, too many Texas children have to wait too long to be united with a loving family. I am proposing legislation that will terminate parental rights in cases of extreme neglect, abuse or abandonment; that will say to a male, "Be a father or let someone else be a father," a package of legislation that when enacted will cut in half the time a child must wait to be adopted."

He said that "my fundamental priority is the education of our children...You cannot succeed if you cannot read...I ask you to fund reading academies -- schools within schools that provide rigorous instruction in basic, building-block reading skills." He also devoted a considerable portion of the balance of his address reviewing the tax cuts that have already been instituted and a number of new proposed tax cuts.

<u>UTAH</u> (welfare reform, government reorganization)

Governor Michael O. Leavitt delivered his <u>State of the State Address</u> on January 20.

The speech touched upon transportation, welfare reform, health care, education, crime and the wilderness. Governor Leavitt said these are major areas that "Utah has begun to address and...must continue to make the transition to the global economy."
He mentioned that Utah was one of the first states to begin reforming welfare four years ago. He said that "we were so successful that we expanded welfare reform statewide in July, and we are consolidating programs from six different departments into one streamlined Department of Workforce Services." He also said that the number of families in Utah receiving income support payments has dropped by more than 5,000 since his welfare reform policies began to be implemented.

VERMONT (welfare reform, child welfare, child support enforcement)

Governor Howard Dean, M.D., delivered his State of the State Address on January 9.

The Governor said that this was the sixth time that he has reported on the state of the state. He said the economy is stronger, with 27,000 new jobs created since he took office. He said that the income tax had been cut, the minimum wage increased, a rainy day fund established, and significant investments have been made to ensure the health and safety of children. He said that "we have reformed our welfare system with a compassionate, Vermont solution that protects children."

In regard to programs for children and families in Vermont, he reviewed the record. He said that "Child abuse has been reduced by a staggering 30 percent over the last four years. Teen pregnancy rate is down 20 percent and Vermont is fourth in the nation in establishing paternity in child support collection efforts. Vermont is first in the nation in childhood immunizations and second in the percentage of children under the age of 18 with health care coverage. The health care program for children, known as Dr. Dinosaur, is receiving national recognition."

He continued, "welfare reform, Vermont style, is helping families gain independence. Welfare costs are down and the caseload has dropped by 14 percent. Welfare recipients are required to work and families are now earning more and relying less on public assistance."

The Governor also said that "We have reformed welfare over the past two and a half years with Vermont values in mind. We've made the up-front investments in child care, education, transportation and job training necessary for a successful -- and permanent -- transition to self sufficiency."

VIRGINIA (Welfare reform, child support enforcement)

Governor George Allen delivered his State of the Commonwealth address January 8. He said that he "extremely pleased to report that Virginia is strong, vibrant, thriving and leading the nation."

His remarks concentrated upon improving education, dealing with crime, strengthening job creation, and safeguarding the environment.

In regard to welfare reform he said that an "area in which we have succeeded is our complete overhaul of the failed welfare system. Based upon the principals of the work ethic and individual responsibility, Virginia's landmark welfare reforms continue to produce superb results. Since 1995, welfare caseloads are down almost 22 percent. Child support enforcement

is up 14 percent. Thousands of welfare recipients have found jobs and are now working. And we're achieving tens of millions of dollars in savings for Virginia taxpayers. Because of the wonderful success, I have accelerated the timetable for "Workfare" so that it will be implemented statewide by October 1 of this year."

WASHINGTON (welfare reform)

Governor Gary Locke delivered his Inaugural State of the State Address on January 15.

He said that he was "deeply humbled by this honor of being this state's 21st governor...grateful to all those who have made this day possible, and to all those who made our American tradition of freedom and democracy possible".

The governor introduced his wife, parents, brothers and sisters, in-laws and talked about his ancestors, including his grandfather who immigrated to Olympia in 1874, "and how they succeeded in America....along with other people whose ancestors dreamed the American Dream and worked hard to make it come true."

He said that we should "keep the American Dream alive in a high-tech and unpredictable future, we have to raise our standards and sights." He also said that "the principles that will guide him in this quest for higher standards are simple: First - that education is the great equalizer that make hope and opportunity possible. Second, to promote civility, mutual respect and unity; third, to judge every public policy by whether it helps or hurts Washington's working families; fourth, to protect the environment."

Regarding welfare reform, he said that he "will propose a system that puts work first -- a system to help people in need build on their strengths rather than be paralyzed by their problems....we need to become partners with the business community to find jobs and improve training programs. And to make work the solution to poverty, we need to make sure that work pays more than being on public assistance."

WEST VIRGINIA (child welfare, welfare reform, governmental restructuring)

Governor Cecil Underwood delivered his first State of the State Address on February 12 (the new governor was the Governor of West Virginia 37 years ago -- and presented his last State of the State at that time).

The governor said that "we need a new vision of government and a new model of government -- not more government, but better government. We need a government that trains, motivates

and rewards its employees -- one that uses technology to a maximum advantage." As an example of technology not being used as it might, he spoke about a newspaper article earlier that week in which it reported a legislative audit which confirmed "that nearly $2 million was spent to help develop a system for state caseworkers to assess allegations of child abuse or neglect. Yet, the system was used less than half the time. Your auditor said that the system had 'a total lack of management information concerning performance in the county offices.' In short, our government is failing in the essential task of protecting its most vulnerable children."

He said that he is "dedicated to making the Department of Health and Human Resources a modern, professional, accountable operation. I will join with the Cabinet staff to make this agency work. The Secretary will report soon those functions of the Department that warrant greater private sector participation. We have received many recommendations, especially is the area of Child Protective Services and Behavioral Health. I will await this report, however, before recommending further action."

Governor Underwood also said that "in the next two years, West Virginia will feel the full force of the Federal Welfare Reform Act. We must intensify our efforts to meet the challenges presented by this federal mandate in a rural state of traditionally high unemployment. We must identify those welfare recipients who can work and place them on a statewide job registry and match their skills with employment opportunities in the private sector. I call upon the business community to join us in this challenge. We must create jobs."

He also spoke of creating a Chief Technology Office as an integral part of his office to affect changes, continue to have education as the State's first priority, expand existing businesses and encourage the start of thousands of new small businesses, continue to improve the infrastructure, reach out for global opportunities and "grow the economy and do it in a manner that protects the natural beauty and God-given endowments of our state." His 1997-98 budget bill includes no new taxes and no pay raises for state employees or teachers. Ten million dollars in contingency funds are requested to help the legislature deal with federal mandates in welfare and Medicaid.

WISCONSIN (welfare reform)

Governor Tommy Thompson delivered his State of the State Address on January 29. He said that "state of the state is euphoric. We are the champions. Record-breaking economic growth. A quality of life that is second to none. Safe and vibrant communities. And, home of the World Champion Green Bay Packers."

In regard to welfare reform he said to the legislative body that "We must continue investing in our greatest resource -- our people. That is why, in these chambers, we ended welfare. Not just in Wisconsin, but in America. If it were not for the bold, visionary and courageous work

done here, thousands of families across this country would be sentenced to life in a failed welfare system instead of capitalizing on the freedom to pursue their dreams....We've already cut our welfare rolls more than half. We started with 98,000 cases and are down to 45,000. That's more than 53,000 families who are better off because we cared enough to help them. Now we must begin putting W-2 to work, forging new partnerships with our counties, businesses, community service groups, churches and private citizens. Working together we will make Wisconsin work."

He concluded his discussion of welfare reform by letting the legislature know that his new Secretary of Workforce Development would soon announce that W-2 will operate in the counties, forging a partnership with the Milwaukee County Executive to make W-2 work in the state's largest county. He said that "this fall every Wisconsinite capable of working will be working. Instead of cashing a welfare check, they will be cashing a paycheck."

The balance of his address focused on improving the environment, assisting farmers, overhauling the system of public safety, providing property tax relief, addressing the "unique health needs of the elderly, the long-term care population and, particularly, women," and improving the education system in the state. He said that the "four principals that are at the heart of this education reformation are: parents must be empowered with more choices; education must be relevant to workplace; schools must be held accountable for their performance; and technology must pervade every facet of education."

WYOMING (welfare reform)

Governor Jim Geringer delivered his State of the State Address on January 15.

The Governor spoke about education, the economy and taxes. He briefly touched on welfare reform. He said that "Wyoming's focus will be to move away from a social entitlement toward developing work-centered opportunities geared towards providing independence. We need to encourage people to understand that assistance will be temporary, with the federally imposed limit of five years on benefits."

He said that "every individual who needs assistance will be helped to develop their own unique plan that will guide them to employment at a reasonable wage...the success of welfare reform...along with workforce development, will depend upon how efficiently we organize the state's efforts and how effectively we spend our funds".

MEMORANDUM FOR BRUCE REED

FROM: Cynthia Rice

CC: Elena Kagan, Diana Fortuna, Lyn Hogan

DATE: March 13, 1997

SUBJECT: STATE PROFILES FROM HHS

I need your input on three issues:

Content: Does the attached description of Michigan include all the data we want HHS to track for each state? There are two things attached: 1) A matrix which now has only Michigan but will become a side-by-side comparing all states (supplying the data with which we could make U.S. maps for key issues); and 2) A list of key data and written description of welfare reform in the state. I'm still not satisfied with the write-up or the look of these documents, but I think they are now providing the right facts. What do you think?

Which States: We now have Michigan, North Carolina, and Florida in hand and have been promised Virginia, South Carolina, Kentucky, Tennessee, Alabama, Mississippi, Missouri, Colorado, California, Oregon, and Washington by today or first thing Monday. Which states do you want next? Separately, John Monahan is sending you a memo proposing certain states with Republican governors -- California, Iowa, Connecticut, Ohio, Minnesota, Maine, Massachusetts, and Indiana -- that the President should visit. Are those the next states for which we should get state profiles?

Format: My intention is to have the revised profiles put in a three ring binder. The first tab will be an overview, showing the maps and the matrix comparing all states. Then there will be a tab for each state with the key data and the description of their welfare reform program. Does that sound useful?

State	Time Limit (Months)	Time Frame for Work (Months)	Sanctions for Not Complying with Work Requirements	Major Work Activities (List)	Employment Subsidy Component	Individual Development Accounts (Amount)	Transitional Medicaid Available (Months)	Transitional Child Care Available (Months)	FY 1997 Benefit Level, Family of 3 No Income (2 kids)	FY 1996 Benefit Level, Family of 3 No Income (2 kids)
Michigan Received: 08/27/96 Effective: 09/30/96	Intend to use State-only funds for those complying and are not self-sufficient after 60 months.	60 days	Reduction or Termination	High School Completion, GED, Basic/Remedial Education, English Proficiency, Job Skills Training, OJT, CWEP, Job Search, Job Readiness Activities, Job Development Placement	No	No	Yes 12 mos.	Yes 24 mos.	$459 (Detroit) Varies for different areas of the State.	$459 (Detroit) Varies for different areas of the State.

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State	Eliminated Eligibility for Some Groups at State Option	Benefits to Legal Immigrants	Family Cap	Benefits to Drug Felons	Drug Testing of Recipients	Screen for Domestic Violence	Establish Two-Tier Welfare System (Federally-funded vs. State-only)	Revoke Licenses for Not Paying Child Support	New Hire Reporting System in Place for Child Support Enforcement	In-Hospital Paternity Establishment
Michigan	No	Yes	No	No	Recipients with substance abuse problems that are not complying must participate in treatment and submit to any drug testing required by treatment program.	Decide Later	Intend to use State-only funds for those that complied and are not self-sufficient after 60 months.	Yes	No	Yes

need more detail

State	Percent Change in Number of AFDC Recipients (1/93-11/96)	Percent Change in Unemployment (1993-1996)	Percent Change in Teen Birth Rate (1992-1994)	Percent Change in Child Support Collections (FY92-FY96)	Percent Change in Number of Cases With Collections (FY92-FY96)	Percent Change in Paternity Establishment (FY92-FY96)	Percent Change in Number of Adoptions of Children in Foster Care (FY92-FY96)
Michigan	-30	-33.8 (7.1 to 4.7)	-7.79	21.2	22.2	109.1	

MICHIGAN

Michigan Family Independence Program (FIP)

FUNDING UNDER NEW WELFARE LAW

Family Assistance Grant
US FY 1997: $16.489 billion
US FY 1996: $14.931 billion
US change 1996-1997: $1.558 billion
MI FY 1997: $775,352,858
MI FY 1996: $632,231,649
MI change 1996-1997: $143,121,209

Child Care Funding
US FY 1997: $1.923 billion (mandatory and matching)
US FY 1996: $1.355 billion(Title IV-A child care grants)
US change 1996-1997: $568 million
MI FY 1997: $58,298,700 (mandatory and matching)
MI FY 1996: $41,192,695(Title IV-A child care grants)
MI change 1996-1997: $17,106,005
MI discretionary funds available October 1, 1997: $29 million

STATISTICS RELATED TO WELFARE REFORM

AFDC Recipients
US January 1993: 14.115 million
US November 1996: 11.631 million
US percent change: 18 percent
MI January 1993: 686,356
MI November 1996: 478,082
MI percent change: 30 percent

Unemployment Rate
US 1993: 6.8 percent
US November 1996: 5.0 percent
MI 1993: 7.0 percent
MI November 1996: 4.2 percent

Teen Birth Rate
per 1000 women aged 15 to 19
US 1992: 60.7
US 1994: 58.9
US percentage change 1992-1994: 3.0 percent
MI 1992: 56.5
MI 1994: 52.1
MI percentage change 1992-1994: 7.8 percent

Child Support Collections
MI FY 1992: $782,804,209
MI FY 1996: $948,557,600
MI percentage change 1992-1996: 21.2 percent

Paternity Establishment
MI FY 1992: 29,087 children
MI FY 1996: 60,827 children
MI percentage change 1992-1996: 109.1 percent

MEDICAID IMPLICATIONS OF WELFARE REFORM

Michigan has indicated to HCFA staff that it does intend to continue coverage to legal immigrants, but as of February 25, 1997, the State had not submitted to the Health Care Financing Administration (HCFA) any of these welfare-related plan amendments.

which immigrant will this cover?

TANF STATE PLAN

Plan submitted: August 27, 1996
Certified complete: September 30, 1996.
Proposed effective date: August 26, 1996

Michigan's Family Independence Program (FIP) continues the welfare reform activities begun by the state under two waivers approved by the Clinton Administration, and implements state legislation which was signed by the Governor in December, 1995.

Work Requirements
The state requires 20 hours per week of work activities by all adult recipients; reduces benefits for noncompliance; and closes the cases of recipients who do not comply with work requirements during the first 60 days of assistance, and of minor parents who do not attend school for more than 60 days. FIP's stated goal is to "support eligible families engaged in efforts to overcome the barriers preventing them from achieving total financial independence." As long as adults comply with the requirements of the program they will be provided assistance, even if state-only funds are necessary to do so.

Benefit Level
- For a family of three, the payment standard ranges from $424 to $489 per month, depending on the area of the State in which the family resides.

Eligibility Rules
- The State is retainig the same basic eligibility as was under the former AFDC/JOBS.
- The asset limit is raised to $3,000. Only assets such as cash, savings accounts, currency, uncashed checks, etc., are counted in determining eligibility.
- The state disregards the first $200 of earned income and 20 percent of the remainder. These disregards are not time-limited.

- The application is revised from 30 pages to 6 pages through policy simplification (e.g., treatment of income and assets) and program changes.

Immigrant Provisions in the MI State Plan:
General Provisions (relating to immigrants/Qualified Aliens):

(8) Michigan will provide FIP assistance to individuals who are not citizens of the United States after 12/31/96 as mandated by Michigan Public Act 223; all permanent resident aliens and refugees will be eligible.

(19) Michigan will provide assistance to aliens as allowed in Title IV of the Act.

not clear what this means

WELFARE REFORM DEMONSTRATIONS APPROVED BY THE CLINTON ADMINISTRATION

Michigan's Family Independence Program (FIP) continues the welfare reform activities begun by the state under two waivers approved by the Clinton Administration, and implements state legislation which was signed by the Governor in December, 1995.

Michigan's two waivers were approved on October 5, 1994, and June 26, 1996.

PENDING AND ANTICIPATED WAIVER REQUESTS

No action has been taken on welfare waiver requests submitted prior to enactment of the welfare reform legislation on August 22, 1996.

Most states with waivers still legally pending have not pushed for acceptance because most of these requests have either become irrelevant or are now covered under the new welfare law.

Michigan on the other hand continues to pursue waivers which the state believes would make their TANF population eligible for Medicaid. We are working with HCFA to clarify other parts of Section 1915 (d) which would allow the state to achieve the same purpose without waivers.

STATE LEGISLATIVE INFORMATION/ADDITIONAL BACKGROUND

Project Zero, the Governor's welfare plan (began in April 1996), continues to assist greater numbers of welfare recipients to join the labor market. January, 1997 data show 54 percent of targeted welfare cases in the six project sites have earned income, up from 52 percent in December, 1996.

On February 14, 1997, the Michigan State Senate began debate of a bill to increase the minimum wage in the State immediately to $4.75/hour to $5.15/hour. The State Assembly had already approved a similar bill. It is expected to pass and be signed by the Governor.

PRESS BACKGROUND:

Jan 22, 1997
Welfare Caseload Decreases Again
For the 34th consecutive month... Michigan has recorded a drop in welfare cases... this time by nearly 26-hundred. That brings the overall welfare roll to its lowest level since 1972. The current level of 159-thousand cases represents a 30-percent fall-off since March of 1994.

Michigan's Welfare Reform Changes ~ A Chronology

October 1992 Implementation of To Strengthen Michigan Families begins under waivers to federal policies including:

- encouraging parents to remain together by eliminating "marriage penalties"

- disregarding earned income of $200 plus 20 percent

- providing transitional child care and medical coverage when cash assistance ends due to earnings

- enhancing child support enforcement tools

Implementation of Block Grant Reform

April 1995 New Policy Implemented:

- Clients who do not cooperate with employment and training expectations have their grants and food stamps reduced by 25 percent. After 12 months of noncooperation, their cases will be closed

May 1996 New Policy Implemented:

- Cashing out food stamps for working recipients

October 1996 New Policies Implemented:

- AFDC changes to Family Independence Program

- Joint orientation conducted by the FIA and Michigan Works! Agency becomes a condition of eligibility for benefits

- Minor parents are required to live in approved adult- supervised settings and attend school as conditions of eligibility

- Mothers with newborn children are excused from Work First only if children are less than 12 weeks of age (previously 12 months)

- Most legal aliens are eligible for cash assistance from the state but not eligible for federal food stamps or SSI

- In two-parent families, one parent is required to work at least 35 hours per week

- Probation/parole violators and fugitive felons are ineligible for benefits

November 1996 New Policies Implemented:

- The application for the Family Independence Program is shortened to six pages

· Persons applying for assistance and claiming medical problems are sent to the Social Security Administration for medical determination. They are deferred from participation in Work First until SSA makes the initial disability determination

· Day care is no longer treated as an expense of employment, but is paid directly to the provider

December 1996 Policy Change:

· A three-month limit on food stamp eligibility will be imposed on 18-50 year old able-bodied individuals without children unless they are working or participating in work training programs an average of 20 hours per week. In addition, Michigan and Illinois have received federal approval to implement a 25-hour community service component that will allow participants who volunteer to continue receiving food stamps.

February 1997 Proposed Policy Change:

· A child support cooperation requirement will be implemented for the food stamp program

April 1997 Proposed Policy Changes:

· Most eligibility workers and all employment/ training and day care workers will become Family Independence Specialists

· Another new classification, the Eligibility Specialist, will be created to handle non- family cases

· New clients who do not cooperate with employment and training expectations will not be eligible for cash grants or food stamps beyond an initial 60-day eligibility period

· Clients who initially cooperate with employment and training expectations and subsequently fail to cooperate will have their grant and food stamps reduced by 25 percent. If they are still not cooperating after four months, their case will be closed

July 1997 Proposed Policy Changes:

· The monthly reporting requirement will be eliminated

· Household composition policy will mandate the inclusion of stepparents and step-siblings

· Prospective budgeting will be implemented

· Only cash assets will be counted

· Child support payments will go directly to FIP clients, rather than to the state, and be budgeted as income

· Persons convicted of drug possession will be disqualified

Project Zero

- Introduction
- Purpose
- Background
- Sample Design
- Pilot Sites

- Current Statistics ~ All Project Zero Sites
- Current Statistics ~ Total for All Project Zero Sites
- Current Statistics for ALL Counties:
  - Using Project Zero methodology
  - Reporting on cases *without earned income* using Project Zero methodology

MFIA Home Page

Introduction

Project Zero is part of the Family Independence Agency's (FIA) To Strengthen Michigan Families (TSMF) initiatives. These initiatives assist clients in moving away from the need for public assistance and towards self-sufficiency.

The first phase if Project Zero sampled AFDC recipients in six representative areas of the state. Personal characteristics, demographics data, clients strengths and barriers to employment were identified. The selection of the sites was based on demographics, geographic location, urban/rural characteristics and volunteerism. While each site has unique aspects, the clients have common problems such as access to child care and transportation, low self-esteem and fear of losing health care coverage.

The project sites are:

- Alpena - northern rural
- Menominee - rural upper peninsula
- Midland - mix of urban and rural
- Ottawa - mix of urban and rural
- Romulus-Wayne - mix of urban and suburban
  Tireman-Wayne - urban and residential

The goal of Project Zero is to reduce the number of included AFDC households without earned income. The second phase of the project, which began July 1, 1996, focuses on achieving 100% employment for those clients in the included group in the six project sites. To help clients obtain employment, FIA staff will be working with them to eliminate barriers to employment and promote independence.

Additional resources are being developed within the agency as well as efforts to coordinate with other departments such as Transportation and the Michigan Jobs Commission. Community agencies are also being asked for their assistance in providing resources for the project effort. Training in Strength Based/ Solution Focused programs is underway for staff involved in the project.

Purpose

Project Zero is a small research project in six areas of the state designed to identify certain personal characteristics, demographic information, client strengths, and barriers to employment - real and perceived - of AFDC recipients.

Three groups of AFDC recipients are included in our study:

- Those without earned income;
- Those with earned income from less than 20 hours of work per week; and
- Those with earned income from 20 hours of work or more.

The purpose of project zero is twofold. First, it is to identify, through a survey, barriers to employment that are unique to recipients without earned income; and secondly, to utilize the data findings to assist state agencies and community organizations to develop programs and services in the six sites aimed at increasing the number of clients with earned income.

Background

This project is a part of the Family Independence Agency's continuing welfare reform initiative, *To Strengthen Michigan Families (TSMF)*, which assists clients making the transition from dependency to self-sufficiency. The results of Project Zero will also help develop policy for the Family Independence Agency to ensure that appropriate measures are taken to foster this transition. Because these sites were not selected at random, it should be noted that this study reflects a range of problems and barriers to employment for each specific site and the data should not be interpreted or projected to the state as a whole.

The second phase of Project Zero began April 1, 1996 with community kickoffs in each site. Community plans will be in place by July 1996 and will end in July 1997. The results of these pilots will be reviewed to determine the applicability of this community approach to the remainder of the state.

The six sites were chosen based on the following factors:

- Demographic representation
- Geographic representation
- Urban/Rural characteristics
- Volunteerism

The population for this study was derived from AFDC caseload data from each of the six sites for each of the three groups mentioned previously. The recipients to be interviewed were notified by mail and appointments were set to complete the survey questionnaire at their convenience either in the local office or in their home. In most situations, the responses to the questionnaire reflect the client's experiences during the week prior to survey completion.

Sample Design

These factors had to be considered in designing the sample:

- The six local offices had already been selected;
- A comparison of the three groups based on how many hours the client had worked in the previous week (zero, 1-19, and 20 or more);
- The sample selection, interviews, processing, and analysis needed to be completed by January 31, 1996 to allow for timely implementation.

The intended sample size was 120 in each office, consisting of a random sample of 40 in each of the three groups. This was determined by calculating how many cases were needed in each group in order for differences of 15 percent to be considered statistically significant (as opposed to sampling fluctuation).

When selecting the samples, the number of hours worked was not available, so the amount of earned income was used as an approximation. There were 40 cases selected from those with no earned income, 40 from those with $1 to $399 earned income, and 40 from those with $400 or more earned income.

Many clients selected in the $1 to $399 earned income group have inconsistent work hours, and worked either no hours or 20-plus hours in the week for which we collected data. As a result, the sample sizes in the 1-19 hours group were under 20 cases in most counties, and the sample sizes in the zero hours group and in the 20-plus hours group were 45 or more in most counties.

DEPARTMENT OF HEALTH & HUMAN SERVICES

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Assistant Secretary for Public Affairs
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Date: 2/27 Total number of pages sent: 17

Comments:

First 3 welfare reform state profiles.

200 Independence Avenue, S.W., Bldg. HHH, Room 647-D, Washington, D.C. 20201

February 27, 1997

NOTE TO BRUCE REED AND ELENA KAGAN

Attached are the first three welfare reform state profiles for Michigan, Florida, and North Carolina. Please let me know if you have any comments on either the format or the information included, as soon as possible. In the meantime, we are continuing to work on the next ten priority states.

Thank you.

John Monahan

DRAFT

MICHIGAN

FUNDING UNDER NEW WELFARE LAW

Family Assistance Grant: The new welfare law provides $16.489 billion to all states in FY 1997, an increase of $1.486 billion over FY 1996 combined grants for AFDC, EA, and JOBS. Michigan will receive $775,352,858 in FY 1997, an increase of $143,121,209 over its FY 1996 grants.

Child Care: Under the new welfare law, up to $1.922 billion of mandatory and matching child care funds is available to all states in FY 1997, up $568 million over the Title IV-A child care grants they received in FY 1996. Michigan could receive up to $58,298,700 in mandatory and matching child care funds in FY 1997, up $17,106,005 over FY 1996. Later this year, Michigan will receive approximately $29 million in discretionary child care funds.

STATISTICS RELATED TO WELFARE REFORM

AFDC: Nationally, the total number of AFDC recipients has declined 18 percent, from 14.115 million in January 1993 to 11.631 million in November 1996. The total number of AFDC recipients in Michigan has decreased 30 percent, from 686,356 in January 1993, to 478,082 in November 1996.

Unemployment Rate: The national unemployment rate was 5.0 percent for November 1996, down from 6.8 percent for 1993. The unemployment rate in Michigan for November 1996 was 4.2 percent, down from 7.0 percent for 1993.

Teen Pregnancy: According to the CDC, the teen birth rate dropped nationally by 3.0 percent between 1992 and 1994, from 60.7 to 58.9 per 1,000 women aged 15-19. In Michigan, the teen birth rate fell by 7.8 percent over this period, from 56.5 to 52.1 per 1,000 women aged 15-19. The most recent teen pregnancy rate statistics available by state are from 1992. Nationally, pregnancy rates for teens aged 15-19 declined 3 percent from 1991 to 1992. In Michigan, teen pregnancy rates dropped by 3.8 percent over this period.

Child Support Enforcement: In FY 1996, Michigan distributed $948,557,600 in child support collections, up from $782,804,209 in FY 1992 (a 21.2 percent increase). In addition, the number of cases in which families received child support services rose 34.2 percent, from 1,163,067 in FY 1992 to 1,561,364 in FY 1996. The state also increased paternity establishment by %109.1, from 29,087 in 1992 to 60,827 in 1996.

MEDICAID IMPLICATIONS OF WELFARE REFORM

The Personal Responsibility and Work Opportunity Reconciliation Act (PRWORA) preserved the Medicaid program as an individual entitlement. However, under the new law, States have the option to: (1) Discontinue Medicaid coverage for legal immigrants who were in the U.S. before August 22, 1996; (2) lower income and resource standards to the levels in effect on May 1, 1988; (3) increase the standards in keeping with increases in the consumer price index; and (4) use less restrictive income and resource methodologies. A State must amend its Medicaid plan in order to exercise these options.

As of February 25, 1997, Michigan has not submitted to the Health Care Financing Administration (HCFA) any of these welfare-related plan amendments. Michigan has indicated to HCFA staff that it does intend to continue coverage to legal immigrants.

TANF PLAN SUBMISSION STATUS

Plan submitted August 27, 1996. Certified complete September 30, 1996.

Michigan's Family Independence Program (FIP) continues the welfare reform activities begun by the state under two waivers approved by the Clinton Administration, and implements state legislation which was signed by the Governor in December, 1995. The state requires 20 hours per week of work activities by all adult recipients; reduces benefits for noncompliance; and closes the cases of recipients who do not comply with work requirements during the first 60 days of assistance, and of minor parents who do not attend school for more than 60 days. FIP's stated goal is to "support eligible families engaged in efforts to overcome the barriers preventing them from achieving total financial independence." As long as adults comply with the requirements of the program they will be provided assistance, even if state-only funds are necessary to do so.
Michigan's two waivers were approved on October 5, 1994, and June 26, 1996.

WELFARE REFORM DEMONSTRATIONS APPROVED BY THE CLINTON ADMINISTRATION

Michigan has received approval for two welfare demonstrations under the Clinton Administration:

1. An expansion of Michigan's "To Strengthen Michigan Families" welfare demonstration requires AFDC recipients to participate in either the Job Opportunities and Basic Skills Training Program (JOBS) or Michigan's "Social Contract" activities that encourage work and self-sufficiency. An individual's failure without good cause to comply with the requirements of the JOBS program will result in a sanction of 25 percent of the family's AFDC grant for

12 months or until the individual complies. If the individual does not participate during the 12 months after non-compliance, the entire family's AFDC case will be closed until the individual complies. Michigan is also requiring AFDC applicants to actively seek employment while eligibility for AFDC is being determined.

The demonstration also requires that pre-school-age children be immunized and disregards the value of one vehicle in determining eligibility. Additionally, in two counties, Michigan will evaluate mediation services to determine if this increases compliance with child support. The demonstration will extend previously approved waivers until October 1999.

Michigan's request was received March 8, 1994, and granted October 5, 1994. Michigan implemented the amendments in October 1994.

2. A second approved application expanded "To Strengthen Michigan Families" to require minor parents to live with their parents, relatives, or legal guardian, or in an adult-supervised living arrangement, as a condition of eligibility for AFDC. Minor parents will receive assistance from the state to find an appropriate adult-supervised household, if necessary. Minor parents also will be required to attend school. Failure to comply will result in denial of AFDC benefits for the minor parent and her children. Under both provisions, parents and children who lose cash benefits will retain Medicaid coverage.

[Note: Michigan had also requested in its second application that waivers be granted to extend the minor parent living and school attendance requirements to food stamps as well as AFDC. Because the Food Stamp program's waiver authority prohibits USDA from granting waivers that reduce benefits, USDA did not have the legal authority to grant the food stamp waivers. This request also prevented the waiver from being granted under the fast-track process.]

Michigan's second request was received April 26, 1996, and granted June 26, 1996.

PENDING AND ANTICIPATED WAIVER REQUESTS

No action has been taken on welfare waiver requests submitted prior to enactment of the welfare reform legislation on August 22, 1996.

Most states with waivers still legally pending have not pushed for acceptance because most of these requests have either become irrelevant or are now covered under the new welfare law.

Michigan on the other hand continues to pursue waivers which the state believes would make their TANF population eligible for Medicaid. We are working with HCFA to clarify other parts of

Section 1915 (d) which would allow the state to achieve the same purpose without waivers.

STATE LEGISLATIVE INFORMATION/ADDITIONAL BACKGROUND [will be updated]

Project Zero, the Governor's welfare plan (begun in April 1996) continues to assist greater numbers of welfare recipients to join the labor market. January, 1997 data show 54 percent of targeted welfare cases in the six project sites have earned income, up from 52 percent in December, 1996.

On February 14, 1997, the Michigan State Senate began debate of a bill to increase the minimum wage in the State immediately to $4.75/hour to $5.15/hour. The State Assembly had already approved a similar bill. It is expected to pass and be signed by the Governor.

TANF PLAN SUMMARY -- MICHIGAN

STATE: Michigan

PROGRAM TITLE: Michigan Family Independence Program (FIP)

DATE SUBMITTED: August 27, 1996

DATE FOUND COMPLETE: September 30, 1996

PROPOSED EFFECTIVE DATE: August 26, 1996

SCOPE: statewide

CONTINUE DEMONSTRATION PROVISIONS: Yes

MAJOR PROVISIONS:

1. **Make Work Pay:**

- requires 20 hours per week of work, training, community service or self-improvement activities by all adult recipients. Non-compliance results in benefit reductions or case closure.

2. **Time Limit**

- as long as adults meet their responsibilities, assistance and self-support services will be provided (even if this requires the use of State-only funds to do so)

3. **Minor Parents**

- requires minor parent to live in adult supervised setting, unless good cause exists.
- failure of minor parent to attend school results in denial of benefits; 60 days to comply, if continues beyond 60 days case is closed

3. **Other Major Provisions**

- Immunization: reduce grant by $25 for failure to immunize children
- Child Support Requirements: A wide variety improvements in child support enforcement, including: require child support agencies to establish mechanisms to identify persons with access to health insurance coverage; require non-custodial parents to disclose their child support obligations to employers for mandatory withholding; and require hospitals

to accept and record paternity acknowledgments as part of birth registration.

WAIVER PROVISIONS RETAINED

- The State intends to continue both of its previously approved, statewide waivers. Its TANF plan is based on State legislation signed by the Governor in December 1995. The State had another waiver package pending at the time that PRWORA was signed that it intends to implement over the next year.

- Issue raised in TANF completeness letter - Policy regarding adverse actions. The waiver request submitted in June 1996 and incorporated into the State's plan notes that the State intends to immediately impose any negative actions.

DRAFT

FLORIDA

FUNDING UNDER NEW WELFARE LAW

Family Assistance Grant: The new welfare law provides $16.489 billion to all states in FY 1997, an increase of $1.486 billion over FY 1996 combined grants for AFDC, EA, and JOBS. Florida will receive $562,340,120 in FY 1997, an increase of $64,801,082 over its FY 1996 grants.

Child Care: Under the new welfare law, up to $1.922 billion of mandatory and matching child care funds is available to all states in FY 1997, up $630 million over the Title IV-A child care grants they received in FY 1996. Florida could receive up to $78,991,515 in mandatory and matching child care funds in FY 1997, up $37,197,036 over FY 1996. Later this year, Florida will receive approximately $50 million in discretionary child care funds.

STATISTICS RELATED TO WELFARE REFORM

AFDC: Nationally, the total number of AFDC recipients has declined 18 percent, from 14.115 million in January 1993 to 11.631 million in November 1996. The total number of AFDC recipients in Florida has decreased 28 percent, from 701,842 in January 1993, to 507,263 in November 1996.

Unemployment Rate: The national unemployment rate was 5.0 percent for November 1996, down from 6.8 percent for 1993. The unemployment rate in Florida for November 1996 was 5.0 percent, down from 7.0 percent for 1993.

Teen Pregnancy: According to the CDC, the teen birth rate dropped nationally by 3.0 percent between 1992 and 1994, from 60.7 to 58.9 per 1,000 women aged 15-19. In Florida, the teen birth rate fell by 2.9 percent over this period, from 66.3 to 64.4 per 1,000 women aged 15-19. The most recent teen pregnancy rate statistics available by state are from 1992. Nationally, pregnancy rates for teens aged 15-19 declined 3 percent from 1991 to 1992. In Florida, teen pregnancy rates were not reported for this period.

Child Support Enforcement: In FY 1996, Florida distributed $411,799,338 in child support collections, up from $252,472,760 in FY 1992 (a 63.1 percent increase). In addition, the number of cases in which families received child support services rose 44.1 percent, from 705,395 in FY 1992 to 1,016,299 in FY 1995. The state also increased paternity establishment by 201.3 percent, from 16,119 in FY 1992 to 48,562 in FY 1995.

TANF PLAN SUBMISSION STATUS

TANF plan submitted on 9/20/96 and certified complete on 10/8/96.

Florida's WAGES or Work and Gain Economic Self-Sufficiency program transforms welfare to require work, promote self-sufficiency and parental responsibility, and protect children. The state builds on the principles of its welfare reform waiver demonstration projects, approved by the Clinton Administration, in time limiting assistance, strengthening work requirements and insuring parents are responsible for their children. Florida is developing a community-wide approach to move families successfully to work. The state will set up local WAGES coalitions of business and community leaders to promote opportunity for welfare families. All applicants for support will enter WAGES through one-stop centers to be assessed and required to move into an unsubsidized or subsidized job or activity directly related to work. Assistance is limited to most recipients for 24 months within a lifetime limit of 48 months. Parents are required to cooperate with child support orders, ensure their children are immunized and attend school regularly. Also, parents will receive less assistance for children conceived on welfare. Teen parents must attend school and live under the supervision of a responsible adult. Florida also will build on its comprehensive activities to reduce teen pregnancies and out of wedlock births. To support families that leave welfare into work, the state will offer transitional child care, medical assistance and training for a successful transition to self-sufficiency.

MEDICAID IMPLICATIONS OF WELFARE REFORM

The Personal Responsibility and Work Opportunity Reconciliation Act (PRWORA) preserved the Medicaid program as an individual entitlement. However, under the new law, States have the option to: (1) Discontinue Medicaid coverage for legal immigrants who were in the U.S. before August 22, 1996; (2) lower income and resource standards to the levels in effect on May 1, 1988; (3) increase the standards in keeping with increases in the consumer price index; and (4) use less restrictive income and resource methodologies. A State must amend its Medicaid plan in order to exercise these options. As of February 25, 1997, Florida has not submitted to the Health Care Financing Administration any of these welfare-related plan amendments. The State has indicated that it will only continue to provide Medicaid coverage to those legal immigrants for whom they can claim Federal funds.

WELFARE REFORM DEMONSTRATIONS APPROVED BY THE CLINTON ADMINISTRATION

The Clinton Administration has approved three welfare waivers for Florida.

1. Florida is implementing the "Family Transition Program" for AFDC recipients in two counties: Escambia and Alachua. Under the plan, most non-exempt AFDC families would be limited to collecting benefits for a maximum of 24 months in any five-year period.

Individuals who exhaust their transitional AFDC benefits but are unable to find employment will be guaranteed the opportunity to work at a job paying more than their AFDC grant. The demonstration also provides a longer period of eligibility -- 36 months in any six-year period -- for families at a high-risk of becoming welfare dependent.

Medicaid and child care benefits are available in the demonstration. Local community boards will play a large role in overseeing the program.

Other elements of the demonstration include an increase in the earnings disregard formula and asset ceilings, as well as a statewide requirement that AFDC parents must ensure that their children have been immunized.

Florida's first waiver request was received on Sept. 21, 1993, and granted on Jan. 27, 1994. The demonstration was implemented February 1994.

2. HHS approved the "Family Transition Program Expansion," which extends Florida's original project to seven additional counties, under the "fast track" 30-day period. Counties eligible for participation are Lee, Duval, Pinellas, St. Lucie, Orange, Palm Beach, and Volusia Counties. It will operate for eight years.

Florida's second waiver request was received on August 2, 1995, and granted on September 6, 1995. The expansion was implemented in October 1995.

3. Under Florida's third waiver, the Family Responsibility Act (FRA), families receiving Aid to Families with Dependent Children (AFDC) who have additional children conceived while on AFDC will be eligible for just half of the additional benefit for a first child and no additional AFDC benefits for subsequent children. The additional children will, however, be eligible for Medicaid, and the family's Food Stamp allotment will increase.

FRA also requires minor parents and minor dependent children to attend school. Failure to comply can result in the removal of the non-attending individual from the AFDC grant.

Florida's third waiver request was received on October 4, 1995, and granted on June 26, 1996.

STATE LEGISLATIVE INFORMATION/ADDITIONAL BACKGROUND

Florida's legislative session convenes March 4 and ends on May 2.

In December of 1996, as required by law, Governor Chiles submitted sections of his budget to legislative committees with oversight of welfare departmental funding and programs. Through these submissions, the Governor clearly spelled out the need for increased funding for welfare to work based programs -- with the understanding that restraints in state funding must be upheld.

These outcome-based budget submissions propose increases in funding based on previous expenditures per recipient, projected population and program growth, and projected need.

The Governor has committed to guaranteeing the emergency and prenatal health needs of all individuals regardless of legal status.

One area that will be a particular problem for the state is the language in the Federal Welfare Law which requires states to tighten child support enforcement activities. Currently the state Office of Child Support Enforcement has difficulty with enforcement due to its large volume of case. Under the new law, Florida's ability to provide legal determination for welfare recipients will further the backlog of cases in the state.

Child Support: In September, 1996, Governor Chiles announced a program with the Miami Dolphins, the Tampa Bay Buccaneers and the Jacksonville Jaguars called "Don't Drop the Ball" that enlists athletes to send the message that fathers must pay child support. The President highlighted this program and one of the football players involved, Brian DeMarco, during a speech in Daytona Beach, FL, on October 23, 1996.

TANF PLAN SUMMARY -- FLORIDA

STATE: Florida

PROGRAM TITLE: WAGES (Work and Gain Economic Self-Sufficiency)

DATE SUBMITTED: September 20, 1996

DATE FOUND COMPLETE: October 8, 1996

PROPOSED EFFECTIVE DATE: October 1, 1996

MAJOR PROVISIONS OF TANF:

1. Make Work Pay

- requires adults to work
- limited exemptions, such as elderly or disabled and mothers with a child under 3 months of age
- people who don't comply will face immediate sanctions
- first $200 plus one-half of the remainder is disregarded from earned income. Participants can accrue savings to assist in the transition to work and reduce returns to welfare. Also provide employer incentives to encourage job creation and retention.

2. Time Limit

- lifetime limit of 48 months. For most there is a 24 month time limit out of any 60 consecutive months. For long term recipients with poor job skills or limited education the time limit is 36 months out of 72 months, but not more than 48 months overall.
- hardship exemptions are limited to 10% of caseload in first year; 15% in second year; and 20% for third and future years.

3. Minor Parents

- teen parents must live at home under supervision of responsible adult and must stay in school

4. Other Major Provisions

- Family cap: 50 percent of the benefit amount for an individual is paid for the first child conceived by a TANF case, and no incremental benefit is paid for a second or subsequent child conceived by a TANF case.

- Transitional Child Care: available for up to 2 years after participants earn their way off temporary cash assistance

- Child Support: requires cooperation with child support as condition of WAGES program eligibility; toughens garnishment and paternity testing laws; creates commission to promote strategies that encourage responsible fatherhood

WAIVER PROVISIONS RETAINED:

- According to the Florida's TANF plan, the State's plan is based on State legislation (the WAGES Act) passed in spring 1996 and its 3 waiver packages which it plans to continue at this time. The State is exercising the option to make the decision regarding the waivers until after its next legislative session.

- We do not see any inconsistencies between the waiver provisions and the TANF.

DRAFT

NORTH CAROLINA

FUNDING UNDER NEW WELFARE LAW

Family Assistance Grant: The new welfare law provides $16.489 billion to all states in FY 1997, an increase of $1.486 billion over FY 1996 combined grants for AFDC, EA, and JOBS. North Carolina will receive $302,239,599 in FY 1997, a **decrease** of $10,390,258 from its FY 1996 grants.

Child Care: Under the new welfare law, up to $1.922 billion of mandatory and matching child care funds is available to all states in FY 1997, up $568 million over the Title IV-A child care grants they received in FY 1996. North Carolina could receive up to $88,590,381 in mandatory and matching child care funds in FY 1997, up $21,707,564 over FY 1996. Later this year North Carolina will receive approximately $28 million in discretionary child care funds.

STATISTICS RELATED TO WELFARE REFORM

AFDC: Nationally, the total number of AFDC recipients has declined 18 percent, from 14.115 million in January 1993 to 11.631 million in November 1996. The total number of AFDC recipients in North Carolina has decreased 23 percent, from 331,633 in January 1993, to 255,799 in November 1996.

Unemployment Rate: The national unemployment rate was 5.0 percent for November 1996, down from 6.8 percent for 1993. The unemployment rate in North Carolina for November 1996 was 3.9 percent, down from 4.9 percent for 1993.

Teen Pregnancy: According to the CDC, the teen birth rate dropped nationally by 3.0 percent between 1992 and 1994, from 60.7 to 58.9 per 1,000 women aged 15-19. In North Carolina, the teen birth rate fell by 4.6 percent over this period, from 69.5 to 66.3 per 1,000 women aged 15-19. The most recent teen pregnancy rate statistics available by state are from 1992. Nationally, pregnancy rates for teens aged 15-19 declined 3 percent from 1991 to 1992. In North Carolina, teen pregnancy rates dropped by 3.8 percent over this period.

Child Support Enforcement: In FY 1996, North Carolina distributed $261,672,261 in child support collections, up from $167,894,174 in FY 1992 (a 55.9 percent increase). In addition, the number of cases in which families received child support services rose 25.4 percent, from 369,287 in FY 1992 to 463,252 in FY 1996. The state also increased paternity establishment by 133.5 percent, from 19,308 in FY 1992 to 45,082 in FY 1996.

TANF PLAN SUBMISSION STATUS

TANF Plan submitted 10/18/96, and certified complete on 1/10/97.

North Carolina is continuing its "Work First" plan that was initiated with waivers granted by the Clinton Administration in February 1996. To help keep families off welfare in the first place, North Carolina is providing short-term diversion grants, child care, medical and nutritional support. Focusing on moving people from welfare to work, parents are required to engage in work or work activities immediately, for a minimum of 30 hours per week. Assistance is limited to 24 months with a five year lifetime limit, however after 24 months families cannot reapply for assistance for 3 years. The state is also making work pay by increasing limits on savings and offering more subsidized child care. Parents must be engaged in work or work activities for a minimum of 30 hours per week. North Carolina's waivers were approved on February 5, 1996.

Medicaid Implications of Welfare Reform -- North Carolina

The Personal Responsibility and Work Opportunity Reconciliation Act (PRWORA) preserved the Medicaid program as an individual entitlement. However, under the new law, States have the option to: (1) Discontinue Medicaid coverage for legal immigrants who were in the U.S. before August 22, 1996; (2) lower income and resource standards to the levels in effect on May 1, 1988; (3) increase the standards in keeping with increases in the consumer price index; and (4) use less restrictive income and resource methodologies. A State must amend its Medicaid plan in order to exercise these options. As of February 25, 1997, North Carolina has not submitted to the Health Care Financing Administration any of these welfare-related plan amendments. The State has indicated to HCFA staff that it will continue to cover legal immigrants to the extent possible.

WELFARE REFORM DEMONSTRATIONS APPROVED BY THE CLINTON ADMINISTRATION

HHS has approved two waivers for North Carolina:

1. North Carolina's Work First demonstration project requires AFDC applicants to sign a Personal Responsibility Contract before their applications can be considered. Once approved, they must work a minimum of 30 hours per week, unless exempted, and are limited to 24 months of benefits, with extensions on a case-by-case basis.

To help those not on welfare to stay off welfare, the state can pay a one-time lump sum equal to 3 months of AFDC benefits. Such payments must be repaid if the person later applies for regular AFDC benefits. In most cases, there will be no additional benefits for additional children, and minor parents must live

with their parents or guardians. Parents must see to it that their children attend school regularly and receive immunizations and regular medical exams. Custodial parents must cooperate with child support enforcement efforts.

North Carolina's application was received on September 20, 1995 and approved February 5, 1996. Work First is a signature initiative of Governor Hunt. After the 1995 session of the state legislature failed to enact welfare reform, Governor Hunt prepared the Work First proposal, which was approved prior to the start of the 1996 legislative session. The state legislature recently enacted the major elements of Work First.

2. In Cabarrus County, "Work Over Welfare" (WOW) requires Aid to Families with Dependent Children (AFDC) applicants and recipients with children between the ages of one and five to develop an "Opportunity Agreement" outlining employment and training responsibilities. When the youngest child in a family reaches age five, the adult will become subject to North Carolina's statewide demonstration, "Work First," which has separate work and training requirements.

Under WOW, recipients are required to take part in up to 40 hours of employment and training activities a week, including JOBS activities, job search, and subsidized employment. The state will deny benefits to adult applicants who refuse to sign an agreement, and there are progressive sanctions for failure to comply with the agreement.

To help recipients make the transition from welfare to work, AFDC and food stamp benefits will be "cashed out" to provide wage subsidies to employers. Recipient wages will never be less than they would have received in AFDC and/or food stamp benefits.

North Carolina's second waiver was received on Oct. 5, 1995 and approved on March 18, 1996. WOW was initiated by the Republican-controlled Cabarrus County Board of Commissioners with substantial support from conservative state legislators.

STATE LEGISLATIVE INFORMATION/ADDITIONAL BACKGROUND

The North Carolina State Legislature has been in session since January 15 and will remain in session probably through mid-July.

To date, legislation effecting the implementation of welfare reform has not been introduced to the state legislature. Governor Hunt's office of Social Services is reported to have prepared a package which is under consideration by the Governor's welfare staff. The package is reported to include strong child support enforcement provisions which may include a proposal to create a centralized child support collection unit, new hire employee screening requirements, and loss of licensure requirements for delinquent parents. We do not know if or when the Governor will introduce this package.

Food Stamps: Governor Hunt decided on February 21 to ask for federal permission to continue offering food stamps to hundreds of single, jobless adults whose benefits otherwise would be cut off at the end of the month. But Hunt said he would limit that request to only seven of the 37 counties that appeared to qualify for the extra federal help. The waiver is still pending.

Welfare to Work Jobs Challenge: In a speech on Feb. 20, First Union CEO and President, Malcolm E. "Mac" Everett III, urged business leaders to support the Work First welfare reform initiative by training, mentoring and hiring welfare recipients.

TANF PLAN SUMMARY -- NORTH CAROLINA

STATE: North Carolina

TITLE: The Work First Program

DATE SUBMITTED: October 18, 1996

DATE FOUND COMPLETE: January 10, 1997

EFFECTIVE DATE: January 1, 1997

MAJOR PROVISIONS OF TANF:

1. Make Work Pay

- o resource limit will be raised to $3,000 and the value of an automobile (to be disregarded) will be raised to $5,000
- o requires a minimum of 30 hours/week in employment and training activities -- including community work experience for those who do not find employment within 3 months
- o exemptions: single parents with children under 6 will be phased-in as child care becomes available

2. Time Limit

- o families cannot receive assistance longer than 60 months
- o benefit receipt limited to 24 cumulative months once the family moves into the phased-in work requirement. Families reaching the limit cannot reapply for 3 years.

3. Minor Parents

- o teen parents under 18 must stay in school and must live at home or another approved adult-supervised setting in order to receive benefits

4. Other Major Provisions

- o Upfront Diversion: applicants for assistance may opt for a one-time diversionary grant, equaling 3 months of cash assistance, child care, food stamps, and Medicaid, if they meet all other eligibility criteria and accept this benefit in lieu of on-going assistance. Families who later apply for on-going monthly benefits may be required to repay the diversionary grant.
- o Social Contract: Personal Responsibility Contract requires parents to agree to: immunization and regular health check-ups for children, and school age children to attend school. If a parent refuses to sign the contract, the family

THE WHITE HOUSE

WASHINGTON

WR
State

Elena,

Attached is a draft response that INS prepared for McCurry on the reporting requirement.

Internally, INS has been analyzing this provision and, in particular, whether its application only applies to TANF, SSI + HUD programs due to how it was drafted.

After INS finalizes its analysis, it will have to meet w/ relevant agencies to see if there is agreement and who needs to issue regs.

Note that INS says that no deadline

THE WHITE HOUSE

WASHINGTON

has been missed because the provision does not ~~require~~ impose reporting dates.

Thanks,

Steve

P.S. do you have e-mail set up for you?

Welfare Reform - State Reporting Requirement

1/9/97, Contact: Eric Andrus, INS, 202/514-8080; Allen Erenbaum, INS, 514-8102

The Administration is aggressively moving forward to implement the complex provisions of the 1996 Federal Welfare Reform Law. One statutory provision requires certain state benefit agencies to report information to the U. S. Immigration and Naturalization Service (INS) on persons known to be unlawfully in the United States. We know state agencies are actively reviewing this and other provisions of the new law to determine how best to implement them. Since the President signed the law in August, the Administration has worked with all agencies throughout the Federal government to develop regulations and guidelines to implement the law. We will continue to work closely with state and local officials and affected communities, to assist them in making welfare reform successful.

Note: The law requires state agencies to report information to INS four times per year. There is no fixed date -- no one has missed a "deadline."

Bruce —

FYI. This seems like something to keep an eye on.

Elena

PS — Doesn't "four times per year" suggest quarterly to you?!

States not reporting illegal immigrants

Confusion over new welfare rules cited

By Richard Wolf
USA TODAY

A provision of the new welfare reform law that requires states to report illegal aliens to federal authorities is being widely ignored.

Not one state has submitted the first quarterly reports due to the Immigration and Naturalization Service (INS) this month, federal officials say.

The reasons vary. The law is unclear and clarifying regulations have not been issued. States also may not know who is a legal immigrant and who is illegal.

But some state officials may be ignoring the requirement altogether.

Opponents of the requirement say it may deter illegal aliens from seeking emergency care or benefits for children and other relatives who are citizens.

"That is a troubling possibility," says Christine Ferguson, director of Rhode Island's Department of Human Services. "It means you might not have children who are entitled to education getting education."

New York City Mayor Rudy Giuliani filed suit in October against the provision, contending the INS would "terrorize people." He said it could stop the estimated 400,000 illegal immigrants in his city from reporting crimes or seeking necessary services.

The welfare reform law, which went into effect Oct. 1, requires state and county welfare agencies to file quarterly reports with the names and addresses of individuals they know are illegal aliens. The first deadline passed Jan. 1.

"As far as we're concerned, it's a requirement that was imposed on the states," says INS spokesman Bill Strassberger. But with limited resources and manpower, he says, the agency might not be able to act on tips from states.

Rep. Lamar Smith, R-Texas, chairman of the House immigration subcommittee, intends "to see that those requirements are adhered to," says spokesman Allen Kay.

The delay doesn't surprise immigration opponents. "It's the same stonewalling that we have experienced consistently," says Barbara Coe, chairwoman of California Coalition for Immigration Reform.

But immigration lobbyist Cecilia Munoz of the National Council of La Raza, a Hispanic civil rights group, says states just don't know how to comply.

"The confusion here is extraordinary," she says.

Steve W.
Do you know — or could you find out — what the story is here?
Thanks — Elena
cc: Bruce

Senators, auto execs blame regulators for 'lethal' air bag rules

By Jayne O'Donnell
USA TODAY

Amid reports that air bags may have killed five more people, U.S. senators and auto industry officials today will blame federal safety regulators for requiring air bags that are so forceful they can kill children and small adults.

"These bags are lethal: They're killing children, and they're killing women," says Sen. Dirk Kempthorne, R-Idaho. Kempthorne persuaded Senate Commerce Committee Chairman John McCain, R-Ariz., to hold the first of several hearings on air-bag deaths today.

McCain told USA TODAY he wants to give National Highway Traffic Safety Administration (NHTSA) officials a chance to "make their case."

Federal crash tests require air bags to deploy with enough force to protect adult males who aren't wearing seat belts. But the force of the bags has killed at least 32 children and 20 adults since 1991. Federal regulators are investigating whether another four children and one adult have been killed by bags. "It's an absolutely deplorable (government) standard that is causing this terrible tragedy to go on month after month," Kempthorne says. He wants NHTSA to let bags deploy less aggressively — with enough force to protect the 68% of motorists who wear seat belts.

Automakers are pushing their own plan to depower bags. Andrew Card, president of the American Automobile Manufacturers Association, says automakers could install depowered bags this year if NHTSA OK's that plan.

USA TODAY • THURSDAY, JANUARY 9, 1997

IMPACT OF THE HOUSE REPUBLICAN WELFARE PROPOSAL ON THE STATE OF MISSISSIPPI

The House Republican's Personal Responsibility Act ends numerous federal-state entitlement and discretionary programs -- including Aid to Families with Dependent Children (AFDC), Emergency Assistance (EA), child care, child welfare, and nutrition assistance -- and replaces them with block grants to states. It cuts funding for Food Stamps and significantly reduces the number of disabled children eligible for the childhood SSI program and converts most of the program into a block grant. **This could result in Mississippi and its residents receiving significantly less federal funding for these programs.**

TOTAL FIVE YEAR LOSSES FOR MISSISSIPPI: $789 MILLION
APPROXIMATE NUMBER OF MISSISSIPPI CHILDREN DENIED AFDC BENEFITS: 82,000

* * * *

TITLE I would block grant cash assistance for needy families, resulting in **$46 MILLION LESS** in federal funding for Mississippi over the next five years than the state would have received under current law. States would be prohibited from using federal block grant funds to provide benefits to many currently eligible groups, including most legal immigrants and unmarried minor mothers and their children.

TITLE II would block grant federal funding for abused and neglected children and children in foster care or adoptive placements, resulting in **$33 MILLION LESS** in federal funding for Mississippi over the next five years. The proposal eliminates federal funding for Family Preservation and Support and several other specific programs to prevent child abuse and neglect. Though the block grant would grow modestly over the five years, no adjustments are provided for population growth or economic cycles.

TITLE III would consolidate federal child care programs into a block grant that would CUT **$25 MILLION** from the federal funds that would be provided to Mississippi over five years. In the year 2000 alone the cut would be $7.0 million meaning that **4,320 FEWER CHILDREN** would receive federal child care assistance that year. Mississippi would be subject to federal time limits and work requirements for its AFDC recipients without guaranteed support for the child care services which are essential to making participation in work possible. No adjustments would be provided for population growth and economic cycles.

TITLES III AND V also repeal existing nutrition assistance programs -- including School Lunch and WIC -- for needy families and replace them with a lump sum capped at less than the rate of inflation, resulting in **$123 MILLION LESS** in federal funding to Mississippi. These reductions would limit children's access to these important programs, jeopardizing their nutrition and health.

TITLE IV would restrict welfare for legal immigrants, resulting in **$9 MILLION LESS** in federal funding for Mississippi's residents. Most legal immigrants would be ineligible for old-age or disability payments under the SSI program, would not be able to receive temporary family assistance, and would not be eligible for services funded under Title XX (Social Services Block Grant) and many other programs.

TITLE V would impose a rigid cap on Food Stamp expenditures, allowing no adjustments for economic cycles. It would mandate work for certain recipients without providing funds to states for job creation. As a result, Mississippi would receive **$251 MILLION LESS** in federal funding over the five years.

TITLE VI would deny Supplemental Security Income (SSI) to many currently eligible persons and future applicants -- particularly disabled children, many of whom would be denied all benefits due to eligibility restrictions placed on them by the proposal. These reductions would result in **$384 MILLION LESS** in federal funding for Mississippi for childhood disability programs over the five years and would result in **33%** of disabled children losing eligibility for federal SSI benefits.

IMPACT OF THE HOUSE REPUBLICAN WELFARE PROPOSAL ON THE STATE OF WISCONSIN

The House Republican's Personal Responsibility Act ends numerous federal-state entitlement and discretionary programs -- including Aid to Families with Dependent Children (AFDC), Emergency Assistance (EA), child care, child welfare, and nutrition assistance -- and replaces them with block grants to states. It cuts funding for Food Stamps and significantly reduces the number of disabled children eligible for the childhood SSI program and converts most of the program into a block grant. **This could result in Wisconsin and its residents receiving significantly less federal funding for these programs.**

TOTAL FIVE YEAR LOSSES FOR WISCONSIN: $830 MILLION
APPROXIMATE NUMBER OF WISCONSIN CHILDREN DENIED AFDC BENEFITS: 96,000

* * * *

TITLE I would block grant cash assistance for needy families, resulting in **$210 MILLION LESS** in federal funding for Wisconsin over the next five years than the state would have received under current law. States would be prohibited from using federal block grant funds to provide benefits to many currently eligible groups, including most legal immigrants and unmarried minor mothers and their children.

TITLE II would block grant federal funding for abused and neglected children and children in foster care or adoptive placements, resulting in **$48 MILLION LESS** in federal funding for Wisconsin over the next five years. The proposal eliminates federal funding for Family Preservation and Support and several other specific programs to prevent child abuse and neglect. Though the block grant would grow modestly over the five years, no adjustments are provided for population growth or economic cycles.

TITLE III would consolidate federal child care programs into a block grant that would **CUT $39 MILLION** from the federal funds that would be provided to Wisconsin over five years. In the year 2000 alone the cut would be $10.8 MILLION -- meaning that **6,660 FEWER CHILDREN** would receive federal child care assistance that year. Wisconsin would be subject to federal time limits and work requirements for its AFDC recipients without guaranteed support for the child care services which are essential to making participation in work possible. No adjustments would be provided for population growth and economic cycles.

TITLES III AND V also repeal existing nutrition assistance programs -- including School Lunch and WIC -- for needy families and replace them with a lump sum capped at less than the rate of inflation, resulting in **$27 MILLION LESS** in federal funding to Wisconsin. These reductions would limit children's access to these important programs, jeopardizing their nutrition and health.

TITLE IV would restrict welfare for legal immigrants, resulting in **$99 MILLION LESS** in federal funding for Wisconsin's residents. Most legal immigrants would be ineligible for old-age or disability payments under the SSI program, would not be able to receive temporary family assistance, and would not be eligible for services funded under Title XX (Social Services Block Grant) and many other programs.

TITLE V would impose a rigid cap on Food Stamp expenditures, allowing no adjustments for economic cycles. It would mandate work for certain recipients without providing funds to states for job creation. As a result, Wisconsin would receive **$183 MILLION LESS** in federal funding over the five years.

TITLE VI would deny Supplemental Security Income (SSI) to many currently eligible persons and future applicants -- particularly disabled children, many of whom would be denied all benefits due to eligibility restrictions placed on them by the proposal. These reductions would result in **$354 MILLION LESS** in federal funding for Wisconsin for childhood disability programs over the five years and would result in **32%** of disabled children losing eligibility for federal SSI benefits.

IMPACT OF THE HOUSE REPUBLICAN WELFARE PROPOSAL ON THE STATE OF IOWA

The House Republican's Personal Responsibility Act ends numerous federal-state entitlement and discretionary programs -- including Aid to Families with Dependent Children (AFDC), Emergency Assistance (EA), child care, child welfare, and nutrition assistance -- and replaces them with block grants to states. It cuts funding for Food Stamps and significantly reduces the number of disabled children eligible for the childhood SSI program and converts most of the program into a block grant. **This could result in Iowa and its residents receiving significantly less federal funding for these programs.**

TOTAL FIVE YEAR LOSSES FOR IOWA: $360 MILLION
APPROXIMATE NUMBER OF IOWA CHILDREN DENIED AFDC BENEFITS: 39,000

* * * *

TITLE I would block grant cash assistance for needy families, resulting in **$119 MILLION LESS** in federal funding for Iowa over the next five years than the state would have received under current law. States would be prohibited from using federal block grant funds to provide benefits to many currently eligible groups, including most legal immigrants and unmarried minor mothers and their children.

TITLE II would block grant federal funding for abused and neglected children and children in foster care or adoptive placements, resulting in **$23 MILLION LESS** in federal funding for Iowa over the next five years. The proposal eliminates federal funding for Family Preservation and Support and several other specific programs to prevent child abuse and neglect. Though the block grant would grow modestly over the five years, no adjustments are provided for population growth or economic cycles.

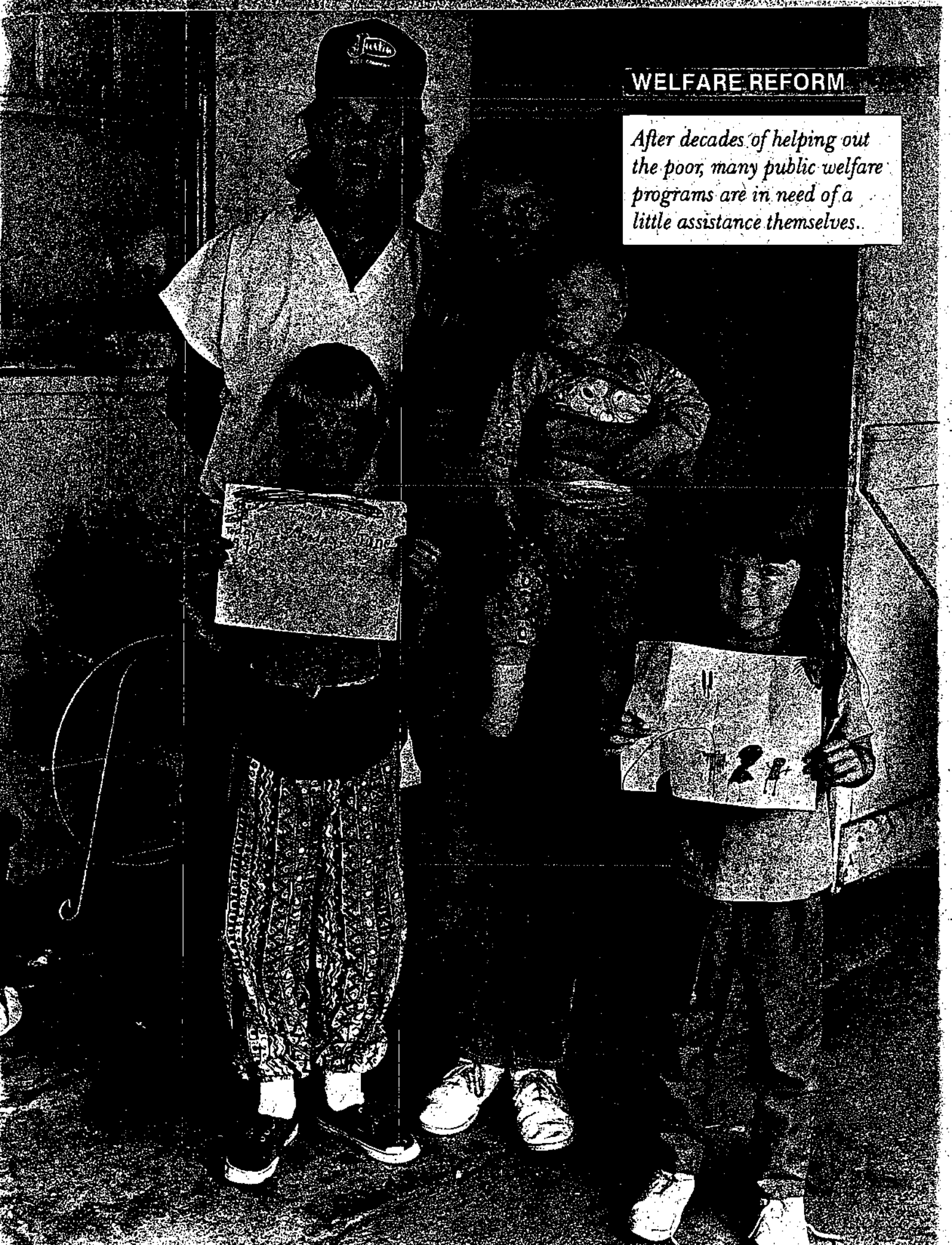
TITLE III would consolidate federal child care programs into a block grant that would **CUT $19 MILLION** from the federal funds that would be provided to Iowa over five years. In the year 2000 alone the cut would be $5.1 MILLION -- meaning that **3,150 FEWER CHILDREN** would receive federal child care assistance that year. Iowa would be subject to federal time limits and work requirements for its AFDC recipients without guaranteed support for the child care services which are essential to making participation in work possible. No adjustments would be provided for population growth and economic cycles.

TITLES III AND V also repeal existing nutrition assistance programs -- including School Lunch and WIC -- for needy families and replace them with a lump sum capped at less than the rate of inflation, resulting in **$34 MILLION LESS** in federal funding to Iowa. These reductions would limit children's access to these important programs, jeopardizing their nutrition and health.

TITLE IV would restrict welfare for legal immigrants, resulting in **$21 MILLION LESS** in federal funding for Iowa's residents. Most legal immigrants would be ineligible for old-age or disability payments under the SSI program, would not be able to receive temporary family assistance, and would not be eligible for services funded under Title XX (Social Services Block Grant) and many other programs.

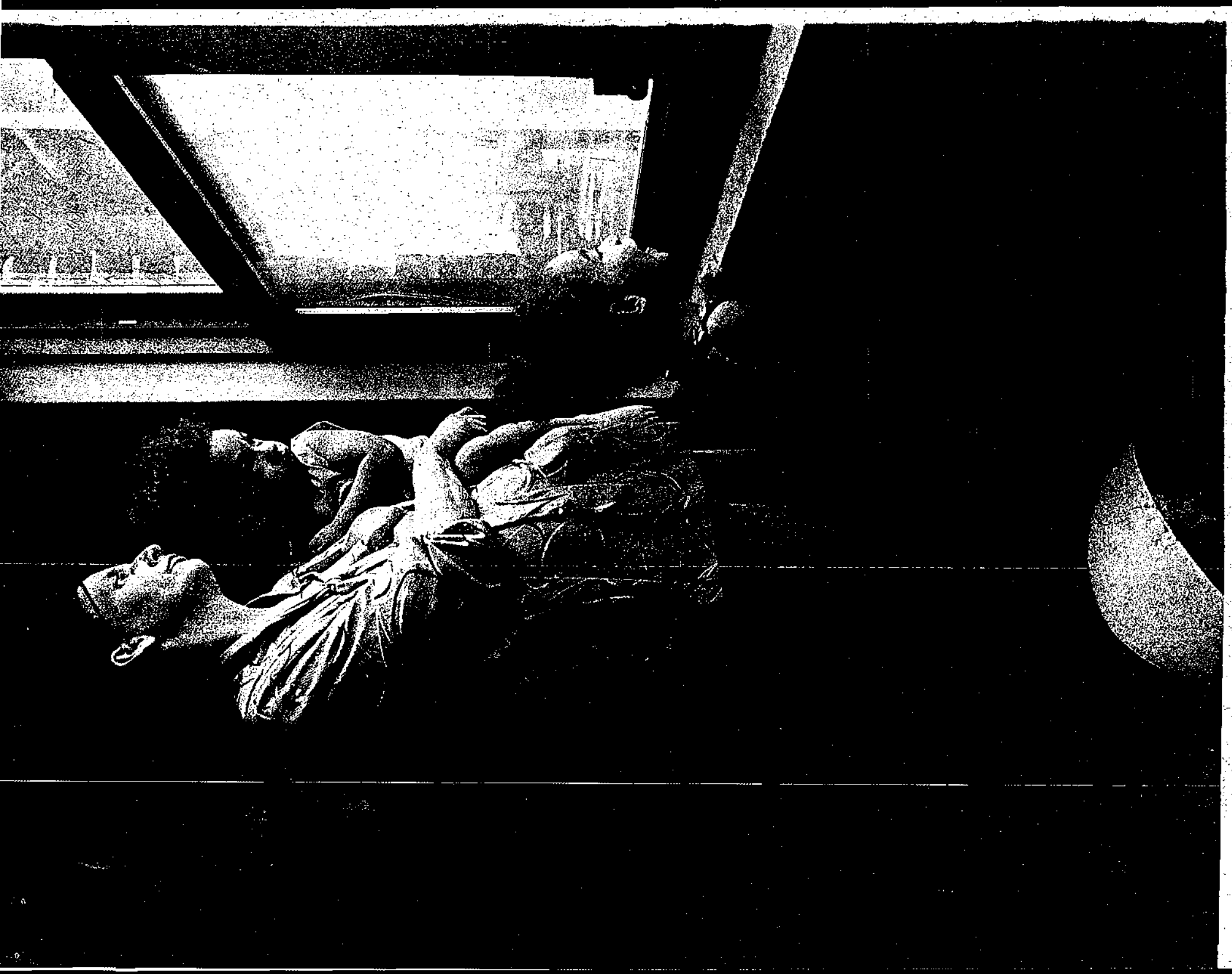
TITLE V would impose a rigid cap on Food Stamp expenditures, allowing no adjustments for economic cycles. It would mandate work for certain recipients without providing funds to states for job creation. As a result, Iowa would receive **$110 MILLION LESS** in federal funding over the five years.

TITLE VI would deny Supplemental Security Income (SSI) to many currently eligible persons and future applicants -- particularly disabled children, many of whom would be denied all benefits due to eligibility restrictions placed on them by the proposal. These reductions would result in **$87 MILLION LESS** in federal funding for Iowa for childhood disability programs over the five years and would result in **25%** of disabled children losing eligibility for federal SSI benefits.



WELFARE REFORM

After decades of helping out the poor, many public welfare programs are in need of a little assistance themselves.



THE REFORM RACE

WILL NEW STATE WELFARE REFORMS PUNISH THE POOR OR PUSH THEM TO SELF-SUFFICIENCY?

By Elaine Stuart

New Jersey calls it a lesson in responsibility that will help stop the welfare cycle. Critics call the state Scrooge for cutting off aid to newborns on welfare. While there's disagreement over whether New Jersey is penalizing the poor or pushing them off welfare dependency, it is clear that states across the country are rushing ahead with plans to reform welfare.

States are getting the green light from the U.S. Department of Health and Human Services to try out everything from New Jersey's cap on family size to letting welfare families earn more money while on the dole. Wisconsin has even vowed to leave the federal Aid to Families with Dependent Children system by 1999 (See *SGN* April). The federal government has given nearly half the states waivers for welfare research and demonstration projects in the last few years, according to the American Public Welfare Association (APWA), which represents state and local welfare commissioners in the 50 states.

A condition of the experiments is that they cannot cost the federal government more money and must be assessed for their effects. Many are pilot programs and limited to a few counties in a state. Most welfare experiments will take five or more years to produce results that can be proved, said Rick Ferreira of the APWA.

"The waiver process allows states to try new things, but there are no guarantees that they will work," Ferreira said.

New Jersey's family cap

The trouble is that states are rushing to imitate New Jersey's cap on family size without waiting for results, said Michael C. Laracy, who is on one-year leave as director of policy, planning and program evaluation at the New Jersey Department of Human Services while serving as a Casey Fellow at the Annie E. Casey Foundation. Three more states have gained waivers allowing them to cut off aid for additional children born on welfare since New Jersey announced its plans. Laracy criticized the administration of former New Jersey Gov. Jim Florio for announcing in November that there was a 16 percent reduction in the number of children born to families on AFDC based on the initial two months. The data later proved incomplete, and the state in April said the decline in birthrates is hovering around 10 percent.

"It shows the folly of instant announcements. If you do an analysis of a complicated intervention into human behavior, you should wait more than two months before you announce its success or failure," Laracy said.

Laracy wrote a critique for the Center for Law and Social Policy of New Jersey's family cap. An evaluation of New Jersey's program by Rutgers University is a year away.

New Jersey's birthrate drop wasn't as severe as first thought because many welfare mothers didn't immediately report births. In addition, the state's overall birthrate has dropped in recent years, which may account for part of the decline. Laracy said a 9 percent drop in births would mean welfare mothers would have 1,122 fewer children a year, while aid would be withheld from about 5,500 newborns. "Families are living on less and children are deeper in poverty," Laracy said.

In addition, he said welfare mothers who delay reporting births may not be seeking nutritional and health services. "Some women may seriously misunderstand the law . . . Some may think they would lose part of their existing grant if they report a birth," Laracy said.

It's nonsense to think that women on welfare don't understand the

Photo: U.S. Dept. of Health & Human Services

MELESS MOTHER AND CHILD ARE A REMINDER OF FAILURES IN THE SOCIAL SAFETY NET.
o by Dick Sinclair, Fla. Dept. of Health & Rehabilitative Services.

, said Jacquie Tencza, commu-
ations representative for the New
sey Department of Human Ser-
es. The law took effect in October
2, but the family cap did not ap-
until 10 months later in August
3. She said caseworkers tell preg-
it recipients that they are eligi-
for Medicaid, food stamps and
er services.

Tencza defended the law's intent.
veryone has to take responsibil-
for their actions. If you're on wel-
e and choose to have a child, you
e to be prepared to support that
ld," she said.

n the provision's first seven
nths, some 3,023 infants were
n whose mothers did not receive
litional welfare aid — usually
a month for an additional child.

New Jersey Assemblyman Wayne
Bryant, who sponsored the 1992
containing the family cap, said,
might seem harsh, but no em-
yer on earth gives you a raise if
have a child."

Bryant, a Democrat whose Cam-
district is one of the state's most
fare dependent, drew up the law
help people on welfare become
-sufficient.

And while many applaud the law,
group has filed suit to have it
own out.

The federal suit challenges the
on several constitutional grounds,
said Martha Davis, senior staff attorney with the New Jersey NOW Legal Defense Fund. She said courts have ruled it's unconstitutional to deny a child rights based on parental behavior, such as denying inheritances to illegitimate children. The suit also claims that the law violates a woman's privacy rights by interfering with her reproductive decisions. And the suit charges that the provision violates federal laws governing experiments on humans. (A suit that claimed a California welfare waiver violated the requirement for informed consent in human experiments was rejected in federal court and is on appeal.)

The group has other problems with excluding newborns from welfare. "Those denied additional benefits can't purchase diapers or formula when their food stamps run out or buy other necessities not covered by food stamps," Davis said. Beyond financial considerations, there are emotional ones.

"Some clients felt so pressured that they scheduled abortions and went through a great deal of emotional trauma before canceling them," Davis said. The state said data was not available on whether Medicaid-funded abortions have increased since the family cap provision took effect.

The denial of aid to those born on welfare is wrongheaded for another reason, Davis said. More than 70 percent of AFDC families have only one or two children, and only 10 percent have four or more children.

While most of the furor has been over the family cap, Tencza of the Department of Human Services is quick to point out that it's only part of the state's welfare reform. The law was changed so benefits are no longer reduced for married couples or stepfamilies.

The law also emphasized education and training, rather than a low-paying job, which means people shouldn't expect to see a big drop in welfare rolls anytime soon, Tencza said. Since the law took effect in October 1992, New Jersey has placed 22,000 welfare recipients in education, job training and job search activities, and 5,100 have gotten jobs.

Those who get jobs are eligible for Medicaid benefits for two additional years and child-care subsidies.

In helping welfare recipients prepare for jobs, New Jersey has company. Most waivers states are seeking are for programs to encourage people to work, said Ferreira of the American Public Welfare Association.

In addition to requiring recipients to sign up for work, training or education, states are removing rules that have discouraged recipients from working. States are letting people earn more while on welfare and letting families keep larger savings accounts and better cars. They also are subsidizing health and child

". . .NO EMPLOYER ON EARTH GIVES YOU A RAISE IF YOU HAVE A CHILD."

NJ Assemblyman Wayne R. Bryant

care for those who get jobs. One of the nation's biggest welfare experiments — simply because of the size of the caseload and because it is statewide instead of limited to a few counties — began in Michigan at the same time New Jersey's reforms took effect in three counties.

Work pays in Michigan

Michigan saw the percentage of welfare recipients who work jump from 15 percent to 23 percent in the 16 months following its welfare reforms in October 1992. Michigan's plan to "make work pay" required 13 federal waivers. One allows families to keep the first $200 of their earnings plus 20 percent of the remainder as an incentive to work. In comparison, the national average of AFDC recipients who earn income is 8 percent.

Anyone who needs public assistance for more than 90 days must agree to participate up to 20 hours a week in work, education, training, volunteer activities or self-improvement. "Being in a prenatal or parenting class can count. A lot begin by volunteering and get jobs as a result because it builds their confidence," said Karen Smith, spokeswoman for the Michigan Department of Social Services.

"THOSE DENIED ADDITIONAL BENEFITS CAN'T PURCHASE DIAPERS OR FORMULA. . ."

Martha Davis, attorney suing New Jersey

As part of a package of waivers awaiting federal approval, Michigan proposes to penalize recipients who refuse to participate in the 20-hour per week social contract by denying benefits after one year. While some states are moving ahead with plans to limit or end benefits after two years, that's not the case in Michigan, Smith said.

MICHIGAN HONORED CHERYL SORELLE, A SINGLE MOTHER OF THREE, WHO WORKED HER WAY OFF AFDC.

"A lot of people are on welfare 24 months or less. Many simply got sick or laid off and need time to get on their feet. In the interim they can give something back," Smith said.

Smith's view is backed up by studies in California, Minnesota, Washington and Vermont that suggest that half of all single AFDC parents leave the program within one year and three-fourths within two years. Less than 15 percent receive AFDC continuously for five years, according to an analysis of the studies by Mark Greenberg of the Center for Law and Social Policy.

The California and Washington studies also found that almost half of all recipients return to the welfare rolls at least once over a period of several years. These and other studies indicate that welfare recipients often get jobs, but the jobs don't last.

Michigan also eliminated the requirement that one parent in a two-parent family have a recent history of employment — a requirement that caused many families to break up. Moreover, the state is seeking a waiver to allow it to advance on a monthly basis the federal Earned Income Tax Credit for the 51,000 AFDC families who work. Many now do not receive the credit because they do not file federal tax returns.

New York's new approach

New York is seeking federal waivers to take an entirely new approach that emphasizes employment instead of public aid. "We want to change the culture so that rather than deciding whether someone is eligible for public assistance, we'll decide whether they qualify for job training, a job or an alternative to public assistance," said Terrance M. McGrath of the New York Department of Social Services.

The initiative by Gov. Mario Cuomo and Social Services Commissioner Michael Dowling calls for exploring alternatives to welfare

when an applicant first shows up at a county public assistance office. Alternatives include emergency one-time cash assistance, loans or other aid to quickly help someone keep a job, application for federal aid such as Supplemental Security Income or veterans' benefits for the disabled, child support and job search activities or training.

The state gives the example of a single mother whose old car needs repairs so she can continue to work. If the waivers are granted, the state would be able to loan the woman money for car repairs.

The "Jobs FIRST" proposal seeks to build on the state's success with its pilot Child Assistance Program (CAP), which is being tested in 14 counties. CAP allows public assistance recipients to keep a larger share of their earnings while welfare aid is reduced. Recipients must work and have child-support orders. They also are given a check instead of food stamps, child care and medical assistance, and are allowed to accumulate a nest egg of savings.

"Our No. 1 priority will be getting people into the work force ASAP. We learned through CAP that it's extremely important for people to get connected to the labor market as quickly as possible," McGrath said.

New York's desire to emphasize work over training has promise based on recent evaluations of welfare-to-work programs in Florida and California. A study found Florida's statewide program increased employment and earnings and reduced welfare rolls. Florida's Project Independence, which started in 1987, is the state's version of the federal Job Opportunities and Basic Skills Training (JOBS) Program.

A FEW STATES ARE PENALIZING WELFARE FAMILIES WHO DON'T SEEK PREVENTIVE HEALTH CARE FOR THEIR CHILDREN.
Photo: Bob Hulsey, Mo. Dept. of Social Services.

The Florida study was released in December by the Manpower Demonstration Research Corporation (MDRC), a nonpartisan research organization hired by the state. Florida's Project Independence required participants who had at least a 10th grade education or work experience to seek jobs on their own before participating in classes to help them find work.

All states operate JOBS programs as required by the Family Support Act of 1988. Some, like Florida, emphasize job placement services, while others emphasize basic education. In a study released in April last year, MDRC also found California was moving welfare recipients into work through job search assistance, education and training. California's Greater Avenues for Independence, which started in 1986, emphasizes improving basic literacy skills. However, the most impressive results in increasing the earnings of single parents occurred in Riverside County, which strongly urged participants to find work without being too fussy about the kind of job they took or its wages.

MDRC cautions that little is known about the long-term benefits of investing in education and training services.

States, confronted with a record 15 million people on welfare, aren't willing to wait for all the answers. As the spate of federal waivers and new state laws attest, there's no shortage of state experiments to end welfare as we know it. ☐

"...IT'S EXTREMELY IMPORTANT FOR PEOPLE TO GET CONNECTED TO THE LABOR MARKET AS QUICKLY AS POSSIBLE."

Terrence M. McGrath, NY Dept. of Social Services

CSG's States Information Center, (606) 231-1829, provides callers with a packet of recent information on welfare reform activities.

The Myth of Welfare Magnets

by James H. Johnson Jr., David M. Grant and Walter C. Farrell Jr.

People on welfare don't roam the country in search of the highest benefits.

Many people believe states that offer relatively high public assistance benefits are welfare magnets, attracting the poor from states offering relatively low public assistance. Proponents of this theory argue that the poor are more likely to move to and less likely to leave high-benefit states.

To see whether the welfare-magnet hypothesis holds up under scrutiny, we analyzed data from the U.S. Census Bureau's 1990 Public Use Microdata Sample (PUMS). The PUMS file is a sample of households and the individuals who reside in them. It is particularly useful for understanding recent migration patterns. The PUMS file details the places people left and moved to between 1985 and 1990, and indicates if those who are 16 years of age and older received public assistance income in 1989.

Is the welfare magnet hypothesis true? Do the poor cross state lines to cash in on higher benefits? Are they less likely to leave high-benefit states? To find answers, we studied the interstate migration patterns of African-Americans between 1985 and 1990 using PUMS data. We focused on African-Americans for two reasons. They are proportionally more likely than whites or other minority groups to be welfare recipients and are the group most closely identified with Aid to Families with Dependent Children and wel-

James H. Johnson Jr. is an E. Maynard Adams Professor of Geography, Sociology and the Kenan-Flagler Business School, University of North Carolina at Chapel Hill, N.C. He is director, Center for the Study of Urban Poverty University of California, Los Angeles, Calif., where David M. Grant is a staff research associate and Walter C. Farrell Jr. is national research affiliate. Farrell is a professor, Department of Educational Policy and Community Studies University of Wisconsin, Milwaukee, Wis.

fare dependency. In the 1990 Census, 3 percent of whites older than 16 and nearly 11 percent of African-Americans reported public assistance income—a racial differential of 300 percent. Moreover, by focusing on the group with the highest percent of public assistance recipients, we increased the probability of finding those on welfare who moved.

For many, the welfare-magnet hypothesis is not a hypothesis, but obvious. They believe rational people will move to a new state if they can significantly increase their income. However, the decision to move is a complex one, influenced by factors such as employment opportunities, family, friends, age and community ties. For some on welfare, the dollar amount of benefits may be the prime factor precipitating or precluding an interstate move. Although some people move to increase their benefits, the question is how many? Are they a large enough group to warrant changing welfare policy? Such policy changes need to be based on hard data, not anecdotal evidence on the number of out-of-state license plates seen in a county social services office parking lot. Our analyses revealed the following:

- First, we find that those reporting public assistance income (AFDC, Unemployment Insurance or Supplemental Security Income) in 1989 were less likely to move to a new state than those without public assistance income. Among the African-American population age 16 years and older, those who reported no public assistance income were about twice as likely to move to a new state as those with public assistance income (10 percent to 5.4 percent — see Table 1). This is not surprising because relocating is costly. Indeed, the better educated, wealthier and more skilled people are most likely to move.

According to a new study, people receiving public assistance income in 1989 were less likely to move to a new state than those without public assistance. Photo courtesy of the Dept. of Health and Human Services.

While public assistance recipients are less likely to move than others, the welfare-magnet thesis is based on welfare recipients moving to states with high benefits rather than average ones. To address this question, we ranked the 43 states (including the District of Columbia) with African-American populations in excess of 10,000 in 1990 from lowest to highest, based on their average monthly AFDC payment in 1990. The bottom quarter, 11 states, were ranked as "low-benefit" states, the top quarter as "high-benefit" states, and the middle 21 states as "medium-benefit states."

Table 2 reports the in, out and net migration of African-Americans 16 years of age and older with public assistance income in 1989 (the year in which 1990 census data was taken) moving to low- and high-benefit states between 1985 and 1990. As the totals show, there was a net loss (2,324) of public assistance recipients from the low-benefit states and a net increase (10,556) in the high-benefit states, consistent with the welfare magnet hypothesis. As we look at Table 1 on a state by state basis, however, the story is not so clear.

The most striking figure in Table 1, in our view, is how small the num-

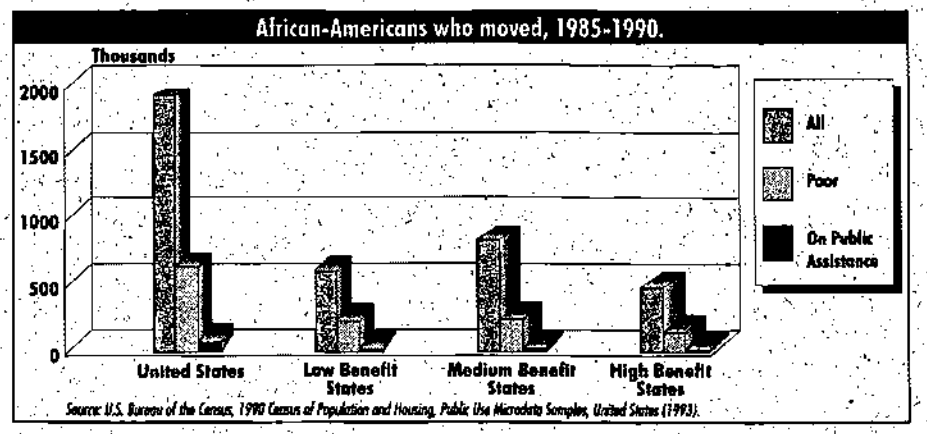
Table 1
Distribution of Public Assistance Recipients Among African-American Interstate Movers and Nonmovers, 1985-1990
(Age 16 and over)

Received Public Assistance	Mobility Status: Nonmovers	Interstate Movers	Total
YES	2,130,350 (94.6%)	121,963 (5.4%)	2,252,313 (100%)
NO	16,510,959 (90.9%)	1,841,128 (10.0%)	18,352,087 (100%)

Source: U.S. Bureau of Census. 1990 Census of Population and Housing, Public Use Micro data Samples, United States (1993).

bers are. Of the nearly 2 million African-Americans moving to a new state between 1985 and 1990 who were eligible, by Census Bureau definition (age 16 years and older), to report public assistance income, the net national redistribution of public assistance recipients was less than 13,000. This suggests that if the welfare-magnet hypothesis is true, *it is true for only a very small minority of African-Americans who cross state borders and apply for public aid.*

Given that studies show that many welfare recipients only receive benefits for two years or less, some might argue that the PUMS data presented in Table 1, which covers five years, may underestimate the magnitude of moving for higher benefits. We do not believe this to be the case. Our results are consistent with the findings of longitudinal studies and annual population surveys of U.S. households, which indicate only a small percent of African-Americans who cross state borders end up on welfare. Moreover, other PUMS data indicate that 84 percent of poor African-Americans who moved across state borders and ended up on welfare also worked at some point between 1985 and 1990.



Beyond the very small aggregate numbers of African-American interstate movers who ended up on public assistance, there are considerable differences by state. Not surprisingly, among the low-benefit states are poor Southern states, such as Alabama, Arkansas, Mississippi and West Virginia. During the decade of the 1970s, the South attracted more African-American residents than it lost to other regions. However, the African-American population grew only in a handful of Southern states, particularly Florida, Georgia, North Carolina and Virginia. We suspect the reduction of African-Americans in poor, predominately rural Southern states was because of scarce economic opportunities and not because of low public assistance payments. This is supported by population growth in some Southern states in spite of the low benefits they offer. The first (Florida) and sixth (North Carolina) largest net importers of African-Americans nationally offer relatively low welfare benefits.

The decision to move is influenced by employment opportunities, family, friends, age and community ties. Photo courtesy of the Dept. of Health and Human Services.

For the economic reasons that many people left poor Southern states, many African-Americans migrated to California. California alone accounts for more than half (5,402) of the total net in-migration of public assistance recipients to high-benefit states. During the 1980s, California had the fastest growing economy in the country, bolstered by defense spending. During the 1985-1990 period more African-Americans moved to California than to any other state.

Similarly, economic problems led New York, despite its high welfare benefits, to lose more African-Americans, including those receiving welfare, than any other state. This pattern of public assistance recipients leaving New York undermines the contention that welfare recipients are less likely to move out of high-benefit states than out of

Table 2
In, Out and Net Migration of African-American Public Assistance Recipients by Low-, Medium- and High-benefit States, 1985-1990

State	Average Monthly AFDC Payment in 1990	In	Out	Net
Low-benefit States				
Alabama	115.1	2,384	4,366	-1,982
Mississippi	120.1	2,760	3,905	-1,145
Texas	165.4	4,354	4,954	-600
Louisiana	167.4	2,754	4,148	-1,394
Tennessee	186.1	1,365	1,874	-509
Arkansas	190.4	666	2,401	-1,735
South Carolina	203.1	3,285	2,364	921
Kentucky	224.0	540	1,208	-668
North Carolina	237.4	5,850	2,545	3,305
West Virginia	249.4	126	352	-226
Florida	262.8	7,524	5,815	1,709
TOTAL	192.8 (average)	31,608	33,932	-2,324
Medium-benefit States				
Indiana	263.1	3,584	2,069	1,515
Georgia	264.6	6,762	3,382	3,380
Virginia	264.8	2,955	3,274	-319
Arizona	267.7	975	723	252
New Mexico	272.9	0	358	-358
Missouri	274.1	4,607	2,457	2,150
Nevada	277.5	949	224	725
Oklahoma	278.9	1,139	1,110	29
Delaware	291.8	0	357	-357
Colorado	320.3	1,065	1,537	-472
Ohio	327.5	4,400	4,052	348
Kansas	332.0	1,494	1,228	266
Nebraska	335.7	273	353	-80
Illinois	342.3	6,105	10,442	-4,317
Utah	346.7	119	546	-427
New Jersey	351.8	3,640	4,187	-547
Maryland	379.8	4,004	2,784	1,220
Iowa	370.7	0	473	-473
Oregon	374.3	416	248	168
District of Columbia	380.1	1,332	1,805	-473
Pennsylvania	382.1	5,148	2,761	2,387
TOTAL	319.0 (average)	48,967	44,350	4,617
High-benefit States				
Washington	451.6	1,650	1,440	210
Michigan	464.1	6,754	4,899	1,846
Wisconsin	464.4	4,200	790	3,410
Rhode Island	499.0	65	72	-7
Minnesota	512.0	3,519	237	3,282
New York	553.6	9,688	11,741	-2,053
Massachusetts	556.1	1,456	1,496	-40
Connecticut	571.1	700	1,618	-918
Hawaii	581.5	98	345	-247
California	636.5	13,000	7,598	5,402
Alaska	651.4	190	519	-329
TOTAL	540.1 (average)	41,311	30,755	10,556

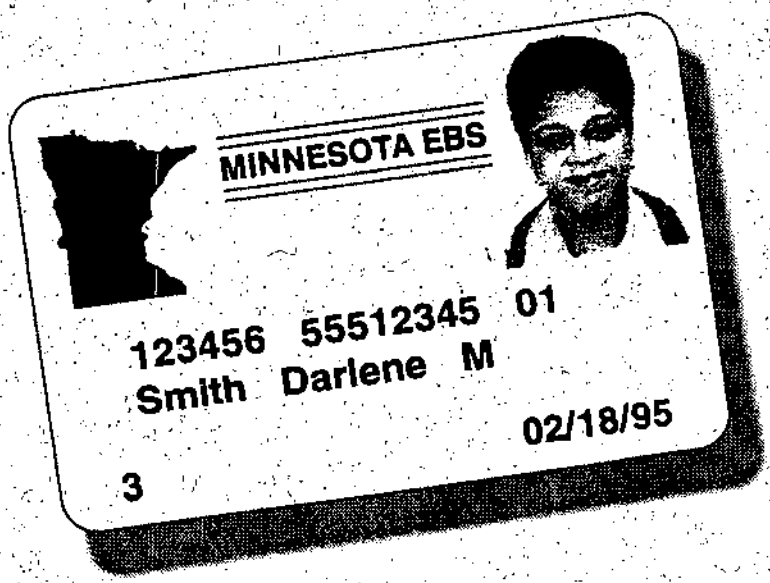
Source: U.S. Bureau of Census, 1990 Census of Population and Housing, Public Use Microdata Samples, United States (1993).

Researchers suspect the reduction of African-Americans in poor, predominately rural Southern states is because of scarce economic opportunities, not low public assistance.
Photo courtesy of the Dept. of Health and Human Services.

other states: that is, that welfare magnets not only attract the poor but provide an incentive to stay. High-benefit states actually lost proportionally more African-Americans 16 years of age and older on public assistance income from 1985 to 1990 than did low-benefit states.

This analysis shows the welfare magnet hypothesis is more mythical than real — at least as far as the African-American population is concerned. For the nation as a whole, and irrespective of whether the states offer low, medium or high benefits, the number of interstate African-American migrants who end up receiving public assistance is incredibly small and thus unworthy of the massive media and public policy attention it is receiving. □

A SWIPE at improving welfare



Minnesota turned to magnetic cards to cut costs and paperwork while giving welfare recipients a better self-image.

by Jan Devens

Minnesota Electronic Benefit System (EBS) is not welfare reform in the usual sense. For Pam, a single mom from Ramsey County who is going to school, it offers a sense of dignity and security while she works toward financial independence. Instead of receiving food stamps and checks, she receives a plastic debit card similar to a credit card to withdraw her benefits.

"There's a misconception about who we are, and EBS makes our daily lives more like everyone else's," she says.

At the same time, EBS reduces problems for government agencies, retailers and banks. It is an example of how government can use technology to increase efficiency. In Minnesota, it is also an example of how intergovernmental partnerships work to improve services.

Crisis creates innovation

Originally called Ramsey County EBS, the study for using Electronic Benefit Transfer (EBT) technology began in 1985 in the state's second largest county. At that time, Ramsey County learned that its depository bank would no longer maintain an account for public assistance benefits. Although the county resolved that problem, other problems associated with a paper check system convinced the Board of County Commissioners to find another way to issue public assistance benefits.

In July 1987, the first cash benefits for Aid to Families with Depen-

Jan Devens is managing the Request for Proposal process for a statewide EBS with the Minnesota Department of Human Services.

Vice President Al Gore watches a demonstration of Minnesota's Electronic Benefit System. Photo © 1993 STAR TRIBUNE/ Minneapolis-St. Paul by Tom Sweeney.

dent Children, Refugee Assistance, Minnesota Supplemental Aid (for the elderly and disabled) and General Assistance programs were issued in Ramsey County using EBT technology. In September 1991, the first electronic food stamps were issued.

This year, the EBS system will expand into Hennepin County, the state's largest. When the expansion is complete, about half the people in Minnesota receiving public assistance will be on the electronic system.

The electronic benefits transfer system is part of a larger commercial electronic network that serves everyone. Minnesota EBS uses magnetic stripe card technology, the most prevalent type of EBT system in use. The magnetic stripe contains information such as the recipient's name, account number and Personal Identification Number (PIN). Hennepin County is adding a photo to the card to enhance security. Once a person is determined eligible for a public assistance program, the state sets up an account and makes monthly deposits.

The procedure is simple. Recipients use their cards at ATMs (Automated Teller Machines) to withdraw cash benefits. They also can use the card at participating grocery stores. At checkout, the cashier swipes the card through an electronic reader. Recipients punch in the PIN to pay for food stamp-eligible purchases with the food stamp amount on the card. Items that aren't eligible, such as paper and soap products, go on the cash portion on the card.

Everyone benefits

One benefit of the system for welfare recipients is tangible — not having to pay check-cashing fees. Pam says EBS is more reliable than waiting to receive a check or food stamps in the mail.

The increased convenience and security is another bonus. Because Pam can use the system several times a month, she doesn't have to carry large sums of money with her and risk losing money or stamps, or having them stolen. And the card gives people who haven't had checking accounts more exposure to personal fiscal management. Pam can check her balance regularly so she can pace her spending.

Most people like the new way of receiving benefits. When Ramsey County offered 14,000 families the option of going back to the old way, only one family elected to receive a monthly check.

Retailers save because they have less paper to handle than before with food stamps.

"It particularly saves time in higher volume areas because we do not have to count paper coupons (that sometimes stick together) and then recount them when they hit the back office. It takes less time to check out," says Jacki Snyder, assistant manager of retail services for SuperValue in Minneapolis.

Financial institutions no longer have long lines of recipients waiting to cash their checks. EBS also standardizes faster benefits processing and eliminates handling costs for paper and coupons.

Government agencies are better able to manage and operate their benefit programs by improving their reporting capabilities, reducing losses of stamps and checks, and providing better services to recipients. Tom Fashingbauer, director of Ramsey County Community Services, was among the first to champion EBT in Minnesota.

"EBS has definitely met all of our expectations and more," he says. Fashingbauer doesn't think Ramsey County staff could have stayed on top of its caseloads without EBS.

Ramsey County is one of four Food Stamp EBT demonstration sites selected by the U.S. Department of Agriculture, which helped fund it. Minnesota supports operational costs of EBS.

A combination of federal, state and county funding allowed the

program to add Hennepin County. Vice President Al Gore's report of the national performance review, *Creating a Government That Works Better and Costs Less*, recommends the implementation of EBT nationwide.

Tip of the iceberg

Minnesota is anticipating the next generation of EBT. Electronic fund transfer can be applied to many other government activities. Peter Sausen, the assistant commissioner for cash and debt management at the Minnesota Department of Finance, says, "The whole world is moving to electronics. Electronics are changing the way we do business. The electronic superhighway is more than cable TV. Why shouldn't this reform include welfare payments? It works for everyone." □

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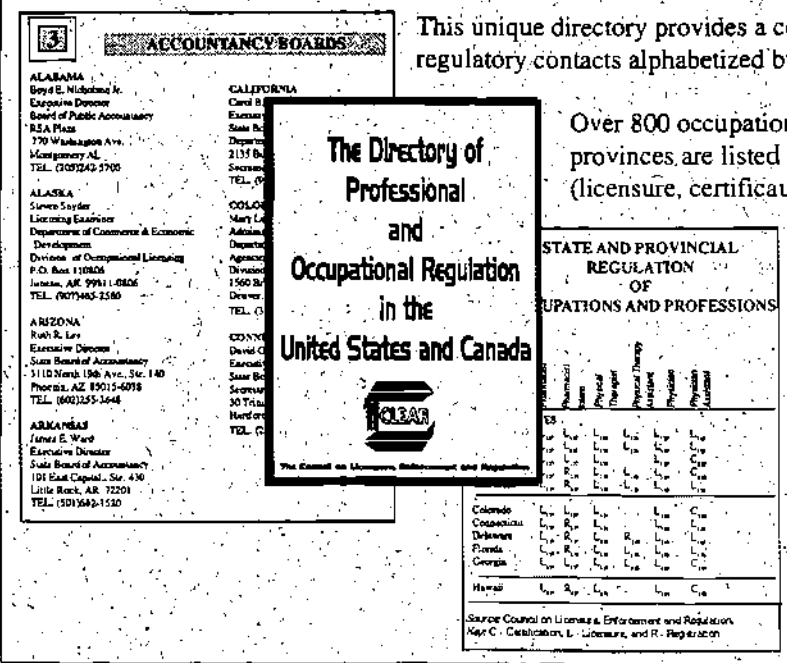

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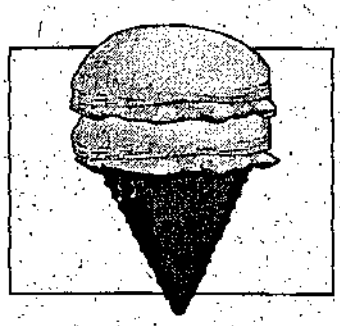
Fictions, facts and stats

Everybody seems to want to change welfare; so it's being reshaped, rethought and remade into something new. Here's where the country stands now.

by Christopher Schwarz



The double dip police

Three states announced in April they are going to compare their lists of welfare recipients to make sure people aren't getting benefits from more than one state.

New York, Massachusetts and New Jersey will share their computerized lists of welfare recipients with each other in an effort to crack down on "double dipping." The announcement came after it was discovered that 425 Newark, N.J., residents had illegally collected more than $1 million in benefits from New York.

Source: *The New York Times*

Food stamps, not booze stamps

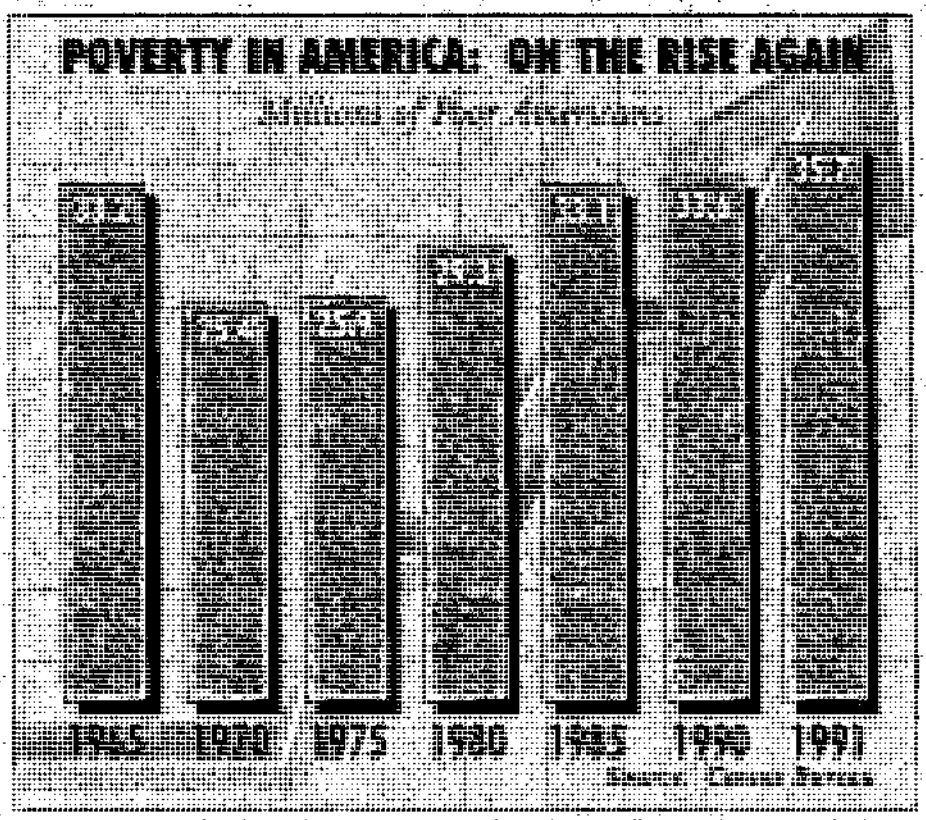
If you've ever wondered what you can buy with food stamps, the answer is pretty simple: Any food that is not prepared to be eaten at the place you bought it.

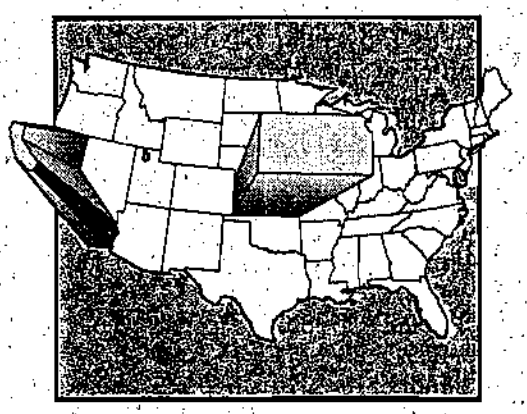
That means Twinkies are OK, but hot sandwiches are not, said Phil Shanholtzer, chief of the news branch of the federal Food and Nutrition Service.

"The reason you can't buy a hot sandwich is we were trying to avoid food stamps being used in restaurant-like situations," he said. "The food you buy with food stamps is food you should be taking home and preparing."

Other no-nos include cigarettes, cleaning products and alcohol. However, candy bars are acceptable, he said. You also can buy seeds and plants for a home garden, as long as the plant produces a food.

"You can't buy seeds for a flower bed," Shanholtzer said. "But you can buy seeds to plant broccoli—that is, if broccoli comes from seeds. I forget."





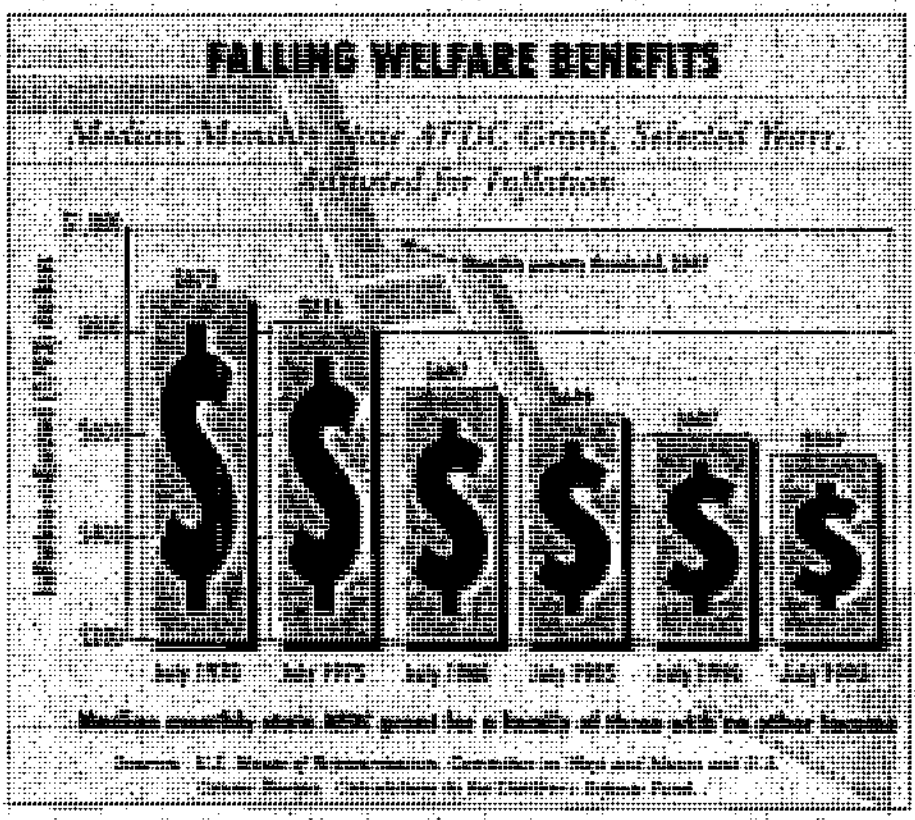
The elusive cost of living

Determining who's impoverished and who isn't is a tricky business. And according to one report, the cost of living varies so wildly in the states that people just above the poverty line in an expensive place like California are worse off than people below the poverty line in an inexpensive place like Kansas.

According to the Northeast Midwest Economic Review, national poverty data overlook the cost of living from one place to another. This is important because this data is used in federal allocation formulas that determine who gets federal help.

The result, according to the report, is that states with a high cost of living don't get as much aid as they need.

— Source: Northeast Midwest Economic Review, April 1994



Cities fear the worst

While the Clinton administration's plan to change how welfare works could mean good things for the poor, the reform could cause financial problems for cities.

According to the *Nation's Cities Weekly*, the administration's proposal could result in a number of unfunded mandates for local governments.

Cities are concerned they'll be required to provide community-service jobs for welfare recipients who are unable to find work in the private sector after their two years of benefits have run out.

Cities also fear they'll pick up the tab if the federal government curtails benefits to legal immigrants or caps emergency assistance funds to families in crisis, according to the publication.

More myths

Many people think that those who get on welfare stay on welfare for a long time. But that's not completely true, according to the National Issues Forum Institute and other studies.

One study by David Ellwood and Mary Jo Bane showed that almost half of the people on welfare stay on it for less than two years.

Other studies show that about one-third of welfare recipients manage to leave the system but then return after they lose their job or lose income. □

— Source: National Issues Forum Institute

Welfare statistics

Some states have more needy people than others, some states pay more in benefits and many states are taking different approaches to reforming welfare.

Sticks

Time limits
(Two years and out)
Florida
Iowa
Vermont
Virginia (requested)
Wisconsin

Family caps
(Reduce or withhold aid for newborns)
Arkansas
Georgia
New Jersey
Wisconsin

Learnfare
(Attend school or lose benefits)
California*
Florida
Maryland
Ohio*
Oklahoma
Wisconsin
Wyoming

Preventive health care
(Get children immunized)
Colorado
Florida
Georgia
Maryland*

Carrots

Work rewards
(More savings, earnings or better car allowed)
California
Colorado
Florida
Illinois
Michigan
Minnesota
Missouri
New Jersey
South Dakota
Utah
Vermont
Virginia
Wisconsin
Wyoming

Cash for food stamps
Alabama
Colorado
New York
Wisconsin

Waive 100-hour rule
(Lift work limit for unemployed parent program)
Alabama
California
Florida
Illinois
Michigan
Missouri
Vermont
Wisconsin

*Also a carrot because there is a bonus in benefits for compliance.

Note: Waiver actions often are limited to pilot programs in a few counties, although a few are statewide.

Source: "Summary of Approved AFDC Waiver Actions," April 15, 1994, American Public Welfare Association

	Maximum monthly AFDC benefits for a family of four (1992)	Percentage of population receiving food stamps (1989)
Ala.	$168	10.6
Alaska	1,027	4.4
Ariz.	402	8.0
Ark.	247	9.3
Calif.	788	6.2
Colo.	432	6.3
Conn.	792	3.6
Del.	407	4.5
Fla.	364	5.5
Ga.	330	7.7
Hawaii	802	6.9
Idaho	357	5.6
Ill.	414	8.3
Ind.	346	5.1
Iowa	495	5.7
Kan.	488	5.3
Ky.	285	11.9
La.	234	16.4
Maine	569	6.7
Md.	454	5.3
Mass.	628	5.4
Mich.	563	9.4
Minn.	621	5.7
Miss.	144	18.8
Mo.	342	7.9
Mont.	469	6.6
Neb.	435	5.6
Nev.	435	4.1
N.H.	575	2.1
N.J.	488	4.7
N.M.	389	9.6
N.Y.	687	8.1
N.C.	297	5.9
N.D.	491	5.6
Ohio	413	9.7
Okla.	423	7.8
Ore.	565	7.2
Penn.	514	7.5
R.I.	632	5.8
S.D.	450	6.9
S.C.	252	13.0
Tenn.	226	10.0
Texas	221	10.0
Utah	470	5.5
Vt.	755	6.0
Va.	410	5.4
Wash.	624	5.4
W.Va.	312	13.7
Wis.	617	5.8
Wyo.	390	5.5

Source: U.S. Census Bureau, U.S. Data on Demand