



5

January 24, 1995

**MICHIGAN**

**DEMOGRAPHICS**

	STATE	U.S.
Population (1993)	9,478,000	257,908,000
Child Population (1990)	2,468,000	63,924,000
Percent of Population that are Children (<18)	26.6%	25.7%
Per Capita Personal Income (1992)	\$19,508	\$19,841
Poverty Rate		
1992	13.5%	14.5%
1990	14.3%	13.5%
1983	16.8%	15.2%
1979	10.4%	11.7%
% Point Change in Rate (1979-1992)	3.1%	2.8%
Unemployment Rate (1992)	8.8%	7.4%
Child Poverty Rate (1993) 5 to 17 years old	24.3%	20.8%
FMAP	55.84%	55%

**AID TO FAMILIES WITH DEPENDENT CHILDREN (AFDC)**

	FY 1993	
<u>FINANCIAL DATA</u>	STATE	U.S.
Total AFDC Expenditures	\$1,362,774,000	\$25,372,883,000
Benefit Payments	\$1,192,105,000	\$22,553,082,000
Administrative Expenditures	\$ 170,669,000	\$2,819,801,000
AFDC Grant (Mother-3 children-0 income)	\$459	\$363
AFDC Benefits as % of 1993 Poverty Threshold	48.0%	38.0%
Food Stamp Benefit—Jan. 1994	\$258	\$395
Combined Benefits—Jan. 1994	\$717	\$661
Combined as % of 1993 Poverty Threshold	75%	69%
% Change in AFDC Benefits Since 1992	0	-1.3%
QC Error Rate (1991)	4.14	4.96

January 24, 1995

MICHIGAN (continued)

**AID TO FAMILIES WITH DEPENDENT CHILDREN (AFDC)**

	FY 1993	
<b>PROGRAM PARTICIPATION</b>	STATE	U.S.
Average Monthly Caseload	229,583	4,981,301
Basic	198,000	4,622,000
UP	31,583	359,000
UP as % of Caseload	13.8%	7.2%
Average Number in AFDC Unit	3.0	2.9
% Caseload on More Than 2 Years	61.3%	46.5%
% Change in Caseload FY 1988-1993	5.8%	27.2%
AFDC Reciprocity Rate	7.3%	5.4%
% Change in AFDC Reciprocity FY 1988-1993	4.4%	24.8%
Food Stamp Reciprocity Rate-FY 1992	10.53%	9.95%
% AFDC Cases Receiving Housing Subsidies	9.6%	21.3%
% AFDC Cases With Earned Income	13.3%	7.4%
Number of JOBS Participants	47,458	541,993
Participation Rate	20.1%	17.0%
UP Participation Rate	N/A	N/A
JOBS Allocation	\$35,305,491	\$1,000,000,000
Grant Amount (Preliminary Data)	\$35,196,957	\$ 746,195,829
% of Allocation	63.6%	74.6%

## MICHIGAN

## CHILD SUPPORT ENFORCEMENT

	STATE	U.S.
	FY 93	FY 93
<b>Collections and Expenditures</b>		
Total Collections (in millions)	\$859.5	\$2,907.3
AFDC/FC Collections (in millions)	\$169.3	\$2,416.3
NAFDC Collections (in millions)	\$690.2	\$6,491.1
Child Support Collections per Dollar of Total Admin. Expend.	\$8.29	\$3.97
Percentage Change in Total Real Collections since 1992	9.8%	11.8%
Total IV-D Caseload	1,241,644	17,110,468
Percent of IV-D Cases with Collections	17.5%	18.3%
Percent of IV-D Cases with Orders	46.9%	55.4%
Average Collection from Cases with Collections	\$3,951	\$2,855
Total Number of Paternities Established	28,076	554,204
Out-of-Wedlock Births-1991 (Source: NCHS)	40,941	1,213,769
Percent of Paternities to Out-of-Wedlock Births	69%	46%

## MICHIGAN

## FOSTER CARE

	FY 1993	FY 1994	U.S.
# Title IV-E Foster Care Children (a)	8,672	8,244	232,668
Total Foster Care Children	10,473	Not Available	444,000
Title IV-E Foster Care \$ (b)	103.3 (in millions)	109.5 (in millions)	2.5 (billions)
Title IV-B FP/FS Services in \$		2.3 (in millions)	\$ 60 (millions)

- (a) The number of children represents a simple average of four (4) quarters which the States submit with their claims for reimbursement.
- (b) The numbers (IV-E Foster Care \$) represent the raw (unadjusted) claims, submitted by the States, for reimbursement by the Federal government. These costs are a proportion of the amount which States pay out in order to support a child in foster care.

MICHIGAN

CHILD CARE AND DEVELOPMENT BLOCK GRANT (CCDBG)

	FY 1993	
	STATE	U.S.
Enrollment	23,554*	755,000*
\$ Grant (in thousands)	\$24,658	\$797,290

\* These data should be viewed in light of the fact that States have considerable latitude in spending their CCDBG funds (e.g., they may concentrate their funds on relatively fewer children and families, spread their funds to serve more children and families and/or blend Federal funding streams). Additionally, States have three years in which to expend their CCDBG funds.

MICHIGAN

HEAD START

	FY 1994	
	STATE	U.S.
FUNDING (in thousands)	\$126,644	\$3,325,728
ENROLLMENT	30,695	740,465
% ELIGIBLE	42	38
# GRANTEES	32	1,405

**MICHIGAN  
NATIVE AMERICAN PROGRAM**

FY 1994			
STATE	U.S.		
NO. OF GRANTS	\$ AWARDED	NO. OF GRANTS	\$ AWARDED
11	926,272	259	34,997,412

**MICHIGAN  
REFUGEE AND RESETTLEMENT PROGRAM**

FY 1993		
ARRIVALS (a/)	OBLIGATIONS (b/)	EMPLOYMENT SERVICES (c/)
2,245	\$4,962,625	2,272

- a/ Includes refugees, entrants, and Amerasian immigrants.
- b/ Includes (1) Social Services formula allocation, (2) Targeted Assistance formula allocation, and (3) Cash/Medical/Administration (CMA) funding for FY 1993. CMA includes Refugee Cash Assistance (RCA), Refugee Medical Assistance (RMA), aid to unaccompanied minors, and State administrative expenses.
- c/ Includes all refugees, entrants, and Amerasian immigrants enrolled in ORR-funded employment services in FY 1993.

# State Policy

Governor Engler has been very involved in the national welfare reform debate, as well as a leader in implementing state reforms. He is proponent of block grants and would like to see welfare entirely become a state-run program. He testified to that end on January 13, 1995. He has also been working closely with other Republican Governors to forge a deal with the Congressional leadership on welfare reform.

Michigan's state welfare reform program, *To Strengthen Michigan Families*, was approved in August of 1992. The plan encourages employment, targets support to weak families including involving communities and requires increased responsibility. The Michigan project expands eligibility for two-parent families; changes income disregards; excludes as income and resources all income earned by dependent children who are students; allows non-custodial parents to participate in the JOBS program; requires hospitals to record paternity acknowledgements; and requires reporting of child support obligations to consumer-reporting agencies.

## Waivers - To Strengthen Michigan Families (Addendum)

In March, 1994, Michigan submitted a waiver application to build on the state's *To Strengthen Michigan Families* program. HHS approved the request on October 6, 1994.

### Description

- o Expand business expense deductions for self-employment.
- o Exempt one vehicle of any value for AFDC and Food Stamps.
- o Pilot requiring applicants for AFDC to participate in job search; the application for assistance will not be delayed during the job search period; apply new JOBS sanctions to non-participants in applicant job search.
- o Eliminate deprivation as an eligibility factor in AFDC.
- o Require that AFDC families have children under six immunized; failure to comply would result in a fiscal sanction of \$25 per month.
- o Eliminate all JOBS exemptions except for VISTA volunteers and dependent children under age 16.
- o Require non-participants in JOBS to participate in Social Contract activities at least 20 hours/week.
- o Require participation in JOBS for an individual who has not complied with the Social Contract provisions within a year (or sooner if JOBS slots are available).

- o Change JOBS sanction to 25% of AFDC and Food Stamp benefits; after 12 months of nonparticipation, close AFDC case and restore Food Stamp benefits.
- o Limit overpayment recovery to cases containing the adults, not the children.
- o Provide funding for custody and visitation services under IV-D.

## MODEL PROGRAMS

### *Detroit Self Employment Project (DSEP)*

**CONTACT:** Cathy McClelland  
Director  
(313) 577-5693  
(313) 963-7608 fax

**LOCATION:** 2727 Second Avenue  
Suite 133  
Detroit, MI 48201

The Detroit Self-Employment Project (DSEP) empowers low-income people to become (self)employed by providing business training and technical assistance, and facilitating loans from commercial lenders.

**MISSION:** To empower welfare recipients to make the transition to economic self-sufficiency through the pursuit of self-employment and entrepreneurship.

**SUMMARY:** The DSEP project was conceived by the Corporation for Enterprise Development. Currently the program serves only AFDC recipients, but DSEP hopes to expand in the near future to allow others (predominantly low-income women) to participate.

The Michigan Department of Social Services refers interested welfare recipients to DSEP. The program consists of 11 weeks of entrepreneurial training during which participants begin to develop a cohesive business plan. Members of the local business community come into the program to teach seminars on taxes, accounting, legal matters, and managing a business. DSEP, working with a banking consortium, operates a Loan Fund which helps to provide necessary loans to cover business start-up costs. Clients receive case management from the DSEP staff to evaluate their business plans and to secure loans from financial institutions.

DSEP participants receive ongoing support and services after the initial course. For a two-year start-up period earned-income is disregarded allowing clients to continue to receive benefits while establishing their business. DSEP also continues to counsel clients and provide support for their businesses well after the 11 week course.

**SCOPE:** In five years of operation, the program has served 386 clients. With the assistance of local banking institutions, DSEP has provided \$265,000 in loans to entrepreneurs. Several types of businesses have been started including: child care facilities, salons, dry-cleaners, bookkeeping firms, computer programming firms, a bakery and restaurants.

**EVALUATION:** Of the 386 participants who have enrolled in DSEP, 254 have completed the training. Thus far, 180 businesses have been started. Of the 180 businesses, 36 participants have gone completely off of any type of assistance within two years of completion of DSEP. [NOTE: this statistic is a bit misleading because many of the 180 businesses have not been in operation for two years yet.]

**FUNDING:** The Detroit Self Employment Project receives funding from the Michigan Jobs Commission, the Michigan Department of Commerce, the City of Detroit, the Charles Stewart Mott Foundation, the and the Black United Fund. Wayne State University provides the facility where the program is operated.

## Michigan's Self-Initiated Community Services Activity - Social Contract

**CONTACT:** State of Michigan  
Department of Social  
Services

**LOCATION:** Lansing, MI

**MISSION:** To help welfare recipients keep or improve their employment skills by establishing a social contract which sets a goal for them to become self-sufficient.

The Social Contract Initiative is a model in that it establishes a helps welfare recipients set goals for themselves and also assists them in achieving them. The program is also a model in that it includes the private and non-profit sectors in helping to reform the welfare system.

**SUMMARY:** Under Michigan's initiative, new AFDC recipients are encouraged, upon opening their case, to become involved in a range of acceptable activities via a social contract. Like the provisions in the Work and Responsibility Act, these are up-front activities, at the very start of the AFDC episode. New recipients are expected to have their contract signed within three months after opening their case. The state did not want to delay getting clients into some kind of valued or constructive activity. They did not want people to get used to being on AFDC without realizing that they should and could work.

The social contract is really a promise that if welfare recipients need assistance for more than three months, they will take steps to become independent and strengthen their families. The pledge they sign says that they will develop a plan to become self-supporting. That plan may include one or more of the following activities: working, taking classes, joining a training program, going through parenting classes, volunteering at their children's schools, church, or volunteer agency, or some other community involvement. Participation in one or a combination of these activities for a minimum of 20 hours per week is necessary to fill the Contract.

The state realized that people on welfare could be a new source of volunteers for agency's and offices that want to supplement their personnel and to provide additional services to their communities. Therefore they were able to appeal to local businesses, non-profits, and community based organizations to help welfare recipients fulfill their contracts.

**SCOPE/EVALUATION:** As of August, 1993, there were 8,716 participants in the program. 22.4% were employed; 35.3% were in formal training services; and 13.7% were doing a combination of the various acceptable activities.

**FUNDING:** The program is funded through the Department of Social Services. However, the costs are very small. The local businesses and agencies that provide opportunities to the recipients also contribute to the management of the program.

## **Press Report**

### **Detroit Free Press**

Circulation: 580,372 as of 1994

National Rank: 8th out of 100

Coverage: The Detroit Free Press has had very limited coverage of the national welfare reform debate. In an editorial in response to the introduction of the Work and Responsibility Act, the paper was critical of the "limited nature of the President's proposal" The paper supports state flexibility and Governor Engler's welfare reform efforts.

### **Detroit News**

Circulation: 398,630 as of 1994

Coverage: The Detroit News has had minimal coverage of welfare reform issues.

January 24, 1995

**MINNESOTA**

**DEMOGRAPHICS**

	STATE	U.S.	RANK
Population (1993)	4,517,000	257,908,000	20
Child Population (1990)	1,170,000	63,924,000	
Percent of Population that are Children (<18)	26.7%	25.7%	
Per Capita Personal Income (1992)	\$20,049	\$19,841	
Poverty Rate			
1992	13.8%	14.5%	
1996	12.0%	13.5%	
1983	12.3%	15.2%	
1979	9.5%	11.7%	
% Point Change in Rate (1979-1992)	3.3%	2.8%	
Child Poverty Rate (1993) 5 to 17 years old	12.3%	20.8%	
Unemployment Rate (1993)	5.1%	6.8%	
FMAP	54.93%	55%	

**AID TO FAMILIES WITH DEPENDENT CHILDREN (AFDC)**

	FY 1993	
<b>FINANCIAL DATA</b>	STATE	U.S.
Total AFDC Expenditures	\$438,799,000	\$25,372,883,000
Benefit Payments	\$385,800,000	\$22,553,082,000
Administrative Expenditures	\$ 52,999,000	\$ 2,819,801,000
AFDC Grant (Mother-3 children-0 income)	\$532	\$365
AFDC Benefits as % of 1993 Poverty Threshold	55.0%	38.0%
Food Stamp Benefit--Jan. 1994	\$236	\$295
Combined Benefits--Jan. 1994	\$768	\$661
Combined as % of 1993 Poverty Threshold	80.0%	69%
% Change in AFDC Benefits Since 1993	0	-1.3%
QC Error Rate (1991)	2.80%	4.9%

January 24, 1995

MINNESOTA (continued)

**AID TO FAMILIES WITH DEPENDENT CHILDREN (AFDC)**

	FY 1993	
<b>PROGRAM PARTICIPATION</b>	STATE	U.S.
Average Monthly Caseload	64,145	4,981,301
Basic	57,309	4,622,000
UP	6,936	359,000
UP as % of Caseload	10.8%	7.2%
Average Number in AFDC Unit	3.0	2.9
% Caseload on More Than 2 Years	45.2%	46.3%
% Change in Caseload FY 1988-1993	16.4%	27.2%
AFDC Reciprocity Rate	4.3%	5.4%
% Change in AFDC Reciprocity FY 1988-1993	17.3%	24.8%
Food Stamp Reciprocity Rate-FY 1992	6.90%	9.95%
% AFDC Cases Receiving Housing Subsidies	39.6%	21.3%
% AFDC Cases With Earned Income	13.8%	7.4%
Number of JOBS Participants	5,418	541,995
Participation Rate	20.7%	17.0%
UP Participation Rate	N/A	N/A
JOBS Allocation	\$14,893,095	\$1,000,000,000
Grant Amount (Preliminary Data)	\$11,676,926	\$ 746,193,829
% of Allocation	78.4%	74.6%

## MINNESOTA

## CHILD SUPPORT ENFORCEMENT

	STATE	U.S.
	FY 93	FY 93
<b>Collections and Expenditures</b>		
Total Collections (in millions)	\$214.5	\$8,907.3
AFDC/FC Collections (in millions)	\$56.0	\$2,416.3
NAFDC Collections (in millions)	\$158.5	\$6,491.1
Child Support Collections per Dollar of Total Admin. Expend.	\$4.20	\$3.97
Percentage Change in Total Real Collections since 1992	13.2%	11.8%
Total IV-D Caseload	198,795	17,110,468
Percent of IV-D Cases with Collections	36.9%	18.2%
Percent of IV-D Cases with Orders	73.9%	55.4%
Average Collection from Cases with Collections	\$2,923	\$2,855
Total Number of Paternities Established	3,749	554,205
Out-of-Wedlock Births-1991 (Source: NCHS)	14,984	1,213,769
Percent of Paternities to Out-of-Wedlock Births	25.0%	45.7%

## MINNESOTA

## FOSTER CARE

	FY 1993	FY 1994	U.S.
# Title IV-E Foster Care Children (a)	3,607	3,063	232,668
Total Foster Care Children	9,700	Not Available	444,000
Title IV-E Foster Care \$ (b)	33.00 (in millions)	35.0 (in millions)	2.5 (billions)
Title IV-B FP/FS Services in \$		655.4 (in thousands)	\$ 60 (millions)

- (a) The number of children represents a simple average of four (4) quarters which the States submit with their claims for reimbursement.
- (b) The numbers (IV-E Foster Care \$) represent the raw (unadjusted) claims, submitted by the States, for reimbursement by the Federal government. These costs are a proportion of the amount which States pay out in order to support a child in foster care.

MINNESOTA

CHILD CARE AND DEVELOPMENT BLOCK GRANT (CCDBG)

	FY 1993	
	STATE	U.S.
Enrollment	12,125*	755,000*
\$ Grant (in thousands)	\$11,581	\$797,290

\* These data should be viewed in light of the fact that States have considerable latitude in spending their CCDBG funds (e.g., they may concentrate their funds on relatively fewer children and families, spread their funds to serve more children and families and/or blend Federal funding streams). Additionally, States have three years in which to expend their CCDBG funds.

MINNESOTA

HEAD START

	FY 1994	
	STATE	U.S.
FUNDING (in thousands)	\$36,919	\$3,325,728
ENROLLMENT	8,576	740,465
% ELIGIBLE	34%	38
# GRANTEES	23	1,405

January 24, 1995

MINNESOTA

NATIVE AMERICAN PROGRAM

FY 1994			
STATE	U.S.		
NO. OF GRANTS	\$ AWARDED	NO. OF GRANTS	\$ AWARDED
8	916,740	259	34,997,412

MINNESOTA

REFUGEE AND RESETTLEMENT PROGRAM

FY 1993		
ARRIVALS (a)	OBLIGATIONS (b) \$	EMPLOYMENT SERVICES (c)
2,784	5,826,175	1,213

- a/ Includes refugees, entrants, and Amerasian immigrants.
- b/ Includes (1) Social Services formula allocation, (2) Targeted Assistance formula allocation, and (3) Cash/Medical/Administration (CMA) funding for FY 1993. CMA includes Refugee Cash assistance (RCA), Refugee Medical Assistance (RMA), aid to unaccompanied minors, and State administrative expenses.
- c/ Includes all refugees, entrants, and Amerasian immigrants enrolled in ORR-funded employment services in FY 1993.

## **STATE WELFARE POLICY**

Minnesota implements the federal JOBS program through its statewide STRIDE program, begun in 1989. Minnesota's JOBS participation rate as reported to the federal government for fiscal year 1993 was 20.7 percent. The state does not currently have any waivers for its STRIDE program. State representatives met with HHS officials on March 1, 1994 to discuss an upcoming waiver application (see below).

A new welfare reform bill was introduced in the State Legislature on January 5, 1995. The 29-point plan calls for tough work requirements, antifraud strategies, and day care cooperatives for working welfare mothers. Under the plan, some first-time welfare recipients would receive vouchers, instead of welfare checks, for housing and other needs during their first six months in the system. They also would be required to join job search programs. The bill calls for about \$ 10 million in day care subsidies to low-income families. The total cost of the bill has not been calculated. The bill, sponsored by a Democratic lawmaker, is similar to the one expected to be announced by Gov. Arne Carlson late in January, and is also similar to bills expected to be introduced by other state legislators.

## **STATE INITIATIVES**

The *Minnesota Family Investment Plan (MFIP)* is a welfare reform initiative that was approved by the state legislature by 1991. MFIP does not require AFDC waivers and was scheduled to begin on a trial basis in two counties on April 1, 1994. MFIP has several components:

**Simplification:** MFIP will consolidate AFDC, GA for families and food stamps into one cash grant for families and reduce eligibility tests and simplify the process of applying for welfare.

**Differentiated Standard:** MFIP will create a two-tier standard so working families can retain more of their earnings.

**Expectations:** All families will be expected to be working toward self-sufficiency; families not involved in individually specified activities after system intervention will have their grant reduced by 10 percent.

**Transition Services:** MFIP will provide case management, education, employment and training, child care, health, family-based, social and other supporting services.

**Prevention:** MFIP will improve paternity establishment and child support collection, will intervene early with minor parents, and will emphasize education and training.

Additionally, Minnesota has implemented a program entitled *Families Achieving Success Together (FAST)*. Working with Rural Minnesota Comprehensive Employment Project (RMCEP), FAST addresses the needs of the entire family rather than just the caretaker. Support for moving off AFDC is engendered among family members, so that the needs or problems of family members will not become a barrier for the caretaker. Furthermore, the children receive services that encourage school completion, enhance their employability, and reduce the likelihood that they will become long-term AFDC recipients.

After a complete assessment, FAST families develop a family Employability Development Plan. Participants may then take advantage of activities available through RMCEP including classroom training, on-the-job training, career planning, case management, life skills, job search, basic education, GED preparation, and job placement. The program began in September, 1993 and will run through June, 1995. The program will serve 90 individuals in 30 families.

### WAIVER ACTIVITY

State officials met with HHS on March 1, 1994 to discuss an upcoming waiver proposal that would include several bold measures. However, to this date no waiver application has been received. The discussed program would:

- Divert AFDC applicants to work positions, providing support services;
- Provide monthly Federal and State tax credits;
- Require minor parents to live with a guardian;
- Require participation in JOBS after two years or loss of adults' benefits;
- Eliminate 100-hour rule for AFDC-UP cases;
- Increase vehicle asset limits;
- Disregard earned income and financial aid for students;
- Limit the number of caseworkers who can grant good-cause exceptions for non-cooperation in determining paternity; and
- Expand placement of non-custodial parents in JOBS.

### Demonstration Programs

**Parents' Fair Share:** The Minnesota Parents' Fair Share program provides a broad range of services to non-custodial parents to enable them to find employment and pay child support on a regular basis. The nine Parents' Fair Share Demonstration programs across the nation use a variety of approaches, built around four core services: employment and training, peer support and instruction in parenting skills, mediation, and enhanced child support enforcement. Minnesota's Anoka and Dakota Counties participated in the program which ran from April 1992 through December 1993. MDRC is conducting an impact evaluation.

**New Vistas School Demonstration:** This project is a partnership program between the Honeywell Corporation and the Minneapolis Public Schools. As part of an expansion of a joint project between the two organizations, Honeywell provides paid apprenticeship experience to program participants. The program provides for earning disregards for students in the special program designed for teen mothers who have completed ninth grade and who are in grades 10-12. The program combines education, apprenticeship experiences, and services such as child care and medical services.

The following provisions apply to the income that participants earn while in the program:

- Apprenticeship income is disregarded in determining need and amount of benefits.
- Apprenticeship income is excluded from the 185% of need standard.

After completing the program, the following provision will also apply:

- Participants will be allowed to qualify for the \$30-and-one-third earned income disregard without regard to the fact they did not have a 12 consecutive month period of ineligibility after earning income from the program.

The state's application was submitted December 14, 1992 and was approved January 15, 1993. The program was implemented June 1, 1993 and will run for three years with a maximum of 75 students in any year.

***Self-Employment Initiative Demonstration (SEID):*** Minnesota, along with four other states, is currently implementing a federal Self-Employment Initiative Demonstration to test the entrepreneurship concept for AFDC recipients. The voluntary program offers small business loans to start micro-businesses and business skills training in finance, marketing, and management. Participants receive technical consultation and evaluations from an economic development service provider while completing a 27-month program. The first three months involve preparation of a detailed business plan, marketing survey, and cash flow projections for the businesses; and training in accounting and money management skills. Actual business operation comprises the remaining 24 months. The demonstrations are four-year programs with waivers for statewideness and income and resources. The Corporation for Enterprise Development is conducting the evaluation.

Between the period of March 1988 when the project was launched and June 1993, 438 AFDC clients enrolled in the program. Of the enrollees, 310 completed the training (more than 70 percent). During this time, 140 businesses were launched, 64 people became employed by other businesses, and 42 clients enrolled in further education and training programs. These successes account for 79 percent of those who completed the program.

The 1991 Legislature acted to move the SEID program into the State's STRIDE program. It directed the Department of Jobs and Training to certify the three SEID providers as STRIDE providers. The Legislature also directed the Department of Human Services to request an extension of the waivers from HHS. Federal approval was received. Service providers may now contract with individual county human service agencies to continue to provide the self-employment training service in those counties under STRIDE.

# MODEL PROGRAMS

## *New Vistas School*

**CONTACT:** Chris Bremer, Program Manager  
Honeywell, Inc.  
612/951-2066

**LOCATION:** Honeywell Plaza MN12-5131  
Minneapolis, MN 55408

**MISSION:** 1) to create an enhanced learning atmosphere for teen mothers and their children; and 2) to demonstrate the power of cooperation among business, government, schools and social service agencies.

The New Vistas School is a model example of an education program that successfully and creatively prevents welfare dependency among teen parents and of a partnership program among local and state government, private business, and the nonprofit sector.

**SUMMARY:** The New Vistas School is a Minneapolis Public Schools alternative program begun in September 1990 for pregnant or parenting students and their children. The school provides an individualized, self-paced, outcome-based high school diploma curriculum for grades 10 through 12. Students bring their children to school with them; the infants, toddlers and pre-schoolers are cared for by child care professionals and students in a nursery at the school.

Honeywell, Inc. provides housing for the New Vistas School in Honeywell's headquarters building. The company converted and equipped 14,000 square feet of former office space to a classroom and child development center, and the company supplies maintenance, utilities and staff support for program coordination. Minneapolis Public Schools run the instructional program and social services and provide administration, teachers, textbooks, and other program support. IBM contributed 15 computers, on which the students do approximately one-third of their coursework. Hennepin County Community Services provides funding for the child care program.

Health education and health care services are provided on-site by the Minneapolis Health Department and Minneapolis Children's Medical Center. Social work services are provided by school social workers through collaboration with community agencies.

Parenting education is provided through twice-weekly classes taught by a staff person from Minneapolis Public Schools' Early Childhood Family Education program. In addition, each student spends five days per quarter in the child development program, working with New Vistas babies and toddlers. A staff member from Lutheran Social Services' teen parent program conducts one class each week.

Students can participate in work internship and apprenticeship programs available at Honeywell. A summer jobs program offers additional opportunities for work experience and paid employment in various Honeywell departments.

New Vistas students average 75 to 80 percent attendance and have earned 50 percent more credits toward graduation each trimester than they had earned in their previous schools. Grade point averages have increased significantly due to the outcome-based nature of the program (students must earn at least a B to get credit for a class). The school accommodates 60 students and up to 70 children. Waivers for the program expire on May 31, 1996. An independent evaluator will produce a report.

**FUNDING:** New Vistas is funded through foundation support, the Minneapolis Public Schools, Hennepin County, local grants, and the Honeywell, Inc.

## **Skills 2000: Adult Education for Employment Success**

**CONTACT:** Elizabeth Beer,  
Lead Instructor  
612/861-2361

**LOCATION:** 6315 Penn Avenue South  
Richfield, MN 55423-1140

**MISSION:** to promote the economic self-sufficiency of low skilled, unemployed or underemployed parents who face multiple barriers to employment.

**SUMMARY:** Skills 2000 was initiated in 1988 by South Hennepin Adult Programs in

Education (SHAPE), a program of Bloomington Public Schools ISD No. 271, in collaboration with Employment Action Center, a division of RESOURCE, Inc. Funding for the initial 30-month pilot period was provided by The McKnight Foundation Aid to Families in Poverty Initiative. Because of the initial success of Skills 2000, the McKnight Foundation extended partial funding for 2 1/2 additional years providing program administrators time to develop a diversified funding base.

Skills 2000 was designed to address multiple barriers to employment simultaneously. The curriculum has, at its core, the workplace reading, writing and math that participants are, or will be, involved in on the job. The curriculum is highly individualized, based on the specific job focus of each student. Vocational counseling, workplace tours and forums are key elements of the program. Ongoing communication and cooperation among the teaching staff, counselors, training coordinator and employers ensure that the program is relevant to the specific job objectives of the student and the specific requirements of the workplace.

Skills 2000 comprehensive services include:

- A strong business advisory council to guide the development of educational plans relevant to current workplace requirements;
- Utilization of a new curriculum which incorporates material from participants' intended career areas and is individualized according to each participant's learning style and job goals;
- On-the-job work internships integrated into the educational curriculum; and
- Provision of family support services to enable participants to overcome multiple barriers and successfully complete their education and training program.

**SCOPE:** Skills 2000 has enrolled 195 students in the first 5 years. Among that group: 78% were unemployed at the time of enrollment; 84% were single parents; 70% were receiving AFDC or other government support; 100% were low income with an average household income of \$9,436.61/year; 62% had not received a high school diploma or GED; and 22% were employed at positions paying an average of \$5.77/hour.

**RESULTS:** 67 participants have been placed into jobs since the program began, with an average family income of \$16,932.90/year -- nearly double the average income at enrollment. 55 of these participants were placed into jobs more than six months ago. 45 of these continue to be employed and are receiving wages and benefits sufficient to be off public assistance. 27 other students have been placed in long-term training as the final step toward reaching their employment goals.

An outside evaluation of the program's first three years compared Skills 2000 with other more traditional adult basic education programs. The dropout rate for Skills 2000 is 18%, which compares favorably with dropout rates of 30% to 50% of other literacy programs. Skills 2000 was found to offer more services at a lower price per student than other metro area ABE programs or dislocated worker programs funded by the federal government.

Skills 2000 has had solid success with an integrated, concurrent basic education and job training approach to moving low-skilled, unemployed and underemployed participants into decent-paying jobs. This concurrent approach, with direct involvement of the business community, is a model for any welfare-to-work reform program.

## ***Fast Forward***

**CONTACT:** Susan Askelin  
612/450-2787

**LOCATION:** 33 E. Wentworth  
West St. Paul, MN 55118

**GOALS:** 1) to link agencies into an information sharing and case coordination network; 2) to provide individual advocacy for families; and 3) to provide a mechanism for ongoing improvement of the service system.

Fast Forward is a model program for reinventing government assistance. This program has reworked the computer database system for social service providers and enhanced case management services in a way that has produced increasing success rates since it began five years ago.

**SUMMARY:** Fast Forward, housed with the Dakota County Community Services Department, is a collaboration among ten Dakota County public and private agencies that assists families in poverty by linking computerized information, case management and client advocacy. The program, which serves 100 families per year, has been widely studied and looked to as a model for welfare reform.

**RESULTS:** As a result of the program, the average hourly wage of participants increased 30 percent, from \$6.55 per hour to \$8.50 per hour over a 30-month period. Whereas previously three full-time people staffed an information-and-referral help-line with the capacity to respond to 30,000 requests a year, the current system provides finger-tip access to the data base for 235 staff people from various agencies making more than 70,000 referrals per year. With this direct access, human service providers not only are able to respond to twice as many requests a year, they also avoid faulty referrals by providing clients with more timely, complete and accurate information. The speed with which these facts are available provides an immediate opportunity for participants to clear up any questions they have about eligibility or special needs relating to the use of services.

**SPECIFIC REFORMS:** Computer terminals were installed at seven of the eight non-County agencies who are participating in the Economic Self-Sufficiency Council, which is composed of nine service agencies in Dakota County. The computers are linked into the Dakota County mainframe via high speed telecommunication lines. During the program's fifth year, 250 users made more than 62,000 inquiries into the system.

Services available to Dakota County residents through the Information and Referral database now include extensive comments about eligibility guidelines, hours, intake procedures and other information which allows for more accurate referrals. Case management software was designed and installed on the mainframe computer, for use by Fast Forward staff members as their record keeping system for case management planning. The plan can be accessed by other professionals who are also working with families participating in Fast Forward. In addition, access to information about welfare benefits provides immediate eligibility for individuals seeking services such as Head Start, housing assistance, fuel assistance, emergency services and jobs and training services.

Three case managers are located at three different sites in Dakota County and meet with families at the agency most convenient for the family. Full-time case aides handle all phone calls, enter data into the case management files, write extensive case notes and determine which case manager will meet with the person based on the geographic preference of the participant. In October 1993, the Wilder Foundation, which is evaluating the project, issued a preliminary 30-month follow-up report on the progress of 138 participants. Thirty months after starting Fast Forward, 20 percent of the participants reached preliminary goals and 33 percent made significant progress in such areas as completing a two or four year degree program.

The ESS Council is seeking to apply the lessons learned from collaboration, holistic case management and the use of automation to the entire human service delivery system in Dakota County.

## **Episcopal Community Services (ECS) Fathers Program**

**CONTACT:** Carole Mae Olson, Executive Director  
612/874-8823

**LOCATION:** 430 Oak Grove Street, Suite 414  
Minneapolis, MN 55403

**GOAL:** 1) to increase employability and employment of young, absent fathers who cannot pay child support; 2) to increase child support payments; and 3) to increase positive male role models for their AFDC children.

**SUMMARY:** The Fathers Program began in 1989 with a grant from the McKnight Foundation Aid to Families in Poverty Initiative. The program was designed to help noncustodial fathers, ages 18 to 25, towards self-sufficiency through education and employment while at the same time assuming a more responsible and informed care taking role with their children, both financially and emotionally.

The Fathers Program works creatively to break welfare dependency by targeting noncustodial fathers who cannot pay their child support. The program takes a holistic approach to the problems of these fathers and provides employment services, family counseling and parenting education in an effort to attack this one root cause of welfare dependency among families.

Child support enforcement efforts often focus on the noncustodial parents who, out of parental neglect, refuse to pay their child support, despite their financial ability to pay. The Fathers Program, however, targets those fathers who are unemployed and lacking the education, the job skills, and the sense of a working environment to secure employment which will result in child support payments. This disillusioned population cannot support their children because they do not have the resources, the skills, or the social supports to fulfill their parental obligation.

Working cooperatively with the Hennepin County Family Court, young men who appear for paternity adjudication proceedings are ordered to the program to enhance their ability to make child support payments. This referral system was expanded in 1991 to include voluntary referrals and a former program participant was hired to recruit participants. The age requirement was expanded to 30.

The basic strategy is to combine court ordered and voluntary participation in employment and training activities with services which stress parental responsibility and involvement. The employment and training activities are designed to remove barriers and prepare the participants to successfully compete in the open job market. Parenting/social responsibility counseling provides the participant with information and support to strengthen family relationships and understand appropriate parenting behavior.

It has become apparent to the program staff that there is a need for businesses to make a commitment to train and hire some of these men. Medtronic Corporation and Rasmussen Millwork, Inc., one large and one smaller employer, have both indicated an interest in working with ECS on job development. Northern States Power Company has also been targeted, and ECS is working to recruit three more major employers.

**RESULTS:** As of October, 1993, the program had worked with 346 fathers. One hundred twenty-three of them had become employed and 40 had enrolled in a GED, vocational or college program. The amount of child support paid exceeds \$100,000, and the number of fathers contributing continues to increase. The McKnight Foundation did an evaluation of the program in April 1993. Using county data, the evaluation examined child support payments for 59 participants: before the program 10 percent paid child support; after the program 75 percent paid some child support.

## ***Self-Employment Investment Demonstration (SEID) in Minnesota***

**CONTACT:** Lyn Crosby, SEID Program Coordinator,  
Minnesota Department of Human Services  
612/297-2777

**MISSION:** SEID is a multi-state project designed to answer two questions: 1) Is self-employment a viable route to self-sufficiency for a significant number of welfare recipients? and 2) Can states create an effective support system for such self-employment efforts?

**SUMMARY:** The Corporation for Enterprise Development (CfED), a Washington D.C. based non-profit economic development research and consulting firm, created the SEID program. Its implementation has taken place with combined efforts from CfED, the participating states -- Maryland, Michigan, Minnesota, Mississippi, and Iowa -- the local service providers under contract to the states, and the federal agencies responsible for regulating and providing benefits. CfED contracts for an independent evaluation of the project.

CfED and a team of expert consultants work with each state to obtain regulatory waivers and to design and operate a pilot that is effective in helping welfare recipients become self-employed within the limited time-frames imposed by the waivers. CfED provides staff training, technical assistance, and trouble shooting, as well as assistance with mobilizing local support, raising seed capital, arranging access to credit, overall coordination, and liaison with federal officials.

**MINNESOTA'S PROGRAM:** SEID began in Minnesota in March 1988. The program has three service providers which serve 15 counties. Each of the providers' programs is slightly different but generally includes:

- recruitment
- orientation
- business training
- financial planning
- individual and/or group support
- personal effectiveness and self-esteem building
- access to seed capital (loans)
- follow-up support after businesses are launched

The 1991 Legislature acted to move the SEID program into the State's Project STRIDE (federal JOBS) program and to seek an extension of the federal waivers, which was received. SEID is now available as a work and training program statewide (counties opt whether to provide SEID).

Between the period of March 1988 when the project was launched and December 1993, 438 Minnesota AFDC clients enrolled in the program. Of the enrollees, 327 completed the training (over 70%). SEID is careful to define "successes" not only as businesses that are launched but also people who choose employment instead of a business and then go off AFDC and clients who choose to enroll in further education. Successes through December 1993 include 268 clients, or 82 percent of those completing the SEID program training.

**FUNDING:** The programs are funded by a combination of state, federal, county and private monies. The participating states are funding most of the program's costs. Some service providers receive some foundation funding. CfED has received private support for the program from the Ford Foundation, Levi Strauss Foundation, BP America, The Charles Stewart Mott Foundation and other local foundations.

**SEID is an innovative demonstration program in microenterprise development that involves the federal and state governments as well as private foundations. Minnesota has integrated SEID into its STRIDE/JOBS program.**

## ***Women Achieving New Directions (WAND)***

**CONTACT:** Betsy McMillan, Director of Women's Programs  
Employment Action Center  
612/521-8750

**LOCATION:** 3650 Fremont Ave., N.  
Minneapolis, MN 55412

**MISSION:** to provide lower income, employed (full or part-time) mothers who are financially supporting their children with career exploration and job upgrading information through a series of educational workshops and individual career counseling.

**SUMMARY:** The Employment Action Center (EAC) has been providing specially designed and comprehensive job planning, training and employment services to women since 1980. One EAC program, Women Achieving New Directions began October 1, 1988 with a three-year grant by the McKnight Foundation's "Aid to Families in Poverty Initiative." Through WAND, participants learn how to advance in their present careers, to look at other career possibilities, to build a network of professional individuals in specific fields and to enter into mentor/mentee relationships to learn more about specific professions.

WAND helps lower income, single, working mothers increase their earned incomes through job change or advancement. It is a national model to help the "working poor" who teeter on the edge of financial disaster and welfare dependence. The program design has helped women achieve outstanding results - 70 percent of the women served have increased their incomes by 30 percent.

WAND's comprehensive service design includes the following components:

**Individual Career Counseling:** assists participants to develop upgrading plans, undertake a job search or training plan and/or work within their present employment situation to improve their positions and salaries.

**Group Workshop Services:** include Job Exploration (comprehensive skill, interest and value assessment plus developing the self-esteem to take risks and move ahead) and Job Search (learning effective interviewing skills, conducting an effective job hunt and developing work behaviors that lead to promotions).

**Mentoring:** provides participants with encouragement and insight into job requirements and methods to successfully obtain advancement; mentors are women who have already advanced in their careers and companies.

WAND services are provided on a sliding fee scale. It is based on earned income only and family size. No woman is turned away due to inability to pay. Most women pay only \$10.

**RESULTS:** WAND has helped 70 percent of women terminating from the program increase their incomes by an average of 30 percent through raises at their current workplace or at a new employer. In 1993, WAND served 138 participants. Programs in Vermont and Massachusetts are currently trying to replicate the WAND model. Additionally, the YWCA in Wilmington, Delaware has started a WAND program.

**FUNDING:** Since the initial McKnight grant period ended, WAND has been funded by a combination of local public sector funds from two different counties and corporate and foundation sponsors.

## ***Rural Minnesota Concentrated Employment Program at Brainerd***

**CONTACT:** Robert Thomas, Center Office  
Manager  
218/829-2856

**LOCATION:** 1919 South 6th Street  
PO Box 528  
Brainerd, MN 56401-0528

**MISSION:** to help economically disadvantaged people in rural Minnesota obtain the training they need to find jobs.

Rural Minnesota CEP's Brainerd Center offers job readiness, training and employment services to low-income individuals in rural Minnesota. The Center has successfully moved welfare recipients off AFDC and into the workforce even in this economically depressed, rural service delivery area.

**SUMMARY:** The Rural Minnesota Concentrated Employment Program (RMCEP) is one of seventeen Service Delivery Areas receiving funds under the federal Job Training Partnership Act in Minnesota. Rural Minnesota CEP both administers JTPA funds and provides services. In its 25 year history, RMCEP has managed over \$239 million in private, county, state and federal funds and provided employment and training services to approximately 144,600 unemployed persons. RMCEP serves an area from the rich farming region in the western part of the state to the heavily forested region on the Canadian border and includes the upper reaches of the Mississippi River. It encompasses 20,000 square miles and includes nineteen counties in north central and western Minnesota. The agency has five Employment and Training Centers, four subcenters and fifteen outreach centers to serve the area. The Center at Brainerd is one model rural employment and training center for welfare reform.

**BRAINERD CENTER:** The Brainerd Center is currently providing comprehensive employment and training services to approximately 1,200 low income people of which 50 percent are welfare recipients. The Center's service area consists of 5 rural counties in Central Minnesota. These 5 counties are characterized by an economic base of family farming, tourism and manufacturing; high cycle unemployment (10% in February 1993, 5% in July); 18 percent of families below the poverty level; much lower per capita income than the state average; and much higher incidence of welfare assistance per capita than the state average.

Despite these characteristics, the employment and training services are very effective in reducing welfare dependency and assisting people in achieving economic self-sufficiency. 88 percent of all welfare recipients enrolled in JTPA become employed, 90 percent of those were still employed at 13 week follow-up, with weekly earnings averaging \$311. The Brainerd Center also delivers Minnesota STRIDE programs and a special Minnesota program called Work Readiness that targets General Assistance recipients.

Services for Brainerd Center participants include:

- **Life Skills Workshop:** two day workshop on topics including: personal growth, stress, self-esteem, assertiveness and self-sufficiency.
- **Career Planning Workshop:** three day workshop on career introduction, exploration and planning.
- **Job Search Workshop:** five day workshop on job search techniques and the employment cycle.
- **Work Readiness Modules:** include sessions on employer contacts, job keeping, telephone skills, resume writing, goal setting, career direction and interview skills.

# PRESS REPORT

*Minneapolis Star-Tribune* 612/673-4000

Circulation: 410,920 as of 1994

Key reporter: Jean Hopfensperger, 612/673-4511  
Dane Smith

Key editorial writer: Kate Stanley, although not very much has been written.

Coverage: The *Star-Tribune* has not had very much coverage of national welfare reform initiatives. One reporter, Jean Hopfensperger, reports on human services and children's issues, but has not really touched on welfare reform. Already in 1995, however, there have been several articles on the state welfare reform efforts: reporting specifically on several state legislators' proposals, as well as what to expect from Governor Carlson.

*St. Paul Pioneer Press* 612/222-5011

Circulation: 212,057 as of 1994

Coverage: The *Pioneer Press* does not seem to have made welfare reform a top issue in its news or editorial coverage over the past year. Its news coverage has included some associated press coverage of Wisconsin's welfare reform.

## Specific Recent Coverage:

**June 19, 1994, Editorial, "Clinton Plan a Start, but Only a Start":**

The editorial states that President Clinton's new welfare reform plan falls short his campaign promise to "end welfare as we know it", but it does offer important values statements about the work ethic and supporting families, and includes several good ideas that are currently being tested in the states. It criticizes the plan for only reaching about a third of the welfare population. The editorial writers suggest that effective, lasting reform cannot be done on the cheap. "The public may not be prepared to pay the price, but substantial investments now in moving people permanently toward greater self-reliance will lead to major future savings."

## **PRIMARY STATE CONTACTS**

### **Congress**

Senator Wellstone, Labor and Human Resources  
Representative Ramstad, Ways and Means Committee

### **State and Local Government**

Arne Carlson, Governor  
Ann Sessoms, Department of Human Services, 612/296-0978  
Mayor Fraser, Minneapolis, member of State and Local Task Force on Welfare Reform

### **Advocacy Community**

Betsy McMillan, Employment Action Center, 612/521-8750  
Laura Kadwell, Children's Defense Fund, 612/227-6121  
Nancy Burns, Women's Transitional Housing, 218/728-6437  
(Met with Jeremy Ben-Ami and Patricia Sosa as part of WOW's coalition of women service deliverers)

### **Press**

Kate Stanley, editorial writer, Minneapolis Star-Tribune, 612/673-4000  
Steve Dornfeld, editorial writer, St. Paul Pioneer Press, 612/222-5011  
Jean Hopfensperger, reporter, Minneapolis Star-Tribune, 612/673-4511

### **Other**

Larry Buboltz, Director, Rural Minnesota CEP, Inc., 218/329-2856  
Carol Berde, The McKnight Foundation, Vice President for Programs, 612/333-4420



January 24, 1995

**MISSOURI**

**DEMOGRAPHICS**

	STATE	U.S.	RANK
Population (1993)	5,234,000	257,908,000	16
Child Population (1990)	1,319,000	63,924,000	
Percent of Population that are Children (<18)	25.2%	25.7%	
Per Capita Personal Income (1992)	\$18,835	\$19,841	
Poverty Rate			
1993	15.6%	14.5%	
1990	13.4%	13.5%	
1983	16.7%	15.2%	
1979	12.2%	11.7%	
% Point Change in Rate (1979-1993)	3.4%	2.8%	
Child Poverty Rate (1993) 5 to 17 years old	20.4%	20.8%	
Unemployment Rate (1993)	6.4%	6.8%	
FMAP	60.26%	55%	

**AID TO FAMILIES WITH DEPENDENT CHILDREN (AFDC)**

	FY 1993	
FINANCIAL DATA	STATE	U.S.
Total AFDC Expenditures	\$319,469,000	\$35,372,883,000
Benefit Payments	\$286,137,000	\$22,553,082,000
Administrative Expenditures	\$33,333,000	\$ 2,819,801,000
AFDC Grant (Mother-3 children-0 income)	\$292	\$365
AFDC Benefits as % of 1993 Poverty Threshold	30.0%	38.0%
Food Stamp Benefit--Jan. 1994	\$295	\$395
Combined Benefits--Jan. 1994	\$587	\$661
Combined as % of 1993 Poverty Threshold	61.0%	69%
% Change in AFDC Benefits Since 1991	0	-1.6%
QC Error Rate (1991)	5.27%	4.96

January 24, 1995

MISSOURI (continued)

AID TO FAMILIES WITH DEPENDENT CHILDREN (AFDC)

	FY 1993	
<u>PROGRAM PARTICIPATION</u>	STATE	U.S.
Average Monthly Caseload	89,906	4,981,301
Basic	84,764	4,622,000
UP	5,142	359,000
UP as % of Caseload	5.7%	7.2%
Average Number in AFDC Unit	3.0	2.9
% Caseload on More Than 2 Years	45.6%	46.5%
% Change in Caseload FY 1992-1988	25.7%	27.2%
AFDC Reciprocity Rate	5.0%	5.4%
% Change in AFDC Reciprocity FY 1992-1988	23.1%	24.8%
Food Stamp Reciprocity Rate-FY 1992	6.90%	9.95%
% AFDC Cases Receiving Housing Subsidies	25.0%	23.0%
% AFDC Cases With Earned Income	5.7%	7.4%
Number of JOBS Participants	5,156	541,995
Participation Rate	15.0%	17.0%
UP Participation Rate	N/A	N/A
JOBS Allocation	\$18,938,914	\$1,000,000,000
Grant Amount (Preliminary Data)	\$ 9,824,840	\$ 746,195,839
% of Allocation	51.9%	74.6%

## MISSOURI

## CHILD SUPPORT ENFORCEMENT

	STATE	U.S.
	FY 93	FY 93
<b>Collections and Expenditures</b>		
Total Collections (in millions)	\$189.3	\$8,907.3
AFDC/FC Collections (in millions)	\$51.3	\$2,416.3
NAFDC Collections (in millions)	\$138.0	\$6,491.1
Child Support Collections per Dollar of Total Admin. Expend.	\$4.30	\$3.97
Percentage Change in Total Real Collections since 1992	13.7%	11.8%
Total IV-D Caseload	328,368	17,110,468
Percent of IV-D Cases with Collections	19.3%	18.3%
Percent of IV-D Cases with Orders	68.5%	55.4%
Average Collection from Cases with Collections	\$2,990	\$2,855
Total Number of Paternities Established	24,292	554,205
Out-of-Wedlock Births-1991 (Source: NCHS)	23,736	1,213,769
Percent of Paternities to Out-of-Wedlock Births	102.3%	45.7%

## MISSOURI

## FOSTER CARE

	FY 1993	FY 1994	U.S.
# Title IV-E Foster Care Children (a)	4,555	4,421	232,668
Total Foster Care Children	8,785	Not Available	444,000
Title IV-E Foster Care \$ (b) (in millions)	29.07	31.6 (in millions)	2.5 (billions)
Title IV-B FP/FS Services in \$		1.1 (in millions)	\$ 60 (millions)

- (a) The number of children represents a simple average of four (4) quarters which the States submit with their claims for reimbursement.
- (b) The numbers (IV-E Foster Care \$) represent the raw (unadjusted) claims, submitted by the States, for reimbursement by the Federal government. These costs are a proportion of the amount which States pay out in order to support a child in foster care.

MISSOURI

CHILD CARE AND DEVELOPMENT BLOCK GRANT (CCDBG)

	FY 1993	
	STATE	U.S.
Enrollment	6,710*	755,000*
\$ Grant (in thousands)	\$15,270	\$797,290

\* These data should be viewed in light of the fact that States have considerable latitude in spending their CCDBG funds (e.g., they may concentrate their funds on relatively fewer children and families, spread their funds to serve more children and families and/or blend Federal funding streams). Additionally, States have three years in which to expend their CCDBG funds.

MISSOURI

HEAD START

	FY 1994	
	State	U.S.
FUNDING (in thousands)	\$55,960	\$3,325,728
ENROLLMENT	14,063	740,465
% ELIGIBLE	37	38
# GRANTEES	19	1,405

January 24, 1995

MISSOURI

NATIVE AMERICAN PROGRAM

STATE	FY 1994		U.S.	
	NO. OF GRANTS	\$ AWARDED	NO. OF GRANTS	\$ AWARDED
0	0	259	34,997,412	

MISSOURI

REFUGEE AND RESETTLEMENT PROGRAM

ARRIVALS (a)	FY 1993		EMPLOYMENT SERVICES (c)
	OBLIGATIONS (b) \$		
1,734	2,094,706		2,010

- a/ Includes refugees, entrants, and Amerasian immigrants.
- b/ Includes (1) Social Services formula allocation, (2) Targeted Assistance formula allocation, and (3) Cash/Medical/Administration (CMA) funding for FY 1993. CMA includes Refugee Cash Assistance (RCA), Refugee Medical Assistance (RMA), aid to unaccompanied minors, and State administrative expenses.
- c/ Includes all refugees, entrants, and Amerasian immigrants enrolled in ORR-funded employment services in FY 1993.

## STATE WELFARE POLICY

Missouri implements the provisions of the Family Support Act through its statewide FUTURES program. FUTURES was begun in July, 1990 and does not currently require any waivers to federal law. However, Governor Carnahan introduced a family self-sufficiency initiative in 1994 entitled "Beyond Welfare" which would attempt to replace welfare with wages. The Governor's plan involves four measures aimed at:

- **Wages not Welfare:** AFDC grants will be used as wage supplements to create jobs, reward work and promote economic development; earning disregards will be increased.
- **Family Self-Sufficiency:** Increased assessment, case management, and family planning with time-limited assistance tailored to the needs of the family; the state will provide needed support services.
- **Fathers and Their Children:** Increased role of non-custodial parents in the community and in the lives of their children; will include savings accounts for the children established with their support payments.
- **Educare:** Child care funding will be used to increase the educational quality of day care.

A welfare reform bill supported by Governor Carnahan was passed in both houses of the Missouri legislature on May 10, 1994. The bill's key feature is the written pact between the state and welfare recipients, who then would have up to 48 months to reach agreed-upon goals, such as private employment, or lose \$50 a month in benefits (Kansas City Star, May 11, 1994). The state is now waiting for federal approval of their waiver application in order to implement this program.

### Waiver Applications Pending: Missouri Families Mutual Responsibility Plan

Missouri submitted a waiver application on August 15, 1994. At this time, it is pending HHS approval. The specific provisions included in the waiver request are:

Missouri would implement a statewide demonstration which would:

- o Require a minor parent, with exceptions, to reside in the home of a parent or in another adult-supervised setting.
- o Disregard earned income up to 100 percent of the Federal poverty guideline for households where a minor parent resides with her parent or in another adult-supervised setting.
- o Allow AFDC families the option of establishing a separate assistance group consisting of a minor parent and her child within the adult parent's household.
- o Disregard earned income of minor parents who are students.
- o Determine AFDC-UP eligibility for parents under age 21 without applying the 100-hour rule and connection to the labor force requirement.
- o Exclude the full value of one vehicle when determining the family's countable resources and exclude \$1500 of the equity value of the second vehicle in the household.

NOTE: Missouri intends to submit additional waiver requests, mostly for community-based demonstration projects, to augment this initial request. The following proposals may be included in the expanded waiver application: time-limit welfare based on family circumstances; divert AFDC grants as wage supplements; increase earned income disregards; allow obligor fathers to earn debt credit by involvement in community work and training programs; increase access to mentoring and employment opportunities to young adults formerly in foster care or juvenile-justice system; prepare non college bound high schoolers for jobs at graduation; expand Parents' Fair Share Program; condition benefit receipt on paternity establishment; provide advanced EITC credits; disregard resources for restricted-use savings accounts; and train AFDC recipients and neighborhood residents in community service type jobs.

## Demonstration Programs

During recent years, Missouri has had multiple demonstration projects underway across the State. Current programs include:

- **Parents' Fair Share:** With nine sites across the nation, the Parents' Fair Share program was implemented from May of 1992 through December 1993 as a test of employment and training services, peer support, enhanced child support enforcement and mediation services for unemployed noncustodial parents of AFDC children. The Missouri program is based in Kansas City. MDRC is conducting an evaluation.
- **People Attaining Self-Sufficiency (PASS):** PASS would create a mandatory school attendance program for AFDC children from the seventh grade on and for teens receiving AFDC as parents, until completion of high school or receipt of a GED. Students must not be absent from school without good cause for more than four days per month. Failure to meet the attendance requirement would result in the removal of the individual's needs in calculation of the AFDC grant amount. Case management and support services would be provided through the local schools through cooperative agreements with the State JOBS program.

Although waivers have been granted for PASS, the program has not been implemented. The waivers granted relate to the statewideness requirement and the requirement to provide initial assessments or employability plans before assignment. The application was received on August 4, 1992 and was approved on October 26, 1992.

- **21st Century Communities Demonstration Project:** This program, still in its developmental stages, involves one community in a wage supplementation program under which eligible individuals can voluntarily participate in wage supplemented employment. Eligible individuals include those receiving AFDC or Food Stamps and their spouses who reside in the recipient's household and share responsibility for minor children in the household. The program seeks to promote the development of community based enterprises, to design job entry and job progression education and training, and to include learning readiness programs, various supportive services, and preference for participants in a home ownership program.

The Waivers granted allow the State to: 1) use AFDC funds to supplement wages for individuals who volunteer for employment under this component of the JOBS program for up to 48 months; supplements are paid through electronic benefit transfers and are paid regardless of work performance; 2) pay child support in excess of the AFDC funds diverted to employers directly to the AFDC family; 3) allow individuals participating in the subsidized jobs to accumulate resources up to \$10,000; and 4) provide AFDC benefits to AFDC-UP cases when the primary earner works more than 100 hours in subsidized employment.

The application was received on January 8, 1993 and approved on January 15, 1993. The program was implemented on January 31, 1993, with an initial capacity for 3,000 participants. The program is expected to run through 2005. A process evaluation will be conducted.

# MODEL PROGRAMS

## *Project Work*

**CONTACT:** Angela Evans, Director  
314/367-0435

**LOCATION:** 1408 N. Kingshighway, Suite 223  
St. Louis, MO 63113

**MISSION:** to demonstrate and evaluate a comprehensive and supportive business and personal development training system that assists low-income individuals toward economic self-sufficiency through self-employment. Self-employment opportunities

will be created by new enterprise developments which will generate other employment.

Project Work is a microenterprise training program that provides the classroom business skills and the community and bank liaisons to make self-employment possible for interested AFDC recipients.

**SUMMARY:** The Human Development Corporation of Metropolitan St. Louis administers the Project Work program as a free program offering a six-month comprehensive training curriculum for eligible participants. Project Work is designed to assist participants with the educational, financial and technical knowledge for future self-sufficiency. The program provides solid tools to help participants break barriers that limit success and assist them in moving toward a brighter future through owning a business.

Project Work offers services to adults that are AFDC recipients, 25 years of age or older, and a resident of the City of St. Louis or Wellston. Program components include:

- \* **Intake/Assessment:** assesses eligibility, family history and presenting problems.
- \* **Case Management Support Services:** provides weekly personalized counseling sessions.
- \* **Education Training Instruction:** provides educational training for adults to start and operate their own businesses; training includes: Introduction to Self-Employment, Focus on Entrepreneurship and Independent Study in Small Business, Business Planning Training, and Loan Application Training.
- \* **Peer Support Groups:** provides a forum to discuss a variety of ideas pertinent to operating a successful business with other potential business owners.
- \* **Program Workshops and Activities:** supplement core services by providing a dynamic format for skill development and positive social interaction.

Project Work partners include the Division of Family Services' FUTURES Division, St. Louis Community College at Florissant Valley, the St. Louis Minority Business Development Center, Magna Bank, and Mercantile Bank. Additionally, various small business owners present workshops and provide participants with first-hand knowledge of the pros and cons of small business ownership.

All classroom activities culminate to the finalization of a business plan. Once completed, the business plan is presented to one of two area bank program partners who evaluate each plan for distribution of available funds. The ultimate goal of the program is community-based business start-ups. Participants who are successfully through the loan process and who start businesses are monitored for one year by program staff.

**RESULTS:** In its first program year, Project Work had 26 participants complete the program. 18 of them got loans and are starting their businesses. Two others found permanent employment. The second program started in November 1993 and there are currently 18 in the class.

**FUNDING:** Project Work is administered through the Human Development Corporation of Metropolitan St. Louis and is funded through a grant from the Department of Health and Human Services, Office of Community Services, that will run through September 1995.

## ***Kansas City Futures Program***

**CONTACT:** Patricia Miller, Co-Chair of Kansas City Futures  
Advisory Committee  
816/889-2722

**LOCATION:** 615 East 13th Street  
Room 403-1  
Kansas City, MO 64106

**MISSION:** to reinvent government and the welfare system through privatization, collaboration, a strengthened case management model, and outcomes based on results.

The Kansas City Futures Program is a model for reinventing the welfare system and the state JOBS programs by putting more emphasis on local implementation, collaboration and privatization.

**SUMMARY:** In July, 1989 a group of concerned citizens and local agency representatives under the auspices of the Heart of America United Way developed recommendations for the implementation of the welfare reform provisions of the Family Support Act of 1988. In January, 1991 the Missouri Department of Social Services vested ownership of Futures in the Kansas City Futures Advisory Committee and charged them to design and oversee the implementation of the JOBS program in the three county area surrounding Kansas City. The Advisory remained engaged in designing program expansion, and the State is now in the process of turning over control of local expenditures and budget requests to the Advisory.

The Kansas City Futures program, with its unique structure, philosophy and practice, differs from the Futures program throughout the rest of Missouri and from other state JOBS programs in several ways:

**Involvement of the local community/private sector in the program.** State staff working with six subcommittees chaired by Advisory members and made up of representatives of social service agencies and volunteers from the private, nonprofit and public sectors designed the local program.

**Innovative case management model.** The local Division of Family Services staff who operate the program have adopted and integrated the mission and vision of the program into their day to day work with participants and the community. Kansas City uses a personalized case management system developed at the University of Kansas called the "Strengths Model." It focuses on the strengths and goals of participants in all areas of their lives. Thus, it is a comprehensive, holistic approach that enables participants to achieve success in their vocational training and career goals by having an impact on the entire family. Services are delivered in the community at sites that are accessible to participants and part of their everyday world rather than in bureaucratic settings.

**Collaboration and non-duplication of efforts.** The local program has been a model for collaboration in its partnerships with Full Employment Council (JTPA), Adult Basic Education in four school districts, Employment Security, Career Exploration and Assessment Center of Penn Valley Community College, and the Women's Employment Network. These agencies participated in the design process and their services are used in the program rather than duplicated.

**Outcome-driven with accountability for results.** Standards for educational achievement, successful completion of training, wages at job placement, and job retention have been set.

**Privatization.** In February, 1993 the Advisory Committee awarded five private agencies contracts to serve 260 persons who were on the waiting list for Kansas City Futures.

**RESULTS:** From July 1991 through December 1993, the Kansas City program has placed 208 participants in employment with an hourly wage of \$6.50. Additionally, 89 participants received their GED and 468 participants completed life skills training. 986 participants are currently in the program, and 422 people are on the waiting list.

## **PRESS REPORT**

***St. Louis Post-Dispatch*** 314/340-8000

Circulation: 339,545 as of 1994

Key reporters: Martha Shirke  
Cynthia Todd  
Fred Lindecke, covers state legislative reforms

Key editorial writer: Bob Joiner, 314/340-8383

Coverage: The *Post-Dispatch* has taken a rather liberal stance on the issue of national welfare reform. Although the coverage has not been very extensive, it has taken some strong stands against proposals to punish poor families. The news coverage consists primarily of the state's own reform efforts rather than national reform. The paper has supported Governor Carnahan's welfare reform initiatives.

### Specific Recent Editorial Coverage:

**May 14, 1994:** Editorial, "A Long-Term Answer To Welfare": This piece supports the welfare reform measures that the Missouri Legislature has approved because they seek to find long-term answers. The new law requires recipients to sign a self-sufficiency pact (similar to the personal employability plan), spelling out what both the recipient and state need to do to help recipients get off of welfare. The new law also allows recipients to amass more assets without losing public aid. Legislatures must be realistic and allow a generous period of time for this legislation to truly help.

**July 14, 1994:** Editorial, "Even the President Took Note": This piece discusses Gov. Mel Carnahan's signing of HB 1547, a welfare reform law that builds on Missouri's innovative efforts to help women make the transition from welfare to work, the same efforts that President Clinton recognized when he chose to introduce his welfare reform plan in Kansas City. HB 1547 allows Missouri to cash out welfare payments and food stamps. The cash will be turned over to an employer to supplement the recipient's wages in a newly created private-sector job. The editorial asserts that this wage supplement program is quite encouraging in that it allows public aid recipients to boost their earnings and move off of welfare. Missouri's GOP leaders, who were quick to assail this law as wasteful, said so perhaps only because it's an election year. "The misleading partisan attacks overlook the fact that HB 1547 acknowledges the complexity of Missouri's welfare rut, and for once it is offering some well-designed programs to rescue women who are stuck in it."

**November 9, 1994:** Editorial, "Welfare and Child Care": This piece emphasizes the need for politicians to support adequate child care subsidies. The editorial welcomed the new GAO study that links being able to move welfare recipients into employment and providing child care. The newspaper believes that the welfare reform debate has been muddled by politicians during this election year by candidates who "choose to turn public aid recipients into scapegoats. Few bothered with reasoned discussions about what it really takes to move women to private employment". The real stumbling block to welfare reform is neither laziness or promiscuity but inadequate child care.

**January 5, 1995:** Editorial, "Unintended Flaw in GOP Welfare Plan", This editorial praises Sec. Shalala for localizing the PRA's apparent flaws to allow voters to see what is at stake for their own states. The PRA does not "include a contingency plan in the event that attitudes of welfare families don't follow the pie in the sky script", which would result in denial of benefits to millions of children. The party assumes public aid mothers who get reduced assistance will graciously pay for child care and health care for the privilege of taking a dead-end job, if they can get one. But the fact is that wages probably won't cover these added expenses and would defeat the purpose of dropping the mothers from the rolls. The party could well find itself on the defensive if welfare policies are perceived as being more harmful to children than to the parents.

**January 6, 1995:** Op-Ed, by Rep. James Talent, "End Incentives for Teen-Age Parents": In this article, Rep. Talent advocates for denying payment and cash-related benefits to prospective young, unwed parents. The money that is saved by denying these benefits should be given to the states for use in providing alternative forms of assistance, in his opinion.

**Kansas City Star** 816/234-4141

Circulation: 287,118 as of 1994

Key reporter: Bill Norton, 816/234-4393

Key editorial writer: Jean Haley, 816/234-4885  
Stephen Holt

Coverage: The *Star* has not had very much coverage of welfare reform. Its news coverage so far has focused primarily on state reforms and Governor Carnahan's proposal. The paper has supported Missouri's welfare reform legislation that was passed by the General Assembly in May, 1994. Since the mid-term election, however, some of the paper's editorials have been critical of the Republican welfare reform strategy. The *Star* has written that welfare "cutting welfare will be far more difficult to do than GOP thinks". One specific editorial by Stephen Holt addressed the difficulty that the GOP will have in passing welfare reform and some of their miscalculations of the costs and savings of reforming the welfare system.

## **PRIMARY STATE CONTACTS**

### Congress

Senator John Ashcroft (R), Labor and Human Resources Committee  
Rep. Dick Gephardt (D), Minority Leader  
Rep. William Clay (D), Ranking Minority, Economic and Educational Opportunities  
Rep. James Talent (R), Economic and Educational Opportunities Committee  
(Chief Sponsor of Personal Responsibility Act)  
Rep. Mel Hancock (R), Ways and Means Committee

### State and Local Government

Governor Carnahan, 314/340-6900  
Carmen Schulte, Director, DSS/Division of Family Services, 314/751-9488  
Richard Koon, Deputy Director, FUTURES Program, 314/751-9488  
Marilyn Knipp, Social Services, 21st Centuries contact, 314/751-3203  
Kansas City Mayor Cleaver, 816/274-2595 (Kevin Smith, Chief of Staff)

### Advocacy Community

Patricia Miller, Co-Chair, Kansas City Futures Advisory Committee, 816/889-2722  
Local Investment Commission (LINC)

Martin Rosen, Chief, Neighborhood Development, Human Development Corporation,  
314/652-5100

Jill Goodman, Director, Corporate Development, Human Development Corporation,  
314/652-5100

Jeanette Mott Oxford, Reform Organization of Welfare (ROWEL), 314/361-3400  
Ann Ryan, POWER, works with welfare clients, 314/432-7100

### Press

Reporters: Bill Norton, Kansas City Star, 816/234-4393  
Martha Shirke, St. Louis Post-Dispatch, 314/340-8000  
Cynthia Todd, St. Louis Post-Dispatch, 314/340-8000  
Fred Lindecke, St. Louis Post-Dispatch, 314/340-8000

Editorial writers: Bob Joiner, St. Louis Post-Dispatch, 314/340-8383  
Jean Haley, Kansas City Star, 816/234-4885

**NEW JERSEY**

**DEMOGRAPHICS**

	STATE	U.S.	Rank
Population (1993)	7,879,000	257,908,000	9
Child Population (1990)	1,811,000	63,924,000	
Percent of Population that are Children (<18)	23.4%	25.7%	
Per Capita Personal Income (1993)	\$26,457	\$19,841	
Poverty Rate			
1993	10.0%	14.5%	
1990	9.2%	13.5%	
1983	10.9%	15.3%	
1979	9.5%	11.7%	
% Point Change in Rate (1979-1993)	0.5%	2.8%	
Child Poverty Rate (1993) 5 to 17 years old	16.4%	20.8%	
Unemployment Rate (1993)	7.4%	6.8%	
FMAP	50.0%	55.6%	

**AID TO FAMILIES WITH DEPENDENT CHILDREN (AFDC)**

	FY 1993	
<u>FINANCIAL DATA</u>	STATE	U.S.
Total AFDC Expenditures	\$678,119,000	\$25,372,883,000
Benefit Payments	\$533,594,000	\$22,553,682,000
Administrative Expenditures	\$144,525,000	\$ 2,819,801,000
AFDC Grant (Mother-3 children-0 income)	\$424	\$365
AFDC Benefits as % of 1993 Poverty Threshold	44.0%	38.0%
Food Stamp Benefit--Jan. 1994	\$276	\$295
Combined Benefits--Jan. 1994	\$700	\$661
Combined as % of 1993 Poverty Threshold	73%	69%
% Change in AFDC Benefits Since 1992	0	-1.3%
QC Error Rate (1991)	4.69%	4.9%

January 24, 1995

NEW JERSEY (continued)

AID TO FAMILIES WITH DEPENDENT CHILDREN (AFDC)

	FY 1993	
<u>PROGRAM PARTICIPATION</u>	STATE	U.S.
Average Monthly Caseload	115,930	4,981,301
Back	121,234	4,622,000
UP	4,674	359,000
UP as % of Caseload	3.7%	7.2%
Average Number in AFDC Unit	2.9	2.9
% Caseload on More Than 2 Years	53.6%	46.5
% Change in Caseload FY 1988-1993	17.5%	27.2
AFDC Reciprocity Rate	4.3%	5.4%
% Change in AFDC Reciprocity FY 1988-1993	17.5%	24.8%
Food Stamp Reciprocity Rate-FY 1993	6.36%	9.95%
% AFDC Cases Receiving Housing Subsidies	18.6%	21.3
% AFDC Cases With Earned Income	2.7%	7.4%
Number of JOBS Participants	9,623	541,995
Participation Rate	15.3%	17.0%
UP Participation Rate	N/A	N/A
JOBS Allocation	\$27,006,442	\$1,000,000,000
Grant Amount (Preliminary Data)	\$27,006,442	\$ 746,195,329
% of Allocation	100.0%	74.6%

## NEW JERSEY

## CHILD SUPPORT ENFORCEMENT

	STATE	U.S.
	FY 93	FY 93
<b>Collections and Expenditures</b>		
Total Collections (in millions)	\$407.8	\$8,907.3
AFDC/FC Collections (in millions)	\$84.0	\$2,416.3
NAFDC Collections (in millions)	\$323.8	\$6,491.1
Child Support Collections per Dollar of Total Admin. Expend.	\$4.02	\$3.97
Percentage Change in Total Real Collections since 1992	9.5%	11.8%
Total IV-D Caseload	584,521	17,110,468
Percent of IV-D Cases with Collections	20.9%	18.2%
Percent of IV-D Cases with Orders	58.4%	55.4%
Average Collection from Cases with Collections	\$3,335	\$2,855
Total Number of Paternities Established	7,453	554,205
Out-of-Wedlock Births-1991 (Source: NCHS)	31,972	1,213,769
Percent of Paternities to Out-of-Wedlock Births	23.3%	45.7%

## NEW JERSEY

## FOSTER CARE

	FY 1993	FY 1994	U.S.
# Title IV-E Foster Care Children (a)	4,115	3,715	232,668
Total Foster Care Children	7,673	Not Available	444,000
Title IV-E Foster Care \$ (b)	25.30 (in millions)	24.3 (in millions)	2.5 (billions)
Title IV-B FP/FS Services in \$		1.1 (in millions)	\$60 (millions)

- (a) The number of children represents a simple average of four (4) quarters which the States submit with their claims for reimbursement.
- (b) The numbers (IV-E Foster Care \$) represent the raw (unadjusted) claims, submitted by the States, for reimbursement by the Federal government. These costs are a proportion of the amount which States pay out in order to support a child in foster care.

NEW JERSEY

CHILD CARE AND DEVELOPMENT BLOCK GRANT (CCDBG)

	FY 1993	
	STATE	U.S.
Enrollment	13,758*	755,000*
\$ Grant (in thousands)	\$14,805	\$797,290

\* These data should be viewed in light of the fact that States have considerable latitude in spending their CCDBG funds (e.g., they may concentrate their funds on relatively fewer children and families, spread their funds to serve more children and families and/or blend Federal funding streams). Additionally, States have three years in which to expend their CCDBG funds.

NEW JERSEY

HEAD START

	FY 1994	
	STATE	U.S.
FUNDING (in thousands)	\$71,171	\$3,325,728
ENROLLMENT	12,898	740,465
% ELIGIBLE	41%	38
# GRANTEES	26	1,405

January 24, 1995

NEW JERSEY

NATIVE AMERICAN PROGRAM

STATE	FY 1994		U.S.
	NO. OF GRANTS	\$ AWARDED	
1	134,000	259	34,997,412

NEW JERSEY

REFUGEE AND RESETTLEMENT PROGRAM

FY 1993		
ARRIVALS (a)	OBLIGATIONS (b) \$	EMPLOYMENT SERVICES (c)
2,400	3,283,936	1,426

- a/ Includes refugees, entrants, and Amerasian immigrants.
- b/ Includes (1) Social Services formula allocation, (2) Targeted Assistance formula allocation, and (3) Cash/Medical/Administration (CMA) funding for FY 1993. CMA includes Refugee Cash Assistance (RCA), Refugee Medical Assistance (RMA), aid to unaccompanied minors, and State administrative expenses.
- c/ Includes all refugees, entrants, and Amerasian immigrants enrolled in ORR-funded employment services in FY 1993.

## STATE WELFARE POLICY

New Jersey's welfare reform activity pre-dates the 1988 Family Support Act. Beginning under Governor Kean's administration, the State has passed two major pieces of welfare reform legislation. The most recent program, Governor Florio's 1992 Family Development Program is a controversial state model for welfare reform that includes several bold components. Governor Whitman has not proposed any new welfare reform initiatives.

### I. Legislation:

Governor Florio's 1992 Family Development Program (FDP) has been very controversial because it is the first state to impose a "family cap" on AFDC benefits; it ends the practice of increasing benefits for families who conceive a child while receiving AFDC payments. It also requires parents with children over 2 years old to participate in educational or employment-related activities and those with children under 2 years old to participate in mandatory counseling and vocational assessment activities.

The state is currently studying the effects of the two year old Family Development Program, specifically the family cap provision. The Department of Human Services recently reported that 4,629 babies were born to welfare mothers in the first four months of 1994, the most current figures available. That was down 10% from the same four months of 1993, when there were 5,141 babies born into welfare. The number of welfare families, however, scarcely changed at all, from 123,300 on April 1, 1993, to 122,900 a year later. 1,200 women have been able to get off welfare and into a job with the help of state-funded child care and an extension of Medicaid coverage. They represent 1% of welfare families.

The plan includes several other provisions that serve to increase supports for these same families. The FDP allows the earned income disregard to increase for families falling under the family cap. Furthermore, it allows families to retain more of their earnings from work and increases the period of transitional Medicaid benefits for those leaving AFDC due to employment from 12 to 24 months. This program mandates participation for all welfare recipients, not just those receiving federal AFDC benefits. These additional groups include AFDC families that do not meet the federal definition of unemployed and General Assistance recipients who receive assistance at the municipal level. Waivers granted for the program include those allowing:

- \* A family cap;
- \* Participation by parents of children under two years of age in mandatory counseling and vocational assessment activities;
- \* Continuation of the REACH/JOBS waiver allowing the State to require participation in educational and employment and training activities of a parent or caretaker relative who is employed 30 or more hours per week;
- \* Two alternate sanctions: either a 20% reduction in family benefits for at least 30 days or an individual penalty for at least 90 days;

- Exclusion of the natural parent and his or her spouse from the filing unit provisions (If the parent of an AFDC family marries someone not receiving AFDC benefits, that parent will no longer be eligible for the benefits, only the dependent children will remain eligible. The stepparent is seen as being responsible for himself, any of his or her natural children, and for the new spouse);
- The application of the State disregard to earned income of employed family members when a newborn child is born to an assistance family and no benefit increment is received for the newborn; and
- Participants of higher education activities to be considered as JOBS participants.
- The continuation of two initiatives from the REACH/JOBS waiver that provide for additional disregards of income (The first of these initiatives permits 600 AFDC parents to serve as family day care providers for other AFDC recipient children. The second waiver expands the six-month disregard of earnings received by a dependent child from a JTPA training program to other non-JTPA training programs and expands the disregard to young parents under age 25 who are permitted to participate in the program); and
- The gradual phase-in schedule of the FDP enhancements of the REACH/JOBS program.

In its first year, the FDP program was made available to the three counties (Camden, Essex and Hudson) with the largest number of AFDC recipients. The remaining 18 counties are being added to the FDP in a selected sequence which will be completed as of July, 1994.

Waivers were granted in July 1992; the program began in October 1992 and will operate for five years.

The predecessor to the Family Development Program, the REACH program (Realizing Economic Achievement) began in 1987 as a mandatory work and education program for mothers with children age two or older. The program provided Medicaid transitional benefits, immediate wage withholding and updating of past child support orders. It also included an initiative to encourage AFDC recipients to provide day care for other AFDC recipients' children by disregarding 50% of their earnings. Medicaid, AFDC and Child Support waivers were granted in 1987; the demonstration ended in December 1989 with implementation of the federal JOBS program. The waivers that had been granted for REACH include:

\*AFDC: increased earning disregards for those working while receiving AFDC; increased income limits for eligibility for family day care providers; job search requirement extended to last more than eight weeks.

\*Medicaid: allowed those leaving welfare to keep their Medicaid benefits for a transition period even if they lose AFDC eligibility.

\*Child Support: allowed the State not to notify AFDC recipients of child support collections.

## II. Demonstration Programs

Two demonstration programs are currently being implemented in New Jersey.

\* **Parents' Fair Share** is a research and demonstration project for AFDC families. It involves a test of employment and training services, peer support, enhanced child support enforcement and mediation services for unemployed noncustodial parents of AFDC children. A pilot program began in April 1992 and will run through December 1993. An evaluation was scheduled to begin in 1994. As of December 1993, HHS had decided to proceed with the second stage of the demonstration, and New Jersey's participation had been extended.

\* **Teen Parent Demonstration** is another demonstration program implemented in New Jersey and Illinois to test new policies and programs aimed at reducing the incidence of long-term welfare dependency. New Jersey implemented its program, called **Teen Progress**, at two sites, one serving Camden and one serving Newark. Participation in the program was mandatory. Under federal guidelines, the demonstration programs required first-time teenage parents to attend school, participate in job training, work, or actively pursue activities preparatory to school, work, or training, or face a substantial reduction in their welfare grant until they complied with program requirements. The demonstration programs provided the young mothers with intensive case management; in-house workshops on a wide range of topics including self-esteem, motivation, family planning, career choices, and parenting; education, training, and employment services; and child care and transportation services.

An evaluation of the Teen Parent Demo is being conducted by Mathematica Policy Research, Inc. Results show that teenage mothers receiving Aid to Families with Dependent Children (AFDC) achieved significantly higher rates of school attendance and employment when they received mandatory training and support services. The program had a 19 percent higher rate of success for its participants - an improvement that begins almost immediately and persists even after two years. Numerous reports based on process and ethnographic research methods, as well as an impact analysis report covering an average of about 30 months after enrollment in the study sample, have been produced. A longer-term follow-up of the study sample and their children is underway, with results to be released in 1996.

## MODEL PROGRAMS

### ***The Parents' Fair Share Demonstration: Operation Fatherhood***

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

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

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

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

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

- \*Personal Development sessions cover issues involving fatherhood, manhood, values, communication, decision-making and self-esteem.
- \*Fatherhood sessions cover childhood growth and development, behavior and parenting skills.
- \*Relationships sessions cover the qualities and types of relationships in general, dealing with anger, and establishing goals to improve relationships.
- \*Health and Sexuality sessions cover sexual behavior, family planning and birth control.

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

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

## ***The Work Group***

**CONTACT:** Deborah Reese,  
President/CEO  
609/488-7390

**LOCATION:** 3720 Marlon Pike  
Pennsauken, NJ 08105  
(Camden County)

**GOAL:** to move people, particularly those lacking the most basic educational skills, off of public assistance and into the workplace or into advanced training and education through an intensive program of basic education, career decision making, job readiness preparation and case management services.

Mathematica Policy Research, Inc. in its 1990 study of the implementation of New Jersey's welfare program, highlighted The Work Group's program as a potential model for programs successfully educating the most at-risk welfare clients.

**SUMMARY:** The Work Group is a private, not-for-profit education and training corporation that has offered literacy and employment services to adults and youth throughout southern New Jersey since 1983. The Work Group provides culturally-sensitive counseling and case management services, along with individualized education, work experience and job readiness training. The Work Group pays particular attention to the emotional, cultural, and cognitive aspects of self-esteem building and implements daily activities to promote it.

The Work Group's adult basic education programs are designed for people who lack the most basic educational skills. Instruction is provided in a supportive environment in reading and math, problem-solving, civic responsibilities, and life-coping skills. Three hundred welfare recipients receive services annually. Additionally, in 1989, the Work Group was the only community based organization selected by the NJ Department of Education to work with unions and businesses in South Jersey to teach literacy skills to employees at the workplace.

The Work Group also operates the New Jersey Youth Corps of Camden County, the largest corps program in the state. Designed for unemployed high school dropouts between the ages of 18 and 25, this program offers basic skills and work-related education and training in conjunction with meaningful work experiences. Since its founding in 1985, the Youth Corps has served over one thousand of the most at-risk youth in Camden County. In 1990, the New Jersey Youth Corps program received national recognition (U.S. Department of Education National Diffusion Network Award) as a model program meriting nationwide replication.

**RESULTS:** As of January 7, 1994, 45 of 111 Corpsmembers served so far in FY 1994 have been placed. 33 percent of them have obtained part-time jobs; 31 percent have obtained full-time jobs; 31 percent have continued on for Advanced Training; and 4 percent have entered Higher Education. Of those students completing Youth Corps, 90 percent are placed.

**FUNDING:** The Work Group currently receives support from the New Jersey Department of Education, the New Jersey Department of Labor, the Camden County Freeholders, the Camden County Private Industry Council, and local private foundations.

## **PRESS REPORT**

**Newark *Star-Ledger* 201/877-4141**

Circulation: 481,027 as of 1994

Key reporters: Donna Leusner  
Mary Jo Patterson  
Maryann Spoto  
J. Scott-Orr (from the Washington Bureau)  
Ben Wattenberg, commentaries

Key editorial writer: No one in particular; Neal Cocchia, the Editorial Page Editor, would be our contact person.

Coverage: Welfare reform has been a fairly prominent issue for the *Star-Ledger*. The paper seems to present the issue objectively through news reports on both State and federal innovations. Several editorials and commentaries have been printed, however, that express concern over Clinton's vision for reform and over the general political approach to reform. The Star Ledger has been focusing recently on the state's child support enforcement system.

***The Record*, Hackensack NJ 201/646-4000**

Circulation: 160,152 as of 1994

Key reporter: No one in particular

Key editorial writer: Tom Moran has recently become the principle editorial writer on the issue, although he has not written much.

Coverage: *The Record* has had fairly objective coverage of welfare reform. Most of its news coverage comes from Associated Press articles on the national and state reform efforts. News articles feature case studies of working poor individuals as well as the EITC debate and other issues affecting the working poor.

## **PRIMARY STATE CONTACTS**

### Congress

Senator Bradley (D), Finance Committee

Representative Zimmer (R), Ways and Means Committee

Representative Roukema (R), Economic and Educational Opportunities Committee

Representative Payne (D), Economic and Educational Opportunities Committee

Representative Andrews (D), Economic and Educational Opportunities Committee

### State Government:

Governor Whitman, 609/292-6000

Michael Pappas, Freeholder, Somerset County; member, State and Local Task Force on Welfare Reform, 908/231-7030

Wayne Bryant, State Assembly, 609/757-0552

### Advocacy Community

Melville D. Miller, Legal Services of New Jersey, 908/572-9100

Connie Pascale, Ocean-Monmouth Legal Services, 908/747-7400

Donna Arons, Legal Aid Society of Mercer County, 609/695-6249

Edward O'Connor, Executive Director, NJ National Assoc. of Social Workers,  
609/394-1666

Carol Kasabach, Lutheran Office of Government Ministry, STEPS Coalition (Solutions to End Poverty Soon)

### Press

Donna Leusner, reporter, Newark Star-Ledger, 201/877-4141

Maryann Spoto, reporter, Newark Star-Ledger, 201/877-4141

J. Scott-Orr, reporter, Newark Star-Ledger, Washington Bureau

Neal Cocchia, Editorial Page Editor, Newark Star-Ledger

Tom Moran, editorial writer, Hackensack Record, 201/646-4000

Jim Hooker, reporter, Asbury Park Press, 908/922-6000

Tom Zolper, reporter, Asbury Park Press, 908/922-6000

Rose Simmons, editorial writer, Asbury Park Press, 908/922-6000



## NEW YORK

## DEMOGRAPHICS

	STATE	U.S.
Population (1993)	18,197,000	257,908,000
Child Population (1990)	4,292,000	63,924,000
Percent of Population that are Children (<18)	23.9%	25.7%
Per Capita Personal Income (1992)	\$23,534	\$19,841
Poverty Rate		
1992	15.3%	14.5%
1990	14.3%	13.5%
1983	15.8%	15.2%
1979	13.4%	11.7%
% Point Change in Rate (1979-1992)	1.9%	2.8%
Unemployment Rate (1992)	8.5%	7.4%
Child Poverty Rate (1993) 5 to 17 years old	24.6%	20.8%
FMAP	50%	55%

## AID TO FAMILIES WITH DEPENDENT CHILDREN (AFDC)

	FY 1993	
<u>FINANCIAL DATA</u>	STATE	U.S.
Total AFDC Expenditures	\$3,365,157,000	\$25,372,883,000
Benefit Payments	\$2,837,446,000	\$22,553,082,000
Administrative Expenditures	\$ 527,710,000	\$ 2,819,801,000
AFDC Grant (Mother-2 children-0 income)	\$577	\$365
AFDC Benefits as % of 1993 Poverty Threshold	60.0%	38.0%
Food Stamp Benefit--Jan. 1994	\$239	\$295
Combined Benefits--Jan. 1994	\$816	\$661
Combined as % of 1993 Poverty Threshold	85%	69%
% Change in AFDC Benefits Since 1992	0	-1.3%
QC Error Rate (1991)	6.73	4.96

January 24, 1995

NEW YORK (continued)

**AID TO FAMILIES WITH DEPENDENT CHILDREN (AFDC)**

	FY 1993	
	STATE	U.S.
<b><u>PROGRAM PARTICIPATION</u></b>		
Average Monthly Caseload	433,000	4,981,301
Basic	416,000	4,622,000
UP	17,000	359,000
UP as % of Caseload	3.9%	7.2%
Average Number in AFDC Unit	2.8	2.9
% Caseload on More Than 2 Years	43.1%	46.5%
% Change in Caseload FY 1988-1992	16.5%	27.2%
AFDC Reciprocity Rate	6.7%	5.4%
% Change in AFDC Reciprocity FY 1988-1992	10.5%	24.8%
Food Stamp Reciprocity Rate-FY 1992	10.40%	9.95%
% AFDC Cases Receiving Housing Subsidies	26.8%	21.3%
% AFDC Cases With Earned Income	4.3%	7.4%
Number of JOBS Participants	40,663	541,995
Participation Rate	16.1%	17.0%
UP Participation Rate	N/A	N/A
JOBS Allocation	\$85,184,387	\$1,000,000,000
Grant Amount (Preliminary Data)	\$85,184,387	\$746,195,829
% of Allocation	100.0%	74.6%

## NEW YORK

## CHILD SUPPORT ENFORCEMENT

	STATE	U.S.
<b>Collections and Expenditures</b>	<b>FY 93</b>	<b>FY 93</b>
Total Collections (in millions)	\$536.4	\$8,907.3
AFDC/FC Collections (in millions)	\$184.6	\$3,416.3
NAFDC Collections (in millions)	\$351.8	\$6,491.1
Child Support Collections per Dollar of Total Admin. Expend.	\$3.10	\$3.97
Percentage Change in Total Real Collections since 1993	10.0%	11.8%
Total IV-D Caseload	1,146,038	17,110,468
Percent of IV-D Cases with Collections	15.8%	18.2%
Percent of IV-D Cases with Orders	55.5%	55.4%
Average Collection from Cases with Collections	\$2,961	\$2,855
Total Number of Paternitys Established	42,748	554,204
Out-of-Wedlock Births-1991 (Source:NCIS)	99,738	1,213,769
Percent of Paternitys to Out-of-Wedlock Births	43%	46%

## NEW YORK

## FOSTER CARE

	FY 1993	FY 1994	U.S.
# Title IV-E Foster Care Children (a)	53,475	51,310	232,668
Total Foster Care Children	60,316	Not Available	444,000
Title IV-E Foster Care \$ (b)	779.2 (in millions)	696.3 (in millions)	2.5 (billions)
Title IV-B FP/FS Services in \$		4.0 (in millions)	\$60 (millions)

- (a) The number of children represents a simple average of four (4) quarters which the States submit with their claims for reimbursement.
- (b) The numbers (IV-E Foster Care \$) represent the raw (unadjusted) claims, submitted by the States, for reimbursement by the Federal government. These costs are a proportion of the amount which States pay out in order to support a child in foster care.

January 24, 1995

NEW YORK

CHILD CARE AND DEVELOPMENT BLOCK GRANT (CCDBG)

	FY 1993	
	STATE	U.S.
Enrollment	7,103*	755,000*
\$ Grant (in thousands)	\$46,605	\$797,290

\* These data should be viewed in light of the fact that States have considerable latitude in spending their CCDBG funds (e.g., they may concentrate their funds on relatively fewer children and families, spread their funds to serve more children and families and/or blend Federal funding streams). Additionally, States have three years in which to expend their CCDBG funds.

NEW YORK

HEAD START

	FY 1994	
	STATE	U.S.
FUNDING (in thousands)	\$215,625	\$3,325,728
ENROLLMENT	39,039	740,465
% ELIGIBLE	32	38
# GRANTEES	62	1,405

January 24, 1995

NEW YORK

NATIVE AMERICAN PROGRAM

FY 1994			
STATE	U.S.		
NO. OF GRANTS	\$ AWARDED	NO. OF GRANTS	\$ AWARDED
1	150,0009	259	34,997,412

NEW YORK

REFUGEE AND RESETTLEMENT PROGRAM

FY 1993		
ARRIVALS (a)	OBLIGATIONS (b) \$	EMPLOYMENT SERVICES (c)
23,402	36,759,928	6,794

- a/ Includes refugees, entrants, and Amerasian immigrants.
- b/ Includes (1) Social Services formula allocation, (2) Targeted Assistance formula allocation, and (3) Cash/Medical/Administration (CMA) funding for FY 1993. CMA includes Refugee Cash Assistance (RCA), Refugee Medical Assistance (RMA), aid to unaccompanied minors, and State administrative expenses.
- c/ Includes all refugees, entrants, and Amerasian immigrants enrolled in ORR-funded employment services in FY 1993.

## STATE WELFARE POLICY

Governor Pataki was sworn in on January 1, 1995. In his Inaugural address he said, "the welfare reforms I present will stress reductions in bureaucratic overhead, consolidation of programs -- tighten restrictions but especially learnfare and workfare. All of them based on the principle that helping those less fortunate is a solemn obligation but that one of the most valuable means of providing such help is to look on welfare not as away of life but as a means of temporary assistance, a step toward the dignity of self-sufficiency." The new Governor has not yet become involved in the debate over block grants. Governor Pataki appointed Mary Glass the Commissioner of Social Services. Mary Glass, formerly the Commissioner of Social Services for Westchester County, is credited with instituting workfare in the county.

Governor Pataki is scheduled to submit his budget proposal to the Legislature on February 1, 1995. Although as of this report he has not made any final decisions on the specific provisions, top administration officials are urging the Governor to propose a 90-day limit on welfare benefits for employable, childless recipients, as well as a reduction of up to 25 percent in benefit levels for those recipients. The officials also want to eliminate grants made by the state to certain disabled people through the Federal Government's Supplemental Security Income program. On January 18, Lieutenant Governor Betsy McCaughey released recommendations calling for \$1.2 billion in Medicaid cuts and Mr. Pataki said he plans to incorporate many of those suggestions in his budget. Mr. Pataki's Social Services Commissioner, Mary E. Glass, does not object to the proposed welfare cuts, given Mr. Pataki's need to find \$5 billion in savings to balance next year's budget and finance his proposed tax cuts.

In January of 1994, the New York State Department of Social Services announced a new welfare reform strategy, "Jobs First". The program builds on the CAP program, a demonstration project conducted in seven sites in New York State, which promotes welfare over work and embodies the principle that both parents are responsible for the support of their children. The prime tenet of Jobs FIRST is to reconnect an individual to the labor force as quickly as possible and to do it whenever possible without engaging ADC or Home Relief.

Some services which the state can provide to keep a person from needing long-term welfare support include emergency one-time cash assistance if just a temporary setback has occurred, help in accessing other income supports such as child support payments, and immediate job search and participation in job readiness training or referral to transitional/permanent employment if the applicant is job-ready.

For those individuals who need long-term assistance, an individualized self-sufficiency plan will be developed with a job as the ultimate goal. Education, training, counseling, day care and other support services are but means to that end.

Jobs FIRST also promotes family formation by expanding in-hospital paternity establishment, making minor live at home in order to receive ADC, and rewarding parents whose children regularly attend school.

Under the new program, the CAP program will be expanded. CAP is based on a holistic, case management system in which recipients develop their own plan for improving their family's economic and social situation. Case workers have a much smaller caseload, thus they can give more individualized attention and help clients receive necessary services quickly.

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

Waivers for AFDC, Child Support, Medicaid and the Food Stamp Program were granted in September, 1988. CAP requires AFDC waivers for certain provisions, including: 1) replacing earnings disregards with incentives; 2) eliminating the resource test; and 3) eliminating certain employment rules.

Operating in seven counties since 1988, CAP is available to all single AFDC recipients with children who are able to get a support order on a voluntary basis. The program was implemented in counties between October, 1988 and April, 1989. CAP was originally authorized to run through April, 1994 but the original sites have been extended through 1998 and six additional sites will be phased in.

A demonstration group of approximately 4200 participating families has been evaluated by Abt Associates, Inc., whose final report was released earlier this year. According to Abt results, two years after recipients learned about CAP, significant progress was demonstrated. Those clients informed about CAP:

- had earnings from employment 27 percent higher than those uninformed about CAP;
- were 25 percent more likely to have obtained a support order for all children lacking one than those uninformed about CAP;
- were 18 percent more likely to have income exceeding 125 percent of poverty than those uninformed about CAP.

Additionally, the evaluation's cost-benefit analysis found CAP able to achieve these impacts without any increase or decrease in government expenditures.

#### Jobs First Demonstration

New York submitted a waiver application in June, 1994. It was approved by HHS on October 19, 1994, and the state has plans to begin implementation of the demonstration on April 1, 1995.

The demonstration will be implemented in Broome, Onondaga, and Erie Counties and in Brooklyn.

Phase I of Jobs FIRST seeks to divert applicants from going onto the AFDC rolls by exploring four alternatives:

- o providing child care and/or a cash payment for one-time work-related expenses to help an applicant retain or regain employment;
- o giving applicants otherwise eligible for AFDC the option of receiving child care or JOBS services in lieu of AFDC payments;
- o pursuing Supplemental Security Income eligibility where the applicant clearly appears to suffer from a chronic, disabling health condition that would preclude a job;

- o accessing to other income supports such as child support payments; or
- o requiring immediate job search and participation in other job readiness training not now allowed under current law, or referring applicant to transitional/permanent employment if the applicant is job-ready.

If alternatives under phase I are not applicable, approved AFDC recipients will enter phase II of the program which is designed to promote self-sufficiency by:

- o removing existing barriers to employment, such as health problems or educational deficits, and allowing applicants and recipients to participate in employment and training activities longer than the current maximum;
- o establishing paternity early and obtaining child support as soon as possible, including the option of assignment of non-custodial parents to JOBS activities if they are unable to provide support;
- o requiring pregnant teenagers to live with parents as a condition of eligibility; and
- o providing incentives for children to remain in school and sanctions for parents who refuse to cooperate with a plan to improve the school attendance rate of children.

Phase III aids recipients in leaving welfare for full-time work by providing a variety of different services on an individual case basis. It provides for:

- o allowing transitional child care to AFDC cases closed due to child support, provided they are otherwise eligible.

The demonstration also incorporates a number of additional provisions, including:

- o consolidating and streamlining Food Stamp and AFDC eligibility requirements such as:
  - raising AFDC asset limits for vehicles and liquid assets to Food Stamp program levels;
  - applying the public assistance \$50 child support pass-through to Food Stamp budgeting; and
  - removing the assets test for recipients who are employed for an average of at least 30 hours per week.
- o removing deprivation as a basis for AFDC eligibility basing eligibility solely on need;
- o disregarding income of the new spouse of a caretaker for calculating a child(ren) only benefit to be phased out over 18 months, as long as household income does not exceed 150 percent of federal poverty guidelines;

- o allowing certain disregards of cash and assets for future business and entrepreneurial ventures designed to move recipients off of welfare;
- o eliminating the assets test for AFDC recipients who are employed for an average of at least 30 hours per week, including for three months after employment ceases; and
- o allowing the State to recoup misspent Training Related Expenses from future AFDC payments.

## **The Child Assistance Program (CAP)**

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

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

**MISSION:** to help families with dependant children gain economic security and escape poverty and to remove the stigma of welfare.

**SUMMARY:** The Child Assistance Program is a New York State DSS pilot program to provide wage supplements to single AFDC parents

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

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

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

Waivers for AFDC, Child Support, Medicaid and the Food Stamp Program were granted in September, 1988. CAP requires AFDC waivers for certain provisions, including: 1) replacing earnings disregards with incentives; 2) eliminating the resource test; and 3) eliminating certain employment rules.

**SCOPE:** Operating in seven counties since 1988, CAP is available to all single AFDC recipients with children who are able to get a support order on a voluntary basis. The program was implemented in counties between October, 1988 and April, 1989. CAP has been authorized to run through April, 1994 but will most likely be extended through 1998.

**EVALUATION:** A demonstration group of approximately 4200 participating families has been evaluated by Abt Associates, Inc., whose final report was released earlier this year. According to Abt results, two years after recipients learned about CAP, significant progress was demonstrated. Those clients informed about CAP:

- had earnings from employment 27 percent higher than those uninformed about CAP;
- were 25 percent more likely to have obtained a support order for all children lacking one than those uninformed about CAP;
- were 18 percent more likely to have income exceeding 125 percent of poverty than those uninformed about CAP.

Additionally, the evaluation's cost-benefit analysis found CAP able to achieve these impacts without any increase or decrease in government expenditures.

CAP is a state sponsored model program in child support assurance and making work pay and tests several innovative methods for increasing self-sufficiency through work and family support. There were seven demo counties. The program had the most successful results in Monroe County. The contact there is James Lynch (716) 256-4501.

## ***Public Assistance Comprehensive Education Program (PACE) of Tompkins Cortland Community College***

**CONTACT:** Sue Vaughn  
(607) 844-8211

**LOCATION:** Tompkins Cortland Community College  
170 North Street  
Dryden, NY 13053-0139

**MISSION:** To provide specific and special support services to bring non-traditional students, particularly AFDC recipients, to college for retraining.

The PACE provides welfare recipients with post-secondary education and support services, in order to help people become so economically self-sufficient. The program includes counseling, child care services, and career counseling and placement services. The program has an extremely high rate of success in helping people to permanently leave welfare.

**SUMMARY:** The premise of the PACE program is that when students finish their two-year degree in a vocational field, they will be able to earn enough money to support their families and, in addition, have more disposable income than they would had they remained on public assistance. Students receive sufficient financial aid, largely through state and federal grants, to pay their tuition, fees, books and some of their child care and transportation costs. The county pays the additional child care and transportation expenses, so the students' basic AFDC grants are not affected while they attend college.

Potential students are referred to the PACE program caseworkers in DSS. Students work with PACE staff to plan for study time, child care and transportation arrangements, and to address specific family needs. Support services provided by PACE include academic advisement and tutoring, consultative assistance and/or advocacy with respect to child care, transportation and food stamps, and personal counseling. PACE staff also work on job development and job placement for graduation students.

Contact with employed graduates continues for six months.

**SCOPE:** The program has been in operation since 1988. 106 students have graduated from the PACE program, starting with 8 after its first semester, and expanding to 26 in the Spring/Summer of 1993. Currently there are 131 students enrolled in the program. There are six full-time staff for the program.

**EVALUATION:** Of the 106 PACE graduates, 94 are employed, three are seeking employment, four have not obtained employment, four have had babies, and two have died. PACE retention rates are slightly higher than those of the college-wide population and PACE student grades are slightly higher than the college average.

The program staff attributes the success of the program in helping graduates to obtain and maintain employment, to the length of time in the program. The two or two and one-half years that are required to obtain the degree, allow students time to develop appropriate habits such as arranging for child care and getting to school regularly and on time. The time allows students to develop self confidence.

**FUNDING:** The specialized support services provided by PACE cost approximately \$2100 per student, per year. Funding is provided to the program from the involved counties and the counties get the funding from New York State JOBS money.

## **Worker Ownership Resource Center (WORC)**

**CONTACT:** Jose Cruz

**LOCATION:** 110 Exchange St.  
Geneva, NY 14456

**MISSION:** to empower low income and other disadvantaged people to participate in their local economies through small business development

The WORC program helps low income individuals start their own small businesses by providing them with business training, networking assistance, and an opportunity to access funds.

**SUMMARY:** WORC provides training programs for low income individuals, those who meet WIC standards, people interested in starting their own business. In addition, WORC has established support groups and personal consultant services for people who may be experiencing challenges in getting their businesses started. WORC has a micro loan fund that is available to qualified participants and staff of WORC are advocates for asset development programs for people on public assistance. WORC is a 5 week course and there are four cycles for the program each year.

**SCOPE:** The program has been in existence for a year and a half. During each 5 week cycle, 10-12 new people go through the program. Clients are referred to the program from the Department of Social Services and through word-of-mouth.

**EVALUATION:** People in the WORC program move into a variety of jobs including electrical work, bookkeeping, catering, and any other small business they choose. The program does not gauge it's success strictly by the number of people who finish the program and immediately move to self sufficiency. The WORC program helps people to overcome barriers so that they can make transition of the welfare system. By working as advocates for asset-development programs, and by giving people the training they need to run business, WORC is creating a mechanism to help people move permanently off of welfare.

**FUNDING:** The program is funded through a 5 year grant from the Campaign for Human Development and with money from the Rochester Diocese. The program was recently granted Community Development Block Grant money.

## *New York State Centralized Child Support Collections*

**CONTACT:** Jim Wimet, Project Director  
(518) 473-0574

**LOCATION:** Office of Child Support Enforcement  
Department of Social Services  
Post Office Box 14  
One Commerce Plaza  
Albany, New York 12260

**New York's Centralized Child Support Collections Project is a model for improving child support enforcement by simplifying and centralizing the collections.**

**MISSION:** To centralize child support payment processing in New York State

**SUMMARY:** New York's Centralized Collection Project was initiated in Chapter 502 of the Laws of 1990 in an effort to determine a more expeditious and effective way to collect and disburse child support payments for the State's 58 local social services districts. It was decided that rather than having payments sent to and processed by the individual local districts, efficiencies would possibly be obtained by centralizing this activity in one payments processing center.

Additionally, rather than employing limited State staff resources to operate this processing center, the State decided to contract with a private sector agent to perform the necessary operations. In January 1993, the State Department of Social Services executed a contract with a private fiscal agent to perform the collection function and manage the processing center, with the State providing overall project oversight, technical assistance and monitoring.

It was believed that significant program efficiencies would result by freeing up local district staff from the labor-intensive input of collection information. This approach would also allow them to perform other child support-related functions such as location and enforcement. More powerful state of the art equipment and an economies of scale and an assembly line approach could be employed at a centralized facility.

**SCOPE:** Using a phase-in approach, in April, 1994, two local social service districts began pilot operations. Child support payments, for the most part, were no longer forwarded to the County Support Collection Units, but rather to a centralized cite in Albany, New York for processing and distribution. In June 1993, nine more districts were brought into the process and in June 1994, the five boroughs of New York City were phased in. Contingent on the findings of an independent evaluator, an additional fifteen districts were phased in September, 1994 and it is anticipated that the remaining districts will be brought into the system in a two-step process and that all 58 districts will have their payments processing centralized by March 1995.

**EVALUATION:** In Chapter 502 of the Laws of 1990, the New York State Legislature mandated that an independent evaluation be undertaken to evaluate whether the proposed centralized collection and disbursement function could be performed in a cost-effective manner while still maintaining standards of accuracy, timeliness and accountability. In May, 1994 an evaluation report by Evaluation Research Associates, Inc. found that the centralized system was more effective and accountable than local district processing and estimated, based on the first year of operations in the first eleven districts that statewide implementation would realize annual administrative savings of \$1.1 million per year. The independent evaluator recommended that the DSS proceed with state-wide implementation of the centralized system.

## ***New York State 1099/Seizure of Assets Project***

**CONTACT:** Bill Stuart, Director  
Systems and Program  
Operations Unit  
(518) 474-1078

The New York State 1099/Seizure of Assets Project is a model for improving child support enforcement by seizing assets and freezing accounts.

**LOCATION:** Office of Child Support  
Enforcement  
Department of Social Services  
Post Office Box 14  
One Commerce Plaza  
Albany, New York 12260

**MISSION:** To collect child support payments more effectively from individuals not currently reached using conventional techniques

**SUMMARY:** New York's 1099/Seizure of Assets Project was initiated through the statutory authority provided in Chapter 59 of the Laws of 1993. Due to the fact that New York obtains 63% of its child support collections from income withholding and that rate of growth of this collection technique was levelling off, there was a need to find other sources of collection to maintain overall program growth. In addition, there was a realization that there was a need to more effectively obtain child support collections from obligors who were self-employed through the seizure of assets. In an effort to facilitate the seizing of the assets of an individual who owes child support and make it more cost-effective, it was necessary to modify existing state legislation and operating procedures to allow for a semi-automatic process without the need for a court hearing or a referral to the local sheriff's department. In addition, it was also necessary to coordinate activity with the IRS to assure that asset information obtained through the use of 1099 leads was maintained on the State's Child Support Management System (CSMS) in compliance with the requirements for safeguarding of information found in the IRS Code.

In coordination with the Federal Office of Child Support Enforcement, 1099 information has been updated monthly and loaded onto CSMS and sent to individual social services districts who independently verify account information with the financial institution identified on the 1099. Once this verification takes place, the asset or account is frozen and the delinquent obligor is given an opportunity to appeal the proposed freezing of the account by claiming a "mistake of fact". Once the mistake of fact determination is completed, the financial institution is directed to forward payment to the appropriate child support unit.

**SCOPE:** New York State reported that in September, 1994 they loaded 1099 information onto CSMS and have staggered the filing of notices with financial institutions based on a dollar threshold of outstanding child support arrears. This approach was taken to limit the burden of local social service districts with initial inquiries from financial institutions and delinquent obligors and to obtain operating experience before applying this technique to the State's entire child support caseload of over 1.1 Million cases.

**EVALUATION:** The State reports that over 400 executions to freeze accounts have been sent to financial institutions and the State is currently in the process of tracking and analyzing data from the local districts involved. Collections derived from this process will in all probability not appear on federal collection reports (OCSE-34) until the second quarter of Fiscal Year 1995. However, since the State is reaching via this technique a class of individuals who have heretofore been able to escape the more traditional techniques of federal and state income tax refund offset, unemployment insurance benefit intercept and income withholding, it is anticipated that with a minimum amount of additional case processing, additional collections will be realized and program performance improved.

The State, in coordination with ACF staff, will be evaluating this technique as a GPRA demonstration project to assess the transferability of this technique to other jurisdictions.

## **PRESS REPORT**

**WALL STREET JOURNAL**  
**(212) 216-2000**

Circulation: 1,852,863 as of 1994

National Rank: 1st of top 100

**NEW YORK TIMES**  
**(212) 556-1234**

Circulation: 1,145,890 as of 1994

National Rank: 4th of top 100

Key Reporters: Jason DeParles, 202/862-0393  
Robert Pear  
Ian Fisher (State issues)  
Jim Dao (State and local issues)

**NEW YORK DAILY NEWS**  
**(212) 210-2100**

Circulation: 777,129 as of 1994

National Rank: 6th of the top 100

**NEW YORK/LONG ISLAND NEWSDAY**  
**(212) 725-3600**

Circulation: 491,807 as of 1994

Key Reporters: Nick Chiles (New York City)

**NEW YORK POST**  
**(212) 815-8000**

Circulation: 437,962 as of 1994

**BUFFALO NEWS**  
**(716) 849-3434**

Circulation: 305,482 as of 1994

## **PRIMARY STATE CONTACTS**

### **Congress**

Senator Moynihan (D), Ranking Minority Member, Finance Committee  
Senator D'Amato (R), Chairman, Banking Committee, Finance Committee  
Rep. Rangel (D), Subcommittee on Human Resources, Ways and Means Committee  
Rep. Houghton (R), Ways and Means Committee  
Rep. Owens (D), Committee on Economic and Educational Opportunities  
Rep. Engel (D), Early Childhood, Youth and Families Subcommittee, Committee on  
Economic and Educational Opportunities

### **State/Local Government**

Governor Pataki, 518/474-8390  
State Senator James Lack, State and Local Task Force on Welfare Reform  
Mary Glass, Commissioner of Social Services, 518/473-3170  
Mayor Giuliani, New York City

### **Advocacy Community**

Charles Kalthoff, Allegany County Community Opportunities and Rural Development Inc.  
(ACCORD), 716/268-7605

Gayle Pignone, Statewide Emergency Network for Social and Economic Security (SENSES),  
518/463-5576. Gayle knows about all sorts of model welfare to work and microenterprise  
programs

Henry Freedman - Center for Social Welfare Policy, 212/633-6967, general advocacy

### **Press**

The Wall Street Journal, 212/416-2000  
New York Times, 212/556-1234  
New York/Long Island Newsday, 212/725-3600  
New York Daily News, 212/210-2100  
New York Post, 212/815-5000  
Buffalo News, 716/849-3434

## OHIO

## DEMOGRAPHICS

	STATE	U.S.
Population (1993)	11,091,000	257,908,000
Child Population (1990)	2,808,000	63,924,000
Percent of Population that are Children (<18)	25.9%	25.7%
Per Capita Personal Income (1993)	\$18,634	\$19,841
Poverty Rate		
1993	12.4%	14.5%
1990	11.5%	13.5%
1983	13.6%	15.2%
1979	10.3%	11.7%
% Point Change in Rate (1979-1993)	2.1%	2.8%
Unemployment Rate (1993)	7.2%	7.4%
Child Poverty Rate (1993) 5 to 17 years old	18.8%	20.8%
FMAP	60.25%	55%

## AID TO FAMILIES WITH DEPENDENT CHILDREN (AFDC)

	FY 1993	
<u>FINANCIAL DATA</u>	STATE	U.S.
Total AFDC Expenditures	\$1,051,619,000	\$25,372,883,000
Benefit Payments	\$ 980,774,000	\$22,553,082,000
Administrative Expenditures	\$ 70,846,000	\$ 2,819,801,000
AFDC Grant (Mother-2 children-0 income)	\$341	\$365
AFDC Benefits as % of 1993 Poverty Threshold	36.0%	8.0%
Food Stamp Benefit—Jan. 1994	\$295	\$295
Combined Benefits—Jan. 1994	\$636	\$661
Combined as % of 1993 Poverty Threshold	66%	69%
% Change in AFDC Benefits Since 1992	2.1%	-1.3%
QC Error Rate (1991)	8.36	4.96

January 24, 1995

OHIO (continued)

**AID TO FAMILIES WITH DEPENDENT CHILDREN (AFDC)**

	FY 1993	
<b><u>PROGRAM PARTICIPATION</u></b>	STATE	U.S.
Average Monthly Caseload	358,585	4,981,301
Basic	334,062	4,622,000
UP	23,939	359,000
UP as % of Caseload	9.3%	7.3%
Average Number in AFDC Unit	2.9	2.9
% Caseload on More Than 2 Years	55.0%	46.5%
% Change in Caseload FY 1988-1992	17.2%	27.2%
AFDC Reciprocity Rate	6.4%	5.4%
% Change in AFDC Reciprocity FY 1988-1992	15.6	24.8%
Food Stamp Reciprocity Rate-FY 1992	11.36%	9.95%
% AFDC Cases Receiving Housing Subsidies	26.3%	21.3%
% AFDC Cases With Earned Income	7.0%	7.4%
Number of JOBS Participants	54,038	541,995
Participation Rate	31.6%	17.0%
UP Participation Rate	N/A	N/A
JOBS Allocation	\$58,664,322	\$1,000,000,000
Grant Amount (Preliminary Data)	\$51,906,496	\$ 746,195,829
% of Allocation	88.5%	74.6%

OHIO

CHILD SUPPORT ENFORCEMENT

	STATE	U.S.
	FY 93	FY 93
<b>Collections and Expenditures</b>		
Total Collections (in millions)	\$714.1	\$8,907.3
AFDC/FC Collections (in millions)	\$105.7	\$2,416.3
NAFDC Collections (in millions)	\$608.4	\$6,491.1
Child Support Collections per Dollar of Total Admin. Expend.	\$5.48	\$3.97
Percentage Change in Total Real Collections since 1992	7.3%	11.8%
Total IV-D Caseload	957,196	17,110,468
Percent of IV-D Cases with Collections	21.9%	19.2%
Percent of IV-D Cases with Orders	59.6%	55.4%
Average Collection from Cases with Collections	\$3,408	\$2,855
Total Number of Paternitys Established Out-of-Wedlock Births-1991 (Source:NCIS)	29,139	554,204
Percent of Paternitys to Out-of-Wedlock Births	57.3%	45.7%

OHIO

FOSTER CARE

	FY 1993	FY 1994	U.S.
# Title IV-E Foster Care Children (a)	6,546	6,358	232,668
Total Foster Care Children	16,184	Not Available	444,000
Title IV-E Foster Care \$ (b)	92.0 (in millions)	104.7 (in millions)	2.5 (billions)
Title IV-E FF/FS Services in \$		2.8 (in millions)	\$60 (millions)

- (a) The number of children represents a simple average of four (4) quarters which the States submit with their claims for reimbursement.
- (b) The numbers (IV-E Foster Care \$) represent the raw (unadjusted) claims, submitted by the States, for reimbursement by the Federal government. These costs are a proportion of the amount which States pay out in order to support a child in foster care.

January 24, 1995

OHIO

CHILD CARE AND DEVELOPMENT BLOCK GRANT (CCDBG)

	FY 1993	
	STATE	U.S.
Enrollment	39,926*	755,000*
\$ Grant (in thousands)	\$29,531	\$797,290

\* These data should be viewed in light of the fact that States have considerable latitude in spending their CCDBG funds (e.g., they may concentrate their funds on relatively fewer children and families, spread their funds to serve more children and families and/or blend Federal funding streams). Additionally, States have three years in which to expend their CCDBG funds.

OHIO

HEAD START

	FY 1994	
	STATE	U.S.
FUNDING (in thousands)	\$133,868	\$3,325,728
ENROLLMENT	33,919	740,465
% ELIGIBLE	43	38
# GRANTEES	52	1,405

January 24, 1995

OHIO

NATIVE AMERICAN PROGRAM

STATE	FY 1994		U.S.	
	NO. OF GRANTS	\$ AWARDED	NO. OF GRANTS	\$ AWARDED
0	0	259	34,997,412	

OHIO

REFUGEE AND RESETTLEMENT PROGRAM

ARRIVALS (a/)	FY 1993		EMPLOYMENT SERVICES (c/)
	OBLIGATIONS (b/)	\$	
2,148	2,488,264	1,366	

- a/ Includes refugees, entrants, and Amerasian immigrants.
- b/ Includes (1) Social Services formula allocation, (2) Targeted Assistance formula allocation, and (3) Cash/Medical/Administration (CMA) funding for FY 1993. CMA includes Refugee Cash Assistance (RCA), Refugee Medical Assistance (RMA), aid to unaccompanied minors, and State administrative expenses.
- c/ Includes all refugees, entrants, and Amerasian immigrants enrolled in ORR-funded employment services in FY 1993.

## STATE WELFARE POLICY

The Ohio JOBS program is administered by the counties. Ohio JOBS program optional components include: Job Search, CWEP, a Work Supplementation Program, an alternative work experience program, and on-the-job training. It also operates the Transitions to Independence demonstration project. Their statewide participation rate for the FY 1993 is 31.6% percent.

Governor Voinovich has made welfare reform a priority and has designed a state program called Communities of Opportunity, a public/private approach to moving welfare recipients toward self-sufficiency. See description of the waiver application below.

### Pending Waiver Application

**A STATE OF OPPORTUNITY:** HHS received an initial waiver application for Governor Voinovich's welfare reform program on May 28, 1994. The Department is planning to approve this waiver application in late January, 1995. The Ohio demonstration consists of three independent components which require waiver authority in the areas described below.

### **COMMUNITIES OF OPPORTUNITY**

In combination with other economic development activities not needing waivers, the Community component will operate in two counties to:

- divert all AFDC and Food Stamp benefits to a wage pool to supplement wages of at least \$8/hour (50% of wage first 12 months and 25% second 12 months);

- eliminate the residual and food stamps grants while participant is in work supplementation program;

- allow work supplementation placements in established unfilled positions; and

- eliminate 100-hour rule for UP applicants and recipients.

### **FAMILIES OF OPPORTUNITY**

Impacting new applicants in ten counties, this component will:

- provide fill-the-gap budgeting for 12 months from month of employment;

- eliminate 100-hour rule for UP cases;

- increase child support pass-through to \$75;

- provide a one-time bonus of \$150 for paternity establishment;

- provide an additional 6 months of transitional child care; and

- increase automobile asset limit to \$4500 equity value.

## CHILDREN OF OPPORTUNITY

Ohio will implement the last component in two counties to:

sanction all recipients aged 6 to 18 who do not meet school attendance requirements;  
disregard JTPA earnings of dependant children and teen parents without time limit; and  
continue current "Learning, Earning and Parenting" (LEAP) demonstration waivers to:

- require pregnant and parenting teens to attend school regularly giving \$62 monthly incentive payments for regular school attendance,
- eliminate the lower age limit provision and the child under three exemption for the JOBS program, and
- eliminate the pregnancy exemption in LEAP.

### Demonstration Programs

- **Transitions to Independence:** This program, implemented in January 1988, is a five-year project consisting of two components: a range of mandatory and voluntary employment-related activities which now make up the JOBS program and the Learning, Earning and Parenting (LEAP) program.
- **Learning, Earning and Parenting (LEAP) Program:** This program requires teenage parents and pregnant teenagers who are receiving AFDC and have not completed high school to attend school on a regular basis or a program leading to a high school diploma or its equivalent. Welfare grants are reduced by \$62 if they fail to do this and supplemented by \$62 if they do. The program is statewide, was implemented on September 1, 1989, and has reached more than 20,000 teens since it began operating. MDRC is conducting an evaluation. Preliminary results show that 61.3 percent of LEAP teens who were enrolled in school or an adult education program when they became eligible for LEAP reported that they remained continuously enrolled—that is, enrolled for at least 10 of the next 12 months or graduated within the 12-month period. Of those not involved in LEAP, only 51.1 percent were continuously enrolled in school.
- **Parents' Fair Share:** The Ohio Parents' Fair Share program provides a broad range of services to non-custodial parents to enable them to find employment and pay regular child support. The nine nationwide Parents' Fair Share demonstrations programs use a variety of approaches, built around four core services: employment and training, peer support and instruction in parenting skills, mediation, and enhanced child support enforcement. The Ohio program, called Options for Parental Training and Support (OPTS), is a JOBS case management model. It is operated in two counties, Montgomery and Butler, with Cuyahoga County to be added this year. MDRC is conducting an impact evaluation to be completed in 1996.
- **Ohio JOBS Evaluation:** This JOBS evaluation project in Franklin County, OH is designed to produce information on the effectiveness of an integrated JOBS case management system (one worker handles all JOBS and AFDC eligibility activities for a recipient) and the more traditional JOBS case management system (recipients change caseworkers for each JOBS activity and for AFDC actions). The project began in April 1992 and is scheduled to continue through March 1995.

## MODEL PROGRAMS

### *Cleveland Works, Inc.*

**CONTACT:** David Roth, Executive Director  
216/589-WORK

**LOCATION:** The Caxton Building  
812 Huron Road, Suite 1  
Cleveland, OH 44115

**OBJECTIVES:** 1) to enable those on public assistance to become economically self-sufficient and take control of their lives; 2) to provide productive, reliable workers to Greater Cincinnati's employers; and 3) to save public dollars by helping welfare recipients become permanent, taxpaying citizens.

Cleveland Works is committed to moving welfare recipients into full-time, unsubsidized jobs and in doing what is necessary to help clients stay in these jobs. It is a model program for its close ties to the business community and its holistic approach to job training and placement.

**SCOPE/RESULTS:** Since its inception in 1986, more than 550 employers in Greater Cleveland have hired Cleveland Works graduates into full-time jobs with family health benefits. Since 1986, a total of 1,640 adults have been placed into full-time jobs with health benefits. The average starting wage among these clients is \$5.89. Cleveland Works' three month job retention rate is 89 percent; its six month job retention rate is 83 percent; and its 12 month job retention rate is 76 percent.

**SUMMARY:** Cleveland Works was established in August 1986 to provide employment training to adult recipients of AFDC. Cleveland Works' unique one-stop shopping approach has made it very successful in placing participants and in keeping them in their jobs.

The program begins with an orientation session that includes a personal interview to help determine if Cleveland Works is right for the candidate, and vice versa. If accepted, the client attends a four-week Job Readiness Workshop for three hours each day, Monday through Friday. The Workshop focuses on pre-employment, life-management and job retention skills that all employees must possess. For the remaining three hours each day, the client is enrolled in math, English, GED, and legal rights and responsibilities classes. The Job Readiness Workshop graduate is then enrolled in a variety of occupation-specific courses, ranging from Typing/Ten-Key and Office Procedures to Medical Terminology and Nursing Assistant Certification. The next step is job matching. Marketers, or job developers, bring in job orders from area employers and job-ready participants are screened and interviewed. All interviews are for full-time jobs with employer-paid health benefits. Once hired, the graduate is assigned a Corporate Representative/Counselor who provides the participant with transitional services such as budgeting guidance, counseling, legal assistance, and a clothing and transportation allowance.

On-site, Cleveland Works houses its Family Development Center which provides on-site, full day, year-round HeadStart child care for 3 to 5 year olds. Seven full-time staff operate the program for 10 hours each day. There are 60 day care slots on-site and emergency care for children birth to school-age. The Center also includes family education programs and an out-patient health clinic -- a joint venture between Cleveland Works and MetroHealth Downtown Center.

Cleveland Works also has an on-site Legal Services Department that employs four full-time attorneys, two part-time attorneys and support staff that serve as both counselors and advocates for program participants with legal problems that pose real barriers to their becoming and staying employed.

For the first four years of operation, Cleveland Works accepted only AFDC recipients, and more than 90 percent of the people served by the organization were women. Aware of the joblessness of young, inner-city males, Cleveland Works was moved to create a new program targeted to their job readiness and placement needs. In 1991, the Beat the Streets program began as one of six projects in a national demonstration sponsored by Public/Private Ventures. Acceptance was at first limited to young, unwed fathers. In 1993, eligibility was opened to young women. By the end of 1993, Beat the Streets had placed over 160 graduates into full-time, entry-level positions with area employers.

**FUNDING:** Cleveland Works is funded through a variety of means, including a JOBS contract, JTPA funds, Head Start funds and foundation support.

## ***Learning, Earning and Parenting (LEAP) Program***

**CONTACT:** Ellen Soucy  
614/466-6024

**MISSION:** to improve the school attendance of teenage custodial parents (mostly mothers) on welfare through an unusual combination of financial incentives, penalties, and support services.

**RESULTS:** MDRC is conducting an evaluation and has released some short-term results in the second report of a multiyear study of LEAP. MDRC found that 61 percent of the teenage parents already enrolled in school remained enrolled when they were offered the financial incentives, compared with 51 percent of teenage parents who were not subject to LEAP. Among those who had already dropped out of school, 47 percent returned to classes under the incentive program, compared with 33 percent among teenage mothers who were not offered the option.

**SUMMARY:** Ohio's LEAP program has been praised for its unique combination of financial incentives, penalties and support services designed to keep teenage mothers in school. LEAP was developed by the Ohio Department of Human Services and is operated by county departments of human services in all of Ohio's 88 counties. Participation in the program is mandatory for all pregnant women and custodial parents under 20 years of age who are receiving AFDC and who do not have a high school diploma or a GED. This includes both teens who head welfare families and those who receive assistance as part of someone else's - usually the teen's mother's - family.

**INCENTIVES:** All eligible teens are required to regularly attend school or a program leading to a high school diploma or GED. This applies both to teens who are in school when they become eligible for LEAP -- they must remain enrolled -- and to drop outs, who must return to high school or enter an adult basic education program to prepare for the GED test. Teens who are enrolled in school or another education program receive a bonus payment of \$62. They receive an additional \$62 in their welfare checks for each month in which they meet the program's attendance requirements. For teens enrolled in high school full-time, this means no more than four absences per month, including two or fewer unexcused absences. Absences for which the teen obtains a physician's statement are not counted. Different attendance standards apply to part-time ABE programs, but the same financial incentives apply.

**PENALTIES:** Teens who do not attend an initial LEAP assessment interview, which commences participation in LEAP, or fail to provide proof of school enrollment without an acceptable reason are sanctioned by having \$62 deducted from their grants every month until they comply with program rules. Similarly, enrolled teens are sanctioned \$62 for each month in which they exceed the allowed number of unexcused absences. Teens who exceed the allowed number of total absences but not the allowed number of unexcused absences in a month earn neither a bonus nor a sanction.

Because teens have several opportunities to provide evidence of "good cause" for absences that schools define as unexcused, there is an approximately two-month lag between the month of attendance and the corresponding sanction or bonus. Teens may be temporarily exempted from the LEAP requirements if they are in the last seven months of a pregnancy, if they are caring for a child under 3 months of age, if child care or transportation are unavailable, or for other specified reasons.

**SUPPORT SERVICES:** Each LEAP teen is assigned a case manager, who is responsible for explaining the program's rules, monitoring the teen's compliance to determine whether a bonus or sanction is warranted, and helping the teen overcome barriers to school attendance. Teens are also eligible to receive assistance with child care and transportation as needed to attend school.

Source: Public Welfare/Winter 1994

Ohio's LEAP program is an innovative and successful program that combines intensive case management, incentives, penalties, and support services to improve school attendance for teenage parents receiving AFDC. It is a model for a welfare reform prevention strategy.

## ***Lifestrides: A Job Readiness Program***

**CONTACT:** Diane Marowitz, Program Director  
513/241-7090

**LOCATION:** YWCA, Cincinnati  
898 Walnut Street  
Cincinnati, OH 45202

**GOAL:** to help participants develop a sense of self-worth as well as learn to successfully balance the roles of single parent, home manager, and breadwinner.

**SUMMARY:** Lifestrides is an education and life management training program geared toward employability. It serves single mothers receiving AFDC who desire full-time employment with adequate pay.

Classes are held at the YWCA for a six-week course, meeting daily from 9 am to 1 pm. Each six-week session includes between 15 and 25 participants. Child care is provided on-site, free of charge.

The course covers personal development, with topics such as self-esteem, assertion, stress management and physical fitness. It also covers home and family management and parenting; utilization of resources; and identification of interests, skills and career options, with referral to existing education or job training programs.

**MENTORING COMPONENT:** Upon completion of the program, participants are paired with mentors from the private sector who provide ongoing support. These mentors are professional volunteers whose one-on-one relationships with participants continue for up to two years after the class has ended. These relationships are a good example of private sector involvement in welfare reform, and often make the difference between success and failure for the participants.

**SCOPE/RESULTS:** The program is relatively small; 15 to 25 people attend each six week session. The program has been successful in its goal, which is not necessarily to move women directly into employment, but to move unskilled women into training and education programs that lead them to employment. 75 percent of participants move on to education, training or employment after the Lifestrides program.

**FUNDING:** Lifestrides, a YWCA Displaced Homemakers program, is funded through the following sources: Hamilton County Department of Human Services' Ohio Work program; Community Chest - United Appeal; State of Ohio Department of Education through Great Oaks Joint Vocational School District; the National Council of Jewish Women, Cincinnati Section; and the Charlotte Schmidlapp Foundation.

Lifestrides is a short-term personal development and career assessment program that is a model for the first step of a welfare reform program. Lifestrides' mentoring component is an especially interesting way to involve the private sector and to increase the success rate for welfare recipients entering employment.

## **PRESS REPORT**

*Cleveland's The Plain Dealer:* 216/344-4500

Circulation: 410,237 as of 1994

Key reporters: News editor: Van Richmond

Key editorial writer: Liz Auster, federal writer

*Columbus Dispatch:* 614/461-5000

Circulation: 264,601 as of 1994

Key reporters: Jonathan Riskind, on state reform, 614/461-5132  
Roger Lowe, National bureau, 202/347-3144

Key editorial writer: Charles Stella, 614/461-5037

*The Cincinnati Enquirer:* 513/721-2700

Circulation: 199,257 as of 1994

Key reporters: No one in particular; Paul Barton, from Gannett News Services, covers their news from Washington, 202/363-2499

Key editorial writer: Trevor Coleman, 513/768-8526; fax: 513/768-8610

Coverage: Trevor Coleman has written several editorials on welfare reform. Generally their position is that welfare reform is much needed because welfare needs to become a truly transitional program. However, incentives need to be in place to help move recipients off welfare for good. The board supports measures for education and empowerment of welfare recipients and has supported the Cleveland Works model. Generally, the editorial board is somewhat conservative.

*Dayton Daily News: 513/225-2000*

Circulation: 218,282 as of 1994

Key reporters: No one in particular; our contact would be the political editor, Mizell Stewart

Key editorial writer: No one in particular; our contact would be the editorial page editor, Hap Cawood

Coverage: The paper has not had much coverage of welfare reform.

*Akron Beacon Journal: 216/996-3600*

Circulation: 158,605 as of 1994

Key reporter: Carol Cannon, 216/996-3521

Key editorial writer: Laura Ofobike, 216/996-3513

Coverage: The paper has had some coverage of welfare reform, both state and national proposals. The editorial board supports the need for welfare reform and recognizes that in order to do it right, we need to provide money for jobs, job training, education and preventive health services. It does not support cutting recipients off without essential supports. The paper has rallied for Medicaid reform on the state level in Ohio. It has discussed Voinovich's proposals in light of national reform and other state reforms. Generally, it supports incentives rather than punitive measures.

## **PRIMARY STATE CONTACTS**

### Congress

Senator Mike DeWine (R), Labor and Human Resources Committee  
Representative Rob Portman (R), Ways and Means Committee  
Representative Tom Sawyer (D), Economic and Educational Opportunities Committee

### State/Local Government

Governor Voinovich, 614/466-3555

Mayor Michael White, Cleveland

Mayor Greg Lashutka, Columbus, 614/645-7671

State Representative William Thompson, Allen County

Arnold Tompkins, Director, Department of Human Services

Jack Frech, Director, Athens County Department of Human Services

Thomas Bey and Steve Pulfer, Shelby County DHS, 513/498-4981: wrote Secretary Shalala, asking to be involved in local review of welfare reform.

Joel Rabb, Chief, Bureau of JOBS, 614/466-3196

### Advocacy Community

Margy Waller, United Way of America, 513/762-7202

David Ross, Executive Director, Cleveland Works, 216/589-6597

Human Services Coalition of Ohio - lobbying group; Margy Waller is a contact

Dave Phillips, Executive Director, Downtown Cincinnati, Inc.: is interested in replicating a Cleveland Works model program in Cincinnati as a fundamental part of his economic development strategy.

Bill Faith, Ohio Coalition for the Homeless

Katy Heins, Welfare Rights Coalition of Greater Cincinnati, 513/381-4242

Col Owens, Legal Aid Society of Cincinnati, 513/241-9400

### Press

Liz Auster, Editorial writer, Cleveland Plain Dealer, 216/344-4500

Charles Stella, Editorial writer, Columbus Dispatch, 614/461-5037

Trevor Coleman, Editorial writer, Cincinnati Enquirer, 513/768-8610

Hap Cawood, Editorial page editor, Dayton Daily News, 513/225-2000

Laura Ofobike, Editorial writer, Akron Beacon Journal, 216/996-3513

Van Richmond, News editor, Cleveland Plain Dealer, 216/344-4500

Roger Lowe, National bureau, Columbus Dispatch, 202/347-3144

Paul Barton, Gannett news services for Cincinnati Enquirer, 202/363-2499

Mizell Stewart, Political editor, Dayton Daily News, 513/225-2000

Carol Cannon, Reporter, Akron Beacon Journal, 216/996-3521



**OREGON**

**DEMOGRAPHICS**

	STATE	U.S.	Rank
Population (1993)	3,832,000	257,908,000	39
Child Population (1990)	737,000	63,924,000	
Percent of Population that are Children (<18)	25.6	25.7%	
Per Capita Personal Income (1992)	\$18,202	\$19,841	
Poverty Rate			
1993	11.3%	14.5%	
1990	9.2%	13.5%	
1983	16.4%	15.3%	
1979	10.7%	11.7%	
% Point Change in Rate (1992-1979)	0.6%	2.8%	
Child Poverty Rate (1993) 5 to 17 years old		14.9%	
Unemployment Rate (1992)	7.5%	7.4%	
FMAP	62.39%	55%	

**AID TO FAMILIES WITH DEPENDENT CHILDREN (AFDC)**

	FY 1993	
<u>FINANCIAL DATA</u>	STATE	U.S.
Total AFDC Expenditures	\$340,741,000	\$25,372,883,000
Benefit Payments	\$202,577,000	\$22,553,082,000
Administrative Expenditures	\$38,165,000	\$ 2,819,801,000
AFDC Grant (Mother-3 children-0 income)	\$460	\$365
AFDC Benefits as % of 1993 Poverty Threshold	48.0%	38.0%
Food Stamp Benefit--Jan. 1994	\$293	\$295
Combined Benefits--Jan. 1994	\$753	\$661
Combined as % of 1993 Poverty Threshold	78.0%	69%
% Change in AFDC Benefits Since 1992	3.6%	-1.6%
QC Error Rate (1991)	3.74%	4.96

January 24, 1995

OREGON (continued)

AID TO FAMILIES WITH DEPENDENT CHILDREN (AFDC)

	FY 1993	
<u>PROGRAM PARTICIPATION</u>	STATE	U.S.
Average Monthly Caseload	43,591	4,981,301
Basic	38,562	4,623,000
UP	3,929	359,000
UP as % of Caseload	9.2%	7.2%
Average Number in AFDC Unit	2.9	2.9
% Caseload on More Than 2 Years	33.2%	46.5%
% Change in Caseload FY 1992-1993	35.1%	27.2%
AFDC Reciprocity Rate	3.9%	5.4%
% Change in AFDC Reciprocity FY 1992-1993	38.5%	24.8%
Food Stamp Reciprocity Rate-FY 1992	8.9%	9.95%
% AFDC Cases Receiving Housing Subsidies	23.9%	23.0%
% AFDC Cases With Earned Income	12.2%	7.4%
Number of JOBS Participants	6,053	541,995
Participation Rate	23.4%	17.0%
UP Participation Rate	N/A	N/A
JOBS Allocation	\$11,363,349	\$1,000,000,000
Grant Amount (Preliminary Data)	\$11,363,349	\$ 746,195,829
% of Allocation	100.0%	74.6%

OREGON

CHILD SUPPORT ENFORCEMENT

	STATE	U.S.
	FY 93	FY 93
<b>Collections and Expenditures</b>		
Total Collections (in millions)	\$124.9	\$5,907.3
AFDC/FC Collections (in millions)	\$28.4	\$2,416.3
NAFDC Collections (in millions)	\$96.6	\$4,491.1
Child Support Collections per Dollar of Total Adm. Expends.	\$4.95	\$3.97
Percentage Change in Total Real Collections since 1992	16.3%	11.8%
Total IV-D Caseload	230,371	17,110,468
Percent of IV-D Cases with Collections	18.1%	18.2%
Percent of IV-D Cases with Orders	54.9%	55.4%
Average Collection from Cases with Collections	3,121	\$2,855
Total Number of Paternities Established	5,830	354,205
Out-of-Wedlock Births-1991 (Sources: NCHS)	11,324	1,213,769
Percent of Paternities to Out-of-Wedlock Births	51.3%	45.7%

OREGON

FOSTER CARE

	FY 1993	FY 1994	U.S.
# Title IV-E Foster Care Children (a)	1,882	2,155	232,668
Total Foster Care Children	4,120	Not Available	444,000
Title IV-E Foster Care \$ (b)	14.08 (in millions)	23.0 (in millions)	2.5 (billions)
Title IV-B FF/FS Services in \$		511 (in thousands)	\$60 (millions)

(a) The number of children represents a simple average of four (4) quarters which the States submit with their claims for reimbursement.

(b) The numbers (IV-E Foster Care \$) represent the raw (unadjusted) claims, submitted by the States, for reimbursement by the Federal government. These costs are a proportion of the amount which States pay out in order to support a child in foster care.

OREGON

CHILD CARE AND DEVELOPMENT BLOCK GRANT (CCDBG)

	FY 1993	
	STATE	U.S.
Enrollment	33,255*	755,000*
\$ Grant (in thousands)	\$8,139	\$797,290

\* These data should be viewed in light of the fact that States have considerable latitude in spending their CCDBG funds (e.g., they may concentrate their funds on relatively fewer children and families, spread their funds to serve more children and families and/or blend Federal funding streams). Additionally, States have three years in which to expend their CCDBG funds.

OREGON

HEAD START

	FY 1994	
	STATE	U.S.
FUNDING (in thousands)	\$27,074	\$3,325,728
ENROLLMENT	4,638	740,465
% ELIGIBLE	25	38
# GRANTEES	19	1,405

OREGON

NATIVE AMERICAN PROGRAM

FY 1994			
STATE	U.S.		
NO. OF GRANTS	\$ AWARDED	NO. OF GRANTS	\$ AWARDED
6	823,237	259	34,997,412

OREGON

REFUGEE AND RESETTLEMENT PROGRAM

FY 1993		
ARRIVALS (a/)	OBLIGATIONS (b/) \$	EMPLOYMENT SERVICES (c/)
1,841	6,287,797	2,504

- a/ Includes refugees, entrants, and Amerasian immigrants.
- b/ Includes (1) Social Services formula allocation, (2) Targeted Assistance formula allocation, and (3) Cash/Medical/Administration (CMA) funding for FY 1993. CMA includes Refugee Cash Assistance (RCA), Refugee Medical Assistance (RMA), aid to unaccompanied minors, and State administrative expenses.
- c/ Includes all refugees, entrants, and Amerasian immigrants enrolled in ORR-funded employment services in FY 1993.

## STATE WELFARE POLICY

Governor Kitzhaber was inaugurated in January, 1995. At the time of this report he has not proposed any changes to the state's welfare system.

Oregon has one of the most enthusiastic implementations of the federal JOBS program. Oregon actually contributes more state money than is required for its program, which is called JOBS for Oregon's Future.

JOBS for Oregon's Future is built upon local participation. A local planning group in each of the state's 15 local service districts makes the majority of decisions about the JOBS program in that area. A consistent core program of JOBS activities must be offered statewide, with local planners determining exactly how those services will be provided and adding services if possible. Therefore, JOBS programs vary significantly throughout the state, depending on local priorities and resources.

Oregon has been very successful in getting clients to complete high school and find jobs. Data from November 1992 shows that 8,365 clients per month are participating in JOBS activities. This represents 20 percent of Oregon's welfare recipients, and exceeds the federal requirement that the state serve 11 percent of its caseload. An average of 600 participants per month find work because of JOBS. Their average wage is \$6.02 per hour. The placements cost the state an average of \$4,208. More than 5,700 teens and adults have earned high school diplomas or GEDs since the program began in October 1990. 85 percent of the teen parents on welfare are in an educational program or have received their diploma or GED. Among JOBS clients who are placed in employment, current statistics show 75 percent are not receiving welfare 18 months later. This compares to a 50 percent rate of return to welfare among non-JOBS clients within 18 months. 83 percent of all JOBS participants placed in employment are still working.

MDRC is currently working on a process, impact and cost-benefit study of the Oregon JOBS program in the Multnomah/Washington County district.

### Waivers approved:

Oregon's current JOBS program involves waivers that were approved in July, 1992. The JOBS Waiver Project expands the reach and requirements of the JOBS program with the following provisions:

- Require applicants and recipients with children aged one to six to participate full-time in the JOBS program (previously limited to twenty hours per week for parents with children under six);
- Impose immediate sanctions for failure to comply with JOBS program requirements;
- Extend job search requirements;
- Require participation in educational activities of teen parents and pregnant teens under age 16;
- Require participation in mental health or substance abuse treatment if determined to be necessary for self-sufficiency; and
- Allow pregnant women with no dependent children who are Medicaid eligible and at-risk of becoming AFDC recipients to participate in JOBS activities.

These changes to the JOBS for Oregon's Future program began February 1, 1993 and are statewide except at six branch office areas that were chosen as comparison sites. The program is approved for a three-year demonstration following a one-year development period. The State will perform its own evaluations to determine whether participation in the JOBS program and sanctions have an effect on employment, educational attainment, and substance abuse.

### JOBS Plus Program

Despite its success with JOBS, the State, in conjunction with its business community, wanted to improve its JOBS program through the JOBS Plus program. Because the current JOBS program is reaching only about 20 percent of welfare recipients, and because Oregon does not have the money to expand the current program, the business community took an active part in designing a new program to provide an opportunity to the other 80 percent of welfare recipients.

The JOBS Plus application was received on October 28, 1993. HHS granted the state's waiver request on September 19, 1994. Oregon expected to implement the program beginning in October, 1994. If successful, the State would like to implement the program statewide.

#### **Description:**

- Provide selected individuals, in six designated counties, with short-term (6 to 9 month) public or private On-the-Job-Training experience paying the State minimum wage. Wages would be subsidized by diverting the AFDC grant and the "cashed-out" Food Stamp allotment.
- Provide supplemental payments to offset any loss of benefits.
- Provide other support services.
- Distribute payments of current child support directly to the family.
- Employers would provide workplace mentoring, contribute \$1 per hour to "individual education accounts", and allow participants, after 6 months of work, 8 hours of paid time per week to engage in job search.
- Apply the following alternative criteria in determining continuing eligibility of JOBS Plus participants:
  - 1) Non-excluded income may not exceed 130 percent of the Federal Poverty Level;
  - 2) Disregard, as income, JOBS Plus wages, supplemental payments and child support pass-throughs; and
  - 3) Allow resource limitation of \$10,000.

### Federal Demonstration Program:

Oregon was chosen in January 1994, along with Texas, Riverside, CA and Illinois, to share a federal HHS \$2.8 million grant to design and evaluate a program to determine what type of support services are needed for a recipient to make the successful transition from welfare to work. The program is scheduled to run through July 1996. It will be evaluated by Mathematica Policy Research.

### Waivers Pending:

**Expansion of the Transitional Child Care Program** - The state submitted a waiver application on August 8, 1994, that would provide transitional child care benefits without regard to months of prior receipt of AFDC and provide benefits for 24 months.

**Asset Limit** - The state submitted a waiver application on November 12, 1993, that would increase the automobile asset limit to \$9000, statewide.

### Potential Waiver Application:

Oregon has been in contact with HHS on a new waiver application that the state intends to submit. The initiative would require full-time CWEP after 2 years on AFDC; require all adults to seek, or participate in activities that will enhance their capacity to work; impose progressive sanctions for non-compliance; extend transitional Medicaid to 24 months; and eliminate 100-hour rule and work history requirements for AFDC-UP. It is unclear whether the state will continue to develop this program under the new Governor's Administration.

# MODEL PROGRAMS

## *Steps to Success*

**CONTACT:** Nan Poppe, Mt. Hood Community College  
503/760-4007

**LOCATION:** Centennial Mt. Hood Center  
14750 S.E. Clinton Street  
Portland, OR 97236

**MISSION:** to provide the training and support to help welfare recipients leave public assistance and become vital members of the work force.

**RESULTS:** Steps to Success has had incredible success in placing recipients from Multnomah and Washington counties into employment. In 1992, the program placed 1,423 participants in full-time jobs and 297 clients in part-time work. In 1993, the numbers increased to 1,593 clients in full-time work and 439 in part-time jobs. The monthly average for full-time placements in 1993 is 133 clients.

**SUMMARY:** Steps to Success' high placement rates result largely from the program's unique design. Steps to Success is a partnership of agencies, organizations and individuals committed to the development and empowerment of welfare recipients. Almost all services, educational and employment, are located at the five program sites, including Mount Hood Community College in Portland. As part of the Oregon JOBS program, Steps to Success serves Adult and Family Services clients living in Multnomah and Washington counties.

Steps to Success includes the following public and private non-profit organizations: Mt. Hood Community College, Portland Community College, Adult and Family Services, The Private Industry Council, The Oregon Employment Department, Beaverton Area Chamber of Commerce, Hillsboro Chamber of Commerce, Portland Development Commission/Job Net, and Portland Public Schools.

Steps to Success works closely with the business community. The program was designed to fill a critical need in the community – the void between the understaffed employer and the transitional employee. Through training, recruitment, and follow-up, the program has brought together hundreds of qualified applicants with successful employers. The program staff match personality strengths and individual assets of their clients with the particular demands of different workplaces. The program provides employers with resumes and sets up interviews. Additionally, Steps to Success continues to provide support after the client has been hired. This support may include transitional counseling for the new employee or additional training options. Steps to Success has gotten a very good reaction from the local business community.

Steps to Success offers the following services to its-clients:

- comprehensive skills assessment
- basic education and GED
- career and life planning
- vocational training
- work experience
- job search
- job placement assistance
- teen parent services
- mental health services
- alcohol and drug counseling
- parenting classes

**FUNDING:** Steps to Success is an Oregon JOBS program.

Steps to Success has had very high employment placement rates, largely resulting from its partnership with the local business and nonprofit communities and its easy, one-stop shopping approach to training and placement.

## **Ontario JOBS Program**

**CONTACT:** Susan Douglas, Community Resource Coordinator for Adult and Family Services  
503/889-9141 ext. 210

**LOCATION:** 702 Sunset Drive, Suite 100  
Ontario, OR 97914-1859

**MISSION:** to move welfare recipients into employment and toward self-sufficiency.

**DISTRICT PROFILE:** The Ontario JOBS program serves District 14 which is comprised of Malheur and Harney Counties. Malheur

County has a total population of 27,500 and Harney County a population of 6,900. Harney County has the highest unemployment rate in the State of Oregon and Malheur County has the 3rd highest. District 14 has 1,343 persons, or 472 families on AFDC.

**RESULTS:** Malheur County has a 34 percent participation rate in the JOBS program; Harney County has 19 percent participation. From July 1982 through February 1994, District 14 has placed at least 382 JOBS participants in either full or part-time employment. In November 1993, 85 percent of teen parents on welfare in District 14 were participating in a JOBS education component, had a high school diploma or GED, or were exempt due to current school participation.

**SUMMARY:** The Ontario JOBS program's unique program design has helped District 14 to move a high percentage of welfare recipients into the workforce, even in this economically depressed, rural area. The Training and Employment Consortium (TEC) is the prime contractor for District 14 JOBS program. Adult and Family Services (AFS) co-manages the program participants with TEC casemanagers - every participant has two casemanagers, one from TEC and one from AFS.

At group orientation, applicants who are mandatory for the JOBS program are immediately placed in an up-front, look for work component known as Applicant Job Search. Mandatory applicants have an Employment Development Plan (EDP) for four weeks, during which time they continue with their program application, develop alternatives to welfare, and most often obtain employment. Most of the Job Search participants obtain employment within three months of group orientation. Once recipients are placed in employment, they are given transitional day care and Medicaid, and are encouraged to obtain low income housing and the EITC.

Applicants who are diverted from cash assistance due to employment are supported in the Program for up to 90 days where they are eligible for gas money, child care, clothing allowance, etc.

Particular program components include:

**Life Skills:** Participants leave this four week class with developed goals, renewed motivation and a determination to become "self-sufficient." The curriculum includes topics such as: self esteem, abuse, co-dependency, choices, resources, and work vs. welfare. Speakers from various community agencies present information to the class.

**Work Experience:** Participants are placed with a maximum of 40 hours weekly/6 months restriction. Usually work site training is held to 25 hours weekly/3 months as most participants are "job ready" by then.

**Sanctions:** The Ontario program imposes sanctions when a participant fails to comply with their Employment Development Plan (misses class, appointments, etc.) and does not have good cause. Before any participant is sanctioned, they meet with their AFS and TEC casemanagers at "conciliation." Conciliation can result in a new EDP, a hold in participation, or a sanction. For the first sanction, the participant loses cash, medical and sometimes Food Stamps for one month (children in the family are still eligible to receive). The second sanction results in a minimum 3 month disqualification and subsequent sanctions in a minimum 6 month disqualification.

The Ontario JOBS program has had very high participation rates and placement rates, especially for a rural, economically depressed region. Its unique employment-driven design and two casemanager approach has largely contributed to its success.

## **Looking Glass Youth and Family Services, Inc.**

**CONTACT:** Jim Forbes, Executive Director  
503/686-2888

**LOCATION:** Administrative Office:      Job Center:  
72-B Centennial Loop      78-B Centennial Loop  
Eugene, OR 97401      Eugene, OR 97401

**MISSION:** to assist clients in developing a positive attitude towards themselves and others and to build self-esteem, accountability, and an appropriate degree of independence, so that they will create a better world for themselves and for future generations.

**SUMMARY:** In 1970, Looking Glass was founded by a group of concerned citizens—educators, clergy, mental health professionals and university students—to help children, youth and families in the Lane County community. In FY 93, Looking Glass served approximately 5,800 clients in a wide range of programs.

Services include family counseling, a shelter and crisis center, a job center for adolescents, a residential treatment facility for boys, a residential alcohol and drug treatment center for juvenile offenders, and an outpatient drug and alcohol treatment program for teens. The Job Center program is a particularly interesting model for welfare reform.

**JOB CENTER:** Looking Glass Job Center offers a vocational training and education program for out-of-school youth, ages 16 to 24. In the summer, the Center expands its services to in-school youth, ages 14 to 21. Participants must be Lane County residents who meet federal low income guidelines. The Job Center is designed to help prepare young adults to become productive citizens by providing a work and learning environment where they feel challenged, respected and accountable as they strive to meet the demands of adulthood.

Job Center services include:

- Comprehensive career and basic skills assessments;
- Basic skills instruction (reading, writing, math);
- Pre-employment skills training and job search assistance and referrals;
- Paid work experience through Lane-Metro Youth Corps and Summer Youth Employment Program;
- Personal development and life skills training;
- Vocational education instruction through Lane Community College;
- Lane Community College Cooperative Work Experience credit;
- Access to community resources; and
- Support services for transportation, job search clothing, tuition assistance for LCC Adult High School, vocational classes, and GED testing fees.

**SCOPE:** In FY 93, the Job Center served 595 young adults. It provided first-time paid work experience to 420 youth and provided employment to 137 youth with special needs. The Center placed 105 youth in non-traditional summer jobs (e.g. young women in construction, young men in child care).

**FUNDING:** Looking Glass is funded through contracts and grants, fees, the United Way, and private donations. The Job Center specifically is funded by the Southern Willamette Private Industry Council and Oregon Youth Conservation Corps.

Looking Glass is the best-known community agency in Oregon working with youth and families in ways that help prevent long-term welfare dependency. Looking Glass teaches the skills and provides the work experience to promote economic self-sufficiency among at-risk teens.

# PRESS REPORT

*Portland Oregonian* 503/221-8327

Circulation: 336,087 as of 1994

Key reporters: Jim Kadura, who has done stories on local reform initiatives  
Jeff Mapes, who has covered state and national reform

Key editorial writer: Nanine Alexander

Coverage: The *Oregonian* has had some coverage of welfare reform. Its reports tend to be sympathetic to the welfare recipient's point of view but also favor reform and would like to see welfare tied to employment. The paper has been very supportive of the successes of the Oregon JOBS Plus program, citing that the program avoids cruelty and provides real work opportunities.

## PRIMARY STATE CONTACTS

### Congress

Senator Packwood, Chairman, Finance Committee

### State and Local Government

Governor Kitzhaber, 503/378-3111

Steve Minnich, Director, Adult and Family Services, 503/945-6902

Jim Neely, Adult and Family Services, 503/945-5607

Debbie White, Adult and Family Services, 503/945-6115

William Early, Chair, JOBS Plus committee, 206/696-4031

Note: At the time of this report, we were not aware of Governor Kitzhaber's staff changes.

### Advocacy Community

James Forbes, Director, Looking Glass Youth and Family Services, 503/686-2688

Terry Ann Rogers, Legal Aid Service, 503/224-4094

### Press

Nanine Alexander, Editorial writer, Portland Oregonian

Jeff Mapes, Reporter, Portland Oregonian

Jim Kadura, Reporter, Portland Oregonian

January 24, 1995

**PENNSYLVANIA**

**DEMOGRAPHICS**

	STATE	U.S.
Population (1993)	12,048,000	257,908,000
Child Population (1990)	2,807,000	63,924,000
Percent of Population that are Children (<18)	23.6%	25.7%
Per Capita Personal Income (1992)	\$16,386	\$16,053
Poverty Rate		
1993	11.7%	14.5%
1990	11.0%	13.5%
1983	15.5%	15.2%
1979	10.5%	11.7%
% Point Change in Rate (1979-1992)	1.3%	2.8%
Unemployment Rate (1992)	7.5%	7.4%
Child Poverty Rate (1993) 5 to 17 years old	17.8%	20.8%
FMAP	53.84%	55%

**AID TO FAMILIES WITH DEPENDENT CHILDREN (AFDC)**

	FY 1993	
<u>FINANCIAL DATA</u>	STATE	U.S.
Total AFDC Expenditures	\$1,021,561,000	\$25,372,883,000
Benefit Payments	\$ 916,260,000	\$22,553,082,000
Administrative Expenditures	\$ 105,303,000	\$ 2,819,801,000
AFDC Grant (Mother-3 children-0 income)	\$421	\$365
AFDC Benefits as % of 1993 Poverty Threshold	44.0%	38.0%
Food Stamp Benefit--Jan. 1994	\$270	\$295
Combined Benefits--Jan. 1994	\$691	\$661
Combined as % of 1993 Poverty Threshold	72%	69%
% Change in AFDC Benefits Since 1992	-1.3%	
QC Error Rate (1991)	4.93	4.96

January 24, 1995

PENNSYLVANIA (continued)

AID TO FAMILIES WITH DEPENDENT CHILDREN (AFDC)

	FY 1993	
<u>PROGRAM PARTICIPATION</u>	STATE	U.S.
Average Monthly Caseload	205,435	4,951,301
Basic	160,571	4,622,000
UP	44,864	359,000
UP as % of Caseload	21.8%	7.2%
Average Number in AFDC Unit	1.9	2.9
% Caseload on More Than 3 Years	54.2%	46.5%
% Change in Caseload FY 1988-1993	11.9%	27.2%
AFDC Reciprocity Rate	5.1%	5.4%
% Change in AFDC Reciprocity FY 1988-1993	10.4%	24.2%
Food Stamp Reciprocity Rate-FY 1992	9.47%	9.95%
% AFDC Cases Receiving Housing Subsidies	19.2%	21.3%
% AFDC Cases With Earned Income	5.9%	7.4%
Number of JOBS Participants	27,605	541,995
Participation Rate	18.4%	17.0%
UP Participation Rate	N/A	N/A
JOBS Allocation	\$44,917,455	\$1,000,000,000
Grant Amount (Preliminary Data)	\$34,541,761	\$ 746,195,829
% of Allocation	76.9%	74.6%

## PENNSYLVANIA

## CHILD SUPPORT ENFORCEMENT

	STATE	U.S.
<u>Collections and Expenditures</u>	<u>FY 93</u>	<u>FY 93</u>
Total Collections (in millions)	\$814.4	\$8,907.3
AFDC/FC Collections (in millions)	\$124.5	\$2,416.3
NAFDC Collections (in millions)	\$689.9	\$6,491.1
Child Support Collections per Dollar of Total Admin. Expend.	\$9.09	\$3.97
Percentage Change in Total Real Collections since 1992	5.0%	11.8%
Total IV-D Caseload	884,525	17,110,468
Percent of IV-D Cases with Collections	38.2%	18.2%
Percent of IV-D Cases with Orders	60.3%	55.4%
Average Collection from Cases with Collections	\$3,049	\$3,833
Total Number of Paternities Established	29,246	554,204
Out-of-Wedlock Births-1991 (Sources/NCHS)	51,360	1,213,769
Percent of Paternities to Out-of-Wedlock Births	45%	46%

## PENNSYLVANIA

## FOSTER CARE

	FY 1993	FY 1994	U.S.
# Title IV-E Foster Care Children (a)	15,020	14,346	232,668
Total Foster Care Children	18,768	Not Available	444,000
Title IV-E Foster Care \$ (b) (in millions)	180.5	172.4	2.5 (billions)
Title IV-B FP/FS Services in \$		1.3 (in millions)	\$60 (millions)

- (a) The number of children represents a simple average of four (4) quarters which the States submit with their claims for reimbursement.
- (b) The numbers (IV-E Foster Care \$) represent the raw (unadjusted) claims, submitted by the States, for reimbursement by the Federal government. These costs are a proportion of the amount which States pay out in order to support a child in foster care.

PENNSYLVANIA

CHILD CARE AND DEVELOPMENT BLOCK GRANT (CCDBG)

	FY 1993	
	STATE	U.S.
Enrollment	8,827*	755,000*
\$ Grant (in thousands)	\$27,797	\$797,290

\* These data should be viewed in light of the fact that States have considerable latitude in spending their CCDBG funds (e.g., they may concentrate their funds on relatively fewer children and families, spread their funds to serve more children and families and/or blend Federal funding streams). Additionally, States have three years in which to expend their CCDBG funds.

PENNSYLVANIA

HEAD START

	FY 1994	
	STATE	U.S.
FUNDING (in thousands)	\$119,319	\$3,325,728
ENROLLMENT	25,531	740,465
% ELIGIBLE	39	38
# GRANTEES	53	1,405

January 24, 1995

PENNSYLVANIA

NATIVE AMERICAN PROGRAM

FY 1994			
STATE		U.S.	
NO. OF GRANTS	\$ AWARDED	NO. OF GRANTS	\$ AWARDED
0	0	259	34,997,412

PENNSYLVANIA

REFUGEE AND RESETTLEMENT PROGRAM

FY 1993		
ARRIVALS (a)	OBLIGATIONS (b) \$	EMPLOYMENT SERVICES (c)
3,616	5,088,890	2,687

- a/ Includes refugees, entrants, and Amerasian immigrants.
- b/ Includes (1) Social Services formula allocation, (2) Targeted Assistance formula allocation, and (3) Cash/Medical/Administration (CMA) funding for FY 1993. CMA includes Refugee Cash Assistance (RCA), Refugee Medical Assistance (RMA), aid to unaccompanied minors, and State administrative expenses.
- c/ Includes all refugees, entrants, and Amerasian immigrants enrolled in ORR-funded employment services in FY 1993.

## **STATE WELFARE POLICY**

Governor Ridge was inaugurated in January, 1995. At the time of this report, he has not proposed any changes to the state's welfare system.

The Pennsylvania JOBS program is called Single Point of Contact (SPOC) and was created in 1987 in response to the need to better coordinate the employment and training programs for welfare recipients which were offered by the Departments of Labor and Industry, Public Welfare and Education. SPOC is funded through the JOBS program, state legislation, the Job Training Partnership Act, and the Department of Education. SPOC is administered by the Department of Public Welfare in cooperation with the Departments of Labor and Industry and Education. SPOC is operated at the local level by: 1) JTPA; 2) County Assistance Offices; 3) Job Centers; and 4) Local Education Agencies. All of these components work together to provide employment and training activities to SPOC clients.

The activities offered to SPOC participants include: assessment, case management, life skills/peer support, literacy and basic education programs, GED and ESL training, vocational skills training, work experience, job readiness, and job search. All SPOC programs offer each participant at least twenty hours per week of activities.

### Approved Waivers - Pathways to Independence Project

Pennsylvania applied for federal waivers on February 18, 1994. HHS approved the demonstration project on November 3, 1994. The new program, scheduled to begin in April, 1995, is designed to help AFDC families move toward work and independence. The measures will establish mutual agreement, eliminate disincentives to work, strengthen families and support children, promote economic independence with a number of disregards and intensive case management, and simplify the process. Specific provisions in the waiver package include:

Participants in the demonstration will enter into a written Agreement of Mutual Responsibility intended to move individuals to employment. In the third month of employment, recipient families will receive a "Pathways benefit" consisting of an AFDC payment plus the cash equivalent of the family's Food Stamps allotment. The demonstration will also enact the following provisions intended to facilitate employment, reward work, and bring AFDC and Food Stamps requirements into conformity.

### AFDC only

- o Eliminate the following AFDC-UP eligibility and participation requirements: the 100-hour rule, connection to the labor force requirement, the 30 day unemployment prior to application condition, and principal wage earner criterion.
- o Provide AFDC assistance to full-time students through age 20 who attend secondary school or its equivalent level of vocational or technical training.
- o Revise the treatment of stepparent income to allow a deduction of 200 percent of the State's need standard.

- o Consider lump sum payments as resources rather than as income.
- o Eliminate the Applicant Test used to determine eligibility for the \$30 and one-third disregard.
- o Exclude income tax refunds as income and as a resource when determining eligibility and benefit amount.
- o Pay the cost of child care directly to the provider up to the established local market rate ceiling.
- o Provide Transitional Child Care up to 12 months to families who become ineligible due to earned income and whose gross income does not exceed 235 percent of the poverty line.
- o Provide case management during the 12 months after assistance is terminated due to earned income.

#### AFDC and Food Stamps

- o Replace the current AFDC earned income and Food Stamps deductions with a deduction of \$200 plus 30 percent of the remainder for participants who have had earned income for two consecutive months.
- o Eliminate the Gross Income Test and determine eligibility based on the family's net income in relation to the applicable net monthly income limit for Food Stamps and the state payment standard for AFDC.
- o Exclude the equity value of one vehicle up to \$7,500 when determining the family's countable resources.
- o Exclude as a resource funds up to \$10,000 deposited into retirements accounts such as IRAs, KEOUGHS, and 401K plans.
- o Exclude as a resource funds deposited into savings accounts to be established for each household member for educational purposes.
- o Increase the resource limit for applicants to \$2,000 until the third consecutive month in which the family has earnings from employment, after which they may accumulate resources up to \$5,000.

#### Food Stamps only

- o Add the cash equivalent of the family's Food Stamp allotment to the AFDC payment to create a single cash payment for participants who have had two consecutive months of earned income.
- o Exempt the \$50 child support pass-through as income when determining the amount of the Food Stamp benefit.

## Medicaid

- o Provide Extended Medical Coverage for up to 12 months when assistance is terminated due to income from child support.
- o Provide Extended Medical Coverage for up to 12 months to families whose assistance is terminated due to earned income as long as their income does not exceed 235 percent of the poverty line.
- o Provide Extended Medical Coverage for up to 12 months to families whose assistance is terminated due to earned income regardless of whether the family received AFDC in at least three months during the six months preceding termination of benefits.

## Other Waiver Activity

### **Waivers Pending:**

On December 29, 1994, the state submitted a waiver application to exempt as resources college savings bonds and funds in savings accounts earmarked for vocational or secondary education and disregard interest income earned such accounts. However, the state recently informed HHS that they may be able to implement their program without waivers.

### **School Attendance Improvement Program: In 7 sites, would:**

- o Require children 8 to 18 years old in AFDC families to meet a school attendance requirement or be subject to a fiscal sanction.
- o Require parents to consent to the release of school attendance records to the IV-A agency or face denial or termination of AFDC benefits.

### **Status**

Application received September 12, 1994.

Proposed implementation date: August 28, 1995.

### **Potential Waiver Applications:**

ACF received a draft paper of a potential waiver application, on October 1, 1993, that would budget income prospectively for applicants and recipients during the first two months with earnings and in the months after earned income stops.

## MODEL PROGRAMS

### *Harrisburg Area Community College Job Link Program*

**CONTACTS:** Nora Baldini, HACC Program Manager, 717/780-2663  
Steve Brawley, State Project Director, 814/863-4558

**LOCATION:** Harrisburg Area Community College  
Hall Technology Room 125, One HACC Drive  
Harrisburg, PA 17110-2999

**MISSION:** to provide businesses with trained, entry-level employees and to increase business involvement in, and use of, state funded employment and training systems.

HACC's Job Link program is small in scale but has had great success in placing AFDC recipients into higher-paying, nontraditional fields of work. The program interacts closely with private business in training participants for jobs that exist.

**SUMMARY:** Job Link is a state and federally funded training program whose funds are awarded to local education agencies such as school districts, vocational technical schools, colleges and universities. The program is designed to pay for training in basic workplace skills, refresher math and english, technical training, problem solving and a wide range of company specific training needed by participating employers. Training can be conducted by the school, company trainers, or any combination of the two.

The local education agencies are contracted by the State to provide training. These agencies administer the training project based on the companies' training needs and complete all administrative tasks. Due to State regulation, training is funded for companies whose primary business falls in the categories of manufacturing, industrial work, agriculture or research and development. Participating companies must be projecting an increase in their total employment by the time that the training program is completed. The Ben Franklin Technology Center works with the participating schools, businesses, service delivery areas and county assistance offices to coordinate the application process and the delivery of services.

Participating companies commit to hire a specific number of trainees who successfully complete the training to the standards of the employer and the school. Job Link pays for 100% of the training costs, and upon hiring training graduates, companies can take advantage of State tax credits for each employee hired.

The Harrisburg Area Community College program ran its first phase from January 1, 1992 to June 30, 1992. This phase focused on developing non-traditional training for women in trades and related fields and offered skill training in machining to these participants. The program continued from July, 1992 to June, 1993 and has been refunded for July, 1993 through June, 1994.

The Harrisburg program is designed for 2-6 month training segments. In addition to vocational skills, remedial English and math, job readiness, and basic life skills are offered. The program targets AFDC recipients and Single Point of Contact (SPOC) participants. Job Link works closely with the local county assistance office to identify clients. A complete orientation, pre-testing and screening process is followed prior to enrollment into the program. Support services are provided by county assistance offices and the service delivery area provider.

**RESULTS:** Although the program is relatively small scale, as of December, 1993, the HACC program reached 100 percent of its goal in enrollment and termination rate. From July 1992 through June 1993, Job Link served 20 people, 14 of whom entered full-time employment. From July 1993 through December 1993, 11 people entered the program, 8 of whom were placed in employment. The employment placement rate averages over 70 percent for this time period, with women entering the trade fields where their average hourly rate is \$6.70. The retention rate is at 90 percent.

## ***District 1199C Training and Upgrading Fund***

**CONTACT:** Cheryl Feldman, Learning Ctr Coordinator  
215/592-8321

**LOCATION:** 1217 Sansom St., 3rd Floor  
Philadelphia, PA 19107

**GOAL:** to upgrade displaced workers and to train hard-to-place unemployed individuals through training programs and placement services in fields where jobs actually exist.

This project is unique, not for its employment placement rate, but for its involvement of private employers and union members in the career training of both other members and also non-member low-income individuals.

**SUMMARY:** The District 1199C Training and Upgrading Fund has offered a variety of training programs to displaced union members and low-income community residents for the past twenty years. Although the program's focus has been on educating clients for careers in the health care industry, the program has just begun to integrate employment services into the educational component for the Transitionally Needy and Dislocated Worker programs this year. Before this past year, participants were not linked to jobs, they simply completed training programs. No employment placement results exist yet for the past program year, when the employment link was created. The program has a success rate of approximately 80 percent for clients completing the program. The training programs offered include:

- \* **Adult Basic Education/GED Classes:** Part-time classes meeting two sessions per week for 3 hours per session. Classes are geared to assisting students to upgrade basic English and math classes as well as prepare for the GED. This is funded by a Pennsylvania state grant and has no eligibility requirements.
- \* **Transitionally Needy/Nursing Aide Program:** Full-time, 16 week program which includes academic coursework followed by nursing aide training (classroom and clinical). Successful participants will take the nurse aide certification test and receive assistance in job placement in the nursing home industry. To be eligible non-member participants must have received cash assistance at some point within the last year and must be on or eligible for food stamps. In exchange for a strong commitment on the part of the client, case management and job placement services are provided along with a stipend (equal to the participant's cash grant amount) that is dependent upon attendance. Special allowances are available for transportation, books, uniforms and supplies for clinical training.
- \* **Dislocated Worker/Nursing Aide and MH/MR Technician Training:** Full-time, 14 week program which includes academic coursework followed by training as either a nursing aide or mental health/mental retardation technician. Successful participants will take the appropriate certification test and receive assistance in job placement.
- \* **Pre-Allied Health:** Full-time, 16 week program which focuses on upgrading basic academic skills in math and English, introducing students to the basic health sciences (biology, microbiology, chemistry and anatomy) and using the computer for word processing. Students receive counseling to assist them in planning short-term and long-term career goals in health care and choose a job training, vocational or college program to enter upon graduation. This is a Private Industry Council program.

**SCOPE:** The District program averages participation rates for nonmember community residents of approximately 90 students for each 6-month Adult Basic Education program, approximately 60 students per year in the Pre-Allied Health program, 35 per year in the Transitionally Needy program, and 60 per year in the Dislocated Worker program.

**FUNDING:** Job-training money, contributed by employers, has been part of 1199C's negotiated contracts since the union was organized in 1974. Employers contribute 1 1/2 percent of gross payroll to fund services for union members. Other grants fund services for non-member community residents.

## PRESS REPORT

*Philadelphia Inquirer* 215/854-2000

Circulation: 498,626 as of 1994

Key reporters: Marjorie Valbrun  
Wanda Motley  
Karen Schneider from the Inquirer's Washington Bureau

Key editorial writer: Jane Eisner, Deputy Editor of the Editorial Page

Coverage: The *Inquirer* has had some significant coverage of welfare reform. The paper has printed articles that highlight Pennsylvania's Single Point of Contact/federal JOBS program, that look closely at the child support enforcement system and its flaws, and that present various viewpoints, conservative and liberal, on the current national welfare reform debate. The editorial board seems to support Clinton's vision for welfare reform and urge that it be done well and soon.

*Pittsburgh Post-Gazette* 412/263-1100

Circulation: 275,200 as of 1994

Key reporter: No one in particular; uses mostly wire articles

Key editorial writer: Jane Blotzer

Coverage: The *Post-Gazette* has not had very much coverage of welfare reform over the last year. Its news coverage comes mostly from wire articles, but it does have an editorial writer assigned to the topic. Because of the lack of basic coverage, however, the paper does not highlight any particular programs or contacts as players within the state on the issue.

***Philadelphia Daily News* 215/854-2000**

**Circulation:** 196,715 as of 1994

**Key reporter:** No one in particular; our contact would be Jackie Jones, Metro Editor

**Key editorial writer:** Carol Towarnicky

***Allentown Morning Call* 215/820-6500**

**Circulation:** 137,108 as of 1994

**Key reporter:** Margie Peterson  
Pete Leffler, from DC bureau, 202/638-2523

**Key editorial writer:** No one in particular; our contact would be Van Cavett, Editorial Page Editor

## **PRIMARY STATE CONTACTS**

### Congress

Senator Rick Santorum (R) (co-author of the Personal Responsibility Act)  
Rep. Bill Goodling (R), Chairman, Economic and Educational Opportunities Committee  
Rep. James Greenwood (R), Economic and Educational Opportunities Committee  
Rep. Phil English (R), Subcommittee on Human Resources, Ways and Means Committee  
Rep. William Coyne (D), Ways and Means Committee

### State Government

Governor Ridge, 717/787-2121  
David Florey, Department of Public Welfare, JOBS program contact, 717/787-8613

Note: As of this report it is unclear what staff changes Governor Ridge will make.

### Advocacy Community

Amy Hirsch, Community Legal Services, 215/227-2400  
Deborah Freedman, Community Legal Services, 215/227-2400  
Cheri Honkala, Kensington Welfare Rights Union, 215/634-5690  
Jo Anne Schneider, Institute for the Study of Civic Values, 215/238-1434  
Dina Schlossberg, Regional Housing Legal Services, 215/572-7300  
Dabney Miller, The Women's Law Project, Philadelphia

### Press

Jane Eisner, editorial writer, Philadelphia Inquirer, 215/854-2000  
Jane Blotzer, editorial writer, Pittsburgh Post-Gazette, 412/263-1100  
Marjorie Valbrun, reporter, Philadelphia Inquirer, 215/854-2000  
Wanda Motley, reporter, Philadelphia Inquirer, 215/854-2000  
Carol Towarnicky, editorial writer, Philadelphia Daily News, 215/854-2000  
Margie Peterson, reporter, Allentown Morning Call, 215/820-6500  
Van Cavett, Editorial Page Editor, Allentown Morning Call, 215/820-6500  
Pete Leffler, DC bureau, Allentown Morning Call, 202/638-2523



January 24, 1995

**TEXAS**

**DEMOGRAPHICS**

	STATE	U.S.	RANK
Population (1993)	18,031,000	257,908,000	3
Child Population (1990)	4,858,000	63,924,000	
Percent of Population that are Children (<18)	28.6%	25.7%	
Per Capita Personal Income (1992)	\$17,892	\$19,841	
Poverty Rate			
1993	17.8%	14.5%	
1990	13.9%	13.3%	
1983	15.7%	15.2%	
1979	14.7%	11.7%	
% Point Change in Rate (1979-1993)	3.1%	2.8%	
Child Poverty Rate (1993) 5 to 17 years old	22.9%	20.8%	
Unemployment Rate (1992)	7.5%	7.4%	
FMAP	64.44%	55%	

**AID TO FAMILIES WITH DEPENDENT CHILDREN (AFDC)**

	FY 1993	
FINANCIAL DATA	STATE	U.S.
Total AFDC Expenditures	\$613,304,000	\$25,371,883,000
Benefit Payments	\$533,764,000	\$21,553,082,000
Administrative Expenditures	\$ 14,979,000	\$ 2,819,801,000
AFDC Grant (Mother-3 children-0 income)	\$184	\$365
AFDC Benefits as % of 1993 Poverty Threshold	19.0%	38.0%
Food Stamp Benefits—Jan. 1994	\$295	\$295
Combined Benefits—Jan. 1994	\$479	\$661
Combined as % of 1993 Poverty Threshold	50%	69%
% Change in AFDC Benefits Since 1990	0	-1.3%
QC Error Rate (1991)	8.03	4.96

January 24, 1995

TEXAS (continued)

**AID TO FAMILIES WITH DEPENDENT CHILDREN (AFDC)**

<b>PROGRAM PARTICIPATION</b>	<b>FY 1993</b>	
	<b>STATE</b>	<b>U.S.</b>
Average Monthly Caseload	278,637	4,981,301
Basic	270,821	4,622,000
UP	7,836	359,000
UP as % of Caseload	2.8%	7.2%
Average Number in AFDC Unit	2.9	2.9
% Caseload on More Than 2 Years	32.1%	46.5%
% Change in Caseload FY 1988-1993	56.9%	27.2%
AFDC Reciprocity Rate	4.3%	5.4%
% Change in AFDC Reciprocity FY 1988-1993	49.2%	24.8%
Food Stamp Reciprocity Rate-FY 1993	13.90%	9.95%
% AFDC Cases Receiving Housing Subsidies	26.4%	21.3%
% AFDC Cases With Earned Income	5.6%	7.4%
Number of JOBS Participants	23,953	541,995
Participation Rate	12.8%	17.0%
UP Participation Rate	N/A	N/A
JOBS Allocation	\$48,208,133	\$1,000,000,000
Grant Amount (Preliminary Data)	\$37,306,964	\$ 746,195,829
% of Allocation	77.4%	74.6%

## TEXAS

## CHILD SUPPORT ENFORCEMENT

	STATE	U.S.
	FY 93	FY 93
<u>Collections and Expenditures</u>		
Total Collections (in millions)	\$309.5	\$8,907.3
AFDC/FC Collections (in millions)	\$66.2	\$2,416.3
NAFDC Collections (in millions)	\$243.3	\$6,491.1
Child Support Collections per Dollar of Total Admin. Expend.	\$2.31	\$3.97
Percentage Change in Total Real Collections since 1992	23.2%	11.8%
Total IV-D Caseload	753,663	17,110,468
Percent of IV-D Cases with Collections	14.1%	18.2%
Percent of IV-D Cases with Orders	35.7%	55.4%
Average Collection from Cases with Collections	\$2,917	\$2,855
Total Number of Paternities Established	30,002	554,205
Out-of-Wedlock Births-1991 (Source:NCHS)	56,528	1,213,769
Percent of Paternities to Out-of-Wedlock Births	53%	46%

## TEXAS

## FOSTER CARE

	FY 1993	FY 1994	U.S.
# Title IV-E Foster Care Children (a)	4,920	5,461	232,668
Total Foster Care Children	10,613	Not Available	444,000
Title IV-E Foster Care \$	72.2 (in millions)	76.7 (in millions)	2.5 (billions)
Title IV-B FP/FS Services in \$		5.4 (in millions)	\$60 (millions)

(a) The number of children represents a simple average of four (4) quarters which the States submit with their claims for reimbursement.

(b) The numbers (IV-E Foster Care \$) represent the raw (unad)usted) claims, submitted by the States, for reimbursement by the Federal government. These costs are a proportion of the amount which States pay out in order to support a child in foster care.

TEXAS

CHILD CARE AND DEVELOPMENT BLOCK GRANT (CCDBG)

	FY 1993	
	STATE	U.S.
Enrollment	57,919*	755,000*
\$ Grant (in thousands)	\$74,989	\$797,290

\* These data should be viewed in light of the fact that States have considerable latitude in spending their CCDBG funds (e.g., they may concentrate their funds on relatively fewer children and families, spread their funds to serve more children and families and/or blend Federal funding streams). Additionally, States have three years in which to expend their CCDBG funds.

TEXAS

HEAD START

	FY 1994	
	STATE	U.S.
FUNDING (in thousands)	\$213,394	\$3,325,728
ENROLLMENT	51,521	740,465
% ELIGIBLE	29	38
# GRANTEES	71	1,405

January 24, 1995

TEXAS

NATIVE AMERICAN PROGRAM

STATE	FY 1994		U.S.	
	NO. OF GRANTS	\$ AWARDED	NO. OF GRANTS	\$ AWARDED
0	0	239	34,997,412	

TEXAS

REFUGEE AND RESETTLEMENT PROGRAM

ARRIVALS (a)	FY 1993		EMPLOYMENT SERVICES (c)
	OBLIGATIONS (b) \$		
5,569	5,509,130		5,556

- a/ Includes refugees, entrants, and Amerasian immigrants.
- b/ Includes (1) Social Services formula allocation, (2) Targeted Assistance formula allocation, and (3) Cash/Medical/Administration (CMA) funding for FY 1993. CMA includes Refugee Cash Assistance (RCA), Refugee Medical Assistance (RMA), aid to unaccompanied minors, and State administrative expenses.
- c/ Includes all refugees, entrants, and Amerasian immigrants enrolled in ORR-funded employment services in FY 1993.

Governor Bush is currently promoting his "Independence Plan for Texas Families," a package he said combines compassion with a firm nudge away from dependence on a government check. Most of Governor Bush's proposals would require federal waivers, permission from the federal government, or changes in state law. His initiative to get Texans off welfare includes:

- Limiting welfare benefits to two years.
- Requiring participating mothers to identify the father of each child benefiting from the system.
- Limiting benefits to those who have additional children while on welfare.
- Requiring able-bodied welfare recipients to get a job, attend school or train for work.
- Requiring all welfare recipients to sign an "Independence Contract" and guarantee they will take steps to improve themselves.
- A get-tough approach to child support collection, including revoking all state licenses - including driver's, professional and hunting - issued to parents who are behind in child support payments.

State Comptroller, John Sharp (D), introduced a welfare reform bill in the state legislature on January 6, 1995. Among Mr. Sharp's recommendations: establish a two-year pilot project of 10,000 recipients and limit them to 24 months of payment over a lifetime; require AFDC mothers who have additional children to identify the father in order to get additional benefits; require welfare parents to enter an employment-training program known as JOBS after a child is a year old; require noncustodial parents to attend job training and education classes; eliminate rules that discourage marriage for low-income couples; increase child-support enforcement efforts; use education, training and employment funds to help teen parents stay in school and off welfare; and use automated fingerprint imaging to prevent duplication of benefits and reduce welfare fraud. Governor Bush welcomed the Comptroller's proposal but said that he wants the two-year time limit to be implemented statewide

Welfare reform was an important issue in the recent Governor's race. The restoration of "personal responsibility" was an early theme of George W. Bush's campaign, and Bush considers himself a follower of Charles Murray's writings.

Texas is one of five states running a food stamp/employment training demonstration program as authorized by the Mickey Leland Bill. The program was authorized in 1992 and will run through September 1996. The goal of the demonstration is to integrate JOBS and food stamp education and training.

The ACF Regional Office staff indicate that the State staff are considering submission of a waiver application (as of September, 1994).

Two waiver requests were received in the end of 1993, but were terminated in April 1994. The first waiver would have extended AFDC benefits to two-parent families without regard to labor force attachment or number of hours worked. The second waiver would have replaced current earned income disregards for AFDC families headed by teen parents with fill-the-gap earned income disregard. The reviews were terminated because the state would not accept the cost neutrality provisions.

## ***JOBS NOW Program at the Women's Center of Tarrant County***

**CONTACT:** Karen Perkins  
817/927-4050

**LOCATION:** PO Box 11880  
Fort Worth, TX 76110

**MISSION:** To provide services to people in search of jobs. The services include skill assessment, career counseling, classes in goal setting and self-motivation, and information about job openings in companies which have come to JOBS NOW for employees.

**SUMMARY:** JOBS NOW provides a job coach who helps with skill assessment and job search. People in JOBS NOW participate in a 36 hour classroom training sequence which teaches them how to look for, get, and keep a job.

While JOBS NOW has an extensive listing of job openings because of the good reputation which they have built up with local businesses, participants in the program must develop their job search skills and are required to bring in 10 new job leads each day, based upon their areas of interest.

JOBS NOW has built up a good relationship with local employers. Businesses now come to JOBS NOW for new employees because they know they will be provided with a trained and screened person. Local employers also come to JOBS NOW and conduct classes about what they want and expect from employees.

JOBS NOW staff follow up with people who are hired for 5 months to help them adjust to a new work environment and to help make sure that people are able to hold on to the jobs they find.

**SCOPE:** JOBS NOW is conducted at three locations and the total number of people served last year was 650.

**EVALUATION:** 650 people participated in JOBS NOW training last year and over 83% of those people obtained jobs. Most of the people who obtained jobs were able to keep them. The jobs which people move into pay on average, between \$6 an hour and \$8.78 an hour, depending on the region. Within this group there were 46 AFDC recipients, 29 of whom found employment, which is a 63% success rate.

**FUNDING:** United Way, grants, private contributions, welfare to work.

This is an excellent program but it is important to note that the Womens' Center of Tarrant County, which sponsors it, *may* be a bit critical some of the aspects of the Clinton welfare reform plan. They are fine with the idea that people should take entry level jobs, as long as those people have an eighth grade reading level. They don't think people should have tons of job training. Once someone can read, all they need is to be taught to have a work ethic and how to be self-motivated so that they can advance later. JOBS NOW trains people to look for their own jobs and how to network in the field in which they are interested. JOBS NOW also does job readiness and job referrals. The program has built up a very good reputation and actually has businesses come to them for workers because the program prepares people to be good employees.

# ***Project Self Sufficiency at Whispering Oaks, of the Women's Center of Tarrant County***

**CONTACT:** Karen Perkins  
(817) 927-4006

**LOCATION:** 1723 Hemphill  
Fort Worth, Texas

**MISSION:** To help low income mothers solve the problems that keep them unemployed or underemployed, find jobs and eventually earn enough money to become economically self-sufficient.

**SUMMARY:** Project Self Sufficiency makes a long-term commitment to help women overcome barriers and move toward a final goal of self-sufficiency. In order to enter the program, a person must first attend 30 hours of basic skills classes, through which she demonstrates a commitment to bettering her situation. Working with the Project staff, women assess their skills and the practical and emotional barriers they must overcome to reach self-sufficiency. The program helps each woman to define her own goals and figure out how to achieve them.

At the Center, through classes and/or counseling, women can address issues including rape crises, sexual violence, and poverty. The Center also helps people find the education and skills training classes they need. The Women's Center also operates JOBS NOW, an extremely successful job readiness and placement program which women in PSS can participate in.

In conjunction with the Forth Worth Housing Authority, the project has a new and unique component which provides project participants with public housing. At the Whispering Oaks housing project, all the residents must participate in PSS as a condition of their lease. Many of the services available at the Women's Center are also available at Whispering Oaks including GED classes.

**SCOPE:** The program used to serve 75 people a year when it was receiving JTPA funding. However, the number of women currently involved in program at the Women's Center cite is 40 and at Whispering Oaks cite, all 77 tenants are in the program.

**EVALUATION:** Because only people with numerous barriers to self-sufficiency, (low reading levels, emotional problems, numerous children) are allowed to enroll in PSS, it is extremely rare that they can just get a GED or complete a training course and immediately be hired in a job which pays \$7-\$8 an hour and leads to self sufficiency. Therefore, Project Self Sufficiency has developed a sophisticated computer program to monitor each clients successes as they move through many benchmarks. They monitor how many women complete the goals in their self-sufficiency plans, how many find jobs, how many are able to get their benefit levels reduced, etc. Participants are monitored until they reach self-sufficiency, unless they drop out of the program. Last year 4 people reached their targeted reading and math competency levels, 4 obtained GED's, 26 obtained employment, 12 upgraded wages, 44 had their government subsidies reduced, and 2 achieved total self-sufficiency.

**FUNDING:** The Women's Center is a United Way organization. Project Self Sufficiency used to get JTPA funds but because of some JTPA requirements, the program now declines those funds. That is why the number of people participating the program had to be reduced. The program also has - grants and solicits contributions from the community.

Project Self Sufficiency is a program of the Women's Center of Tarrant County. The Center has short-term programs to move people into work (see JOBS NOW) and a long term program, PSS, which provides assistance to women with very low literacy levels and many obstacles to employment, as they work to achieve self-sufficiency. The program, in conjunction with the Housing Authority, also provides the women with housing at a new housing project, as long as they work toward self-sufficiency with the support of the services provided by PSS.

## **PRESS REPORT**

***DALLAS MORNING NEWS***  
**(214) 977-8222**

Circulation: 479,215 as of 1994

Key Reporters: George Rodrique (Washington Bureau)  
Jonathan Eig

Coverage: The Dallas Morning News has not had a lot of coverage on welfare reform. The paper does frequently reprint articles by major syndicated columnists, including William Raspberry, George Will and Mickey Kaus. During the Governor's election, the paper came out in support of Bush's welfare reform plans, calling them "lean and progressive". Recently George Rodrique has been increasing his coverage of the welfare reform debate in Washington, D.C., specifically writing about orphanages and state flexibility. In editorials printed in January, 1995, the paper has supported the idea of expanded state flexibility.

***HOUSTON CHRONICLE***  
**(713) 220-6671**

Circulation: 419,759

Key Reporters: Bennett Roth (Washington Bureau)  
Tony Freemantle  
Kim Cobb

Coverage: The Houston Chronicle has increased coverage of welfare reform issues recently. Several articles have been focused on welfare reform initiatives in states around the country. There also have been stories summarizing the various proposed legislation for national reform.

***HOUSTON POST***  
**(713) 840-5600**

Circulation: 300,121 as of 1994

Key Editorial Writer: Robert C. Newberry

Coverage: In the past, the Post has fiercely state proposals that sought to balance the budget with draconian cuts in funding for social services, including AFDC.

## PRIMARY STATE CONTACTS

### Congress

**Senator Phil Gramm (R),**

**Representative Armey (R), Majority Leader**

**Representative Archer (R), Chairman, Ways and Means Committee**

**Representative Johnson (R), Ways and Means Committee, and  
Economic and Educational Opportunities Committee**

**Representative Green (D), Postsecondary Education, Training and Life-Long  
Learning Subcommittee, Economic and Educational Opportunities Committee**

### State Government

**Governor Bush, 512\463-2000**

**Ellen Skinner, Director, Self Support Services (512) 450-4138**

### Press

**Robert C. Newberry, Editorial Staff of the Houston Post, (713) 840-5600**

### Advocacy Community

**Diane Stewart, Center for Public Policy in Austin, (512) 320-0222**

**Karen Perkins, Women's Center of Tarrant County, (817) 927-4006**

January 24, 1995

**VERMONT**

**DEMOGRAPHICS**

	STATE	U.S.	Rank
Population (1993)	576,000	257,908,000	49
Child Population (1990)	144,000	63,924,000	
Percent of Population that are Children (<18)	25.6%	25.7%	
Per Capita Personal Income (1992)	\$18,834	\$19,841	
Poverty Rate			
1992	10.4%	14.5%	
1990	10.9%	13.5%	
1983	15.6%	15.2%	
1979	12.0%	11.7%	
% Point Change in Rate (1992-1979)	-1.6%	2.8%	
Child Poverty Rate (1993) 5 to 17 years old	14.2%		
Unemployment Rate (1992)	6.6%	7.4%	
FMAP	59.88%	55%	

**AID TO FAMILIES WITH DEPENDENT CHILDREN (AFDC)**

	FY 1993	
	STATE	U.S.
<b>FINANCIAL DATA</b>		
Total AFDC Expenditures	\$70,822,000	\$25,372,883,000
Benefit Payments	\$63,878,000	\$12,553,082,000
Administrative Expenditures	\$ 4,944,000	\$ 2,819,801,000
AFDC Grant (Mother-3 children-0 income)	\$638	\$365
AFDC Benefits as % of 1993 Poverty Threshold	67.0%	38.0%
Food Stamp Benefit—Jan. 1994	\$205	\$295
Combined Benefits—Jan. 1994	\$843	\$661
Combined as % of 1993 Poverty Threshold	88.0%	69%
% Change in AFDC Benefits Since 1992	-5.2%	-1.6%
QC Error Rate (1991)	1.96%	4.96

January 24, 1995

VERMONT (continued)

**AID TO FAMILIES WITH DEPENDENT CHILDREN (AFDC)**

<b>PROGRAM PARTICIPATION</b>	<b>FY 1993</b>	
	<b>STATE</b>	<b>U.S.</b>
Average Monthly Caseload	10,009	4,981,301
Basic	8,582	4,623,000
UP	1,427	359,000
UP as % of Caseload	14.3%	7.2%
Average Number in AFDC Unit	3.0	2.9
% Caseload on More Than 3 Years	47.1%	46.5%
% Change in Caseload FY 1992-1988	40.7%	27.2%
AFDC Reciprocity Rate	4.9%	5.4%
% Change in AFDC Reciprocity FY 1992-1988	43.7%	24.8%
Food Stamp Reciprocity Rate-FY 1993	9.47%	9.95%
% AFDC Cases Receiving Housing Subsidies	23.5%	23.0%
% AFDC Cases With Earned Income	12.8%	7.4%
Number of JOBS Participants	2,067	541,995
Participation Rate	15.6%	17.0%
UP Participation Rate	N/A	N/A
JOBS Allocation	\$3,186,616	\$1,000,000,000
Grant Amount (Preliminary Data)	\$3,902,094	\$ 746,195,829
% of Allocation	91.1%	74.6%

## VERMONT

## CHILD SUPPORT ENFORCEMENT

	STATE	U.S.
	FY 93	FY 93
<b><u>Collections and Expenditures</u></b>		
Total Collections (in millions)	\$15.8	\$8,907.3
AFDC/FC Collections (in millions)	\$7.6	\$3,416.3
NAPDC Collections (in millions)	\$8.2	\$6,491.1
Child Support Collections per Dollar of Total Admin. Expend.	\$3.06	\$3.97
Percentage Change in Total Real Collections since 1992	\$17.1%	11.8%
Total IV-D Caseload	21,592	17,110,468
Percent of IV-D Cases with Collections	38.5%	18.1%
Percent of IV-D Cases with Orders	74.7%	55.4%
Average Collection from Cases with Collections	\$1,905	\$2,855
Total Number of Paternity Establishments	1,065	554,105
Out-of-Wedlock Births-1991 (Source: NCHS)	1,311	1,213,769
Percent of Paternity to Out-of-Wedlock Births	58.8%	46%

## VERMONT

## FOSTER CARE

	FY 1993	FY 1994	U.S.
# Title IV-E Foster Care Children (a)	(Data not available)	907	333,668
Total Foster Care Children	(Data not available)	Not Available	444,000
Title IV-E Foster Care \$ (b)	6.65 (in millions)	8.0 (in millions)	2.5 (billions)
Title IV-B FF/FS Services in \$		105.5 (in thousands)	\$60 (millions)

- (a) The number of children represents a simple average of four (4) quarters which the States submit with their claims for reimbursement.
- (b) The numbers (IV-E Foster Care \$) represent the raw (unadjusted) claims, submitted by the States, for reimbursement by the Federal government. These costs are a proportion of the amount which States pay out in order to support a child in foster care.

VERMONT

CHILD CARE AND DEVELOPMENT BLOCK GRANT (CCDBG)

	FY 1993	
	STATE	U.S.
Enrollment	8,725 *	753,000*
\$ Grant (in thousands)	\$1,432	\$797,290

\* These data should be viewed in light of the fact that States have considerable latitude in spending their CCDBG funds (e.g., they may concentrate their funds on relatively fewer children and families, spread their funds to serve more children and families and/or blend Federal funding streams). Additionally, States have three years in which to expend their CCDBG funds.

VERMONT

HEAD START

	FY 1994	
	STATE	U.S.
FUNDING (in thousands)	\$5,957	\$3,325,728
ENROLLMENT	1,271	740,465
% ELIGIBLE	45	38
# GRANTEES	6	1,405

January 24, 1995

VERMONT

NATIVE AMERICAN PROGRAM

STATE	FY 1994		U.S.
	NO. OF GRANTS	\$ AWARDED	
	0	0	259
			34,997,412

VERMONT

REFUGEE AND RESETTLEMENT PROGRAM

ARRIVALS (a)	FY 1993		EMPLOYMENT SERVICES (c)
	OBLIGATIONS (b) \$		
248	295,521		225

- a/ Includes refugees, entrants, and Amerasian immigrants.
- b/ Includes (1) Social Services formula allocation, (2) Targeted Assistance formula allocation, and (3) Cash/Medical/Administration (CMA) funding for FY 1993. CMA includes Refugee Cash Assistance (RCA), Refugee Medical Assistance (RMA), aid to unaccompanied minors, and State administrative expenses.
- c/ Includes all refugees, entrants, and Amerasian immigrants enrolled in ORR-funded employment services in FY 1993.

## STATE POLICY

Vermont is currently restructuring its welfare system. In order to determine what initiatives are successful, the state is conducting a statewide project. Welfare recipients are divided into three groups. The first group consists of 20% of the welfare caseload who are subject to the rules of the pre-waiver system. The second group includes 20% of the caseload who are receiving enhanced benefits and additional transitional support. The majority of the caseload, 60%, make up the third group or experimental group. The recipients in the third group receive the enhanced benefits and additional support services, and in addition their welfare benefits are time limited. After 30 months, if a recipient of the third group has not found a private sector job, they are required to take subsidized employment.

Vermont's JOBS program is called Reach-Up. The program is innovative in its case management of recipients and also in its information management system. The state works in partnerships with various community based programs and state postsecondary education institutions to provide the best case management for the welfare recipients. For example, minor parents are sent initially to Parent-Child Centers, where their needs are assessed and they are then referred to appropriate job and child rearing training programs. In order to promote recipients to pursue their education, the state has agreements with all of the state colleges to have case management on campus. Since these case managers may not be in one office or even city, the state has instituted an information management system called ACCESS. ACCESS allows case managers and welfare workers to go on-line to track welfare recipients' case histories and update their records.

### Waivers Approved - Family Independence Project (FIP)

Vermont's waiver application was received on October 27, 1992. HHS approved the state's program on April 12, 1993. Specific provisions included in the waiver are:

#### AFDC Related

- o Provide a permanent earned income disregard of \$150 (which includes the current \$90 work expense disregard) plus 25 percent of remaining gross income.
- o For AFDC-UP cases, eliminate the 30-day unemployment and the six-quarter work history requirement and the 100-hour definition of employment.
- o Require that parents in AFDC and AFDC-UP cases who have not obtained unsubsidized employment participate in subsidized community service jobs beginning after the 30th month of receipt of assistance for AFDC-Basic cases and after the 15th month for AFDC-UP cases.
- o Require parents whose youngest child is under one-year old to participate in JOBS.

- o Disregard the value of cash assets from earnings previously counted as income when determining continued eligibility for AFDC; disregard the value of one automobile when determining AFDC eligibility; disregard JTPA stipends.
- o Require pregnant and parenting minors, including those under age 16, to attend school or an appropriate alternative education or training activity.
- o Require minor parents and pregnant minors to live with their parents or an alternative approved, supervised living arrangement.
- o Exclude parental income in the determination of eligibility and benefits of minor parents and the minor's children.
- o Provide AFDC benefits to families in which the dependent child is not related to the caretaker.

#### Child Support Related

- o Disburse all current child support payments collected within a calendar month directly to the AFDC family in a subsequent month and count payments in excess of the \$50 pass-through as income in calculating the AFDC grant.

#### Food Stamps Related - for Public Assistance Households

- o Disregard the value of cash assets from earnings previously counted as income when determining continued eligibility for Food Stamps; and exclude the value of one automobile per household in determining Food Stamp eligibility.
- o Provide for similar rules under the AFDC and Food Stamp program by disregarding the \$50 child support "pass-through" in the calculation of Food Stamp benefits.
- o Continue Food Stamp benefits when a family is sanctioned under AFDC for failure to meet the work requirement and not require that they participate in Food Stamp employment and training requirements.

#### Medicaid Related

- o Continue transitional Medicaid coverage for working families for an additional 24 months after the initial 12-month transitional coverage period as long as family income does not exceed 185 percent of the poverty line.

## MODEL PROGRAMS

### *DADS (Diapers, Autos, Daughters and Sons) - Addison County Parent Child Center*

**CONTACT:** Jordan Engler  
Addison County Parent-Child  
Center  
Middlebury, VT  
(802) 388-3171

**PURPOSE:** To recognize the importance of fathers by teaching teenage fathers child-rearing skills, providing job training, and promoting work.

**SUMMARY:** The DADS program was added to the Addison County Parent-Child Center curriculum five years ago because of a perception among staff workers that "parent" was coming to mean exclusively "mother". The program received a federal grant to develop a program to work on getting fathers involved. To break the cycle of fathers not having money and therefore not participating in their children's lives, the DADS program offered the participants jobs cleaning the exteriors and interiors of cars through Dad's Detailing, a small business operated out of a local garage. They earn a stipend of \$25 a week, which is not deducted from other benefits they are receiving.

In addition to the work component of the program, DADS also includes a education and child care component. The fathers come to the Center 20 hours a week. They spend half of the day in group discussion sessions and child care training sessions. In the child care sessions fathers learn evrything from changing diapers, nutrition, and discipline. All of the fathers are working on their GEDs, so the Center also provides assistance with their coursework.

**SCOPE/EVALUATION:** DADS works with four to 12 program participants at the center and 15 to 30 others in their homes. All of the fathers in the program are under the age of 22. Recently the program also began to target yōung men who are not yet fathers, but are at risk for becoming young parents, so that they could encourage these teenagers to delay sexual activity, be responsible, and realize that fatherhood is a big, long-term commitment. The program is currently being evaluated, but it is already showing very positive results in the interaction that these fathers are now having with their children.

**FUNDING:** The program is funded by the Office of Adolescent and Family life, federal grants, and through the profits of the Dads Detailing business.

DADS is a model program that provides young fathers with job and child-rearing skills, getting them involved in their children's lives both financially and emotionally. The program, recognizing the absence of services available for young men, seeks to show the importance of fathers in the effort to revamp the welfare system and reduce teen pregnancies.

## *Single Parents Program at Champlain College*

**CONTACT:** Nancy Boldt, Director  
Champlain College  
Burlington, VT  
(802) 658-0800

**PURPOSE:** To help single parents achieve self-sufficiency through postsecondary education.

The Single Parents Program assists low-income, single parents achieve financial self-sufficiency by helping them to gain the educational training often necessary for obtaining the jobs which allow them to support their families independently.

**SUMMARY:** The Single Parents Program, established six years ago, has demonstrated that college is a successful vehicle through which single parents on welfare can become financially independent. The Single Parents Program recruits people through the Reach-Up program, through the Futures training program (a two week training program for welfare recipients) and by word of mouth. Students in the program attend Champlain college, a two year school, to receive their Associate's degree. The Single Parents program's three-person staff provides those students with on-going support in group and individual sessions to help them complete their studies. The students are also eligible for free peer tutoring, free counseling and free job placement services.

Students who enroll in the program do not need to have a high school diploma, but they should have a GED. Some students are required to take the Standard Test of Written English and math tests to enroll. Potential students that do not qualify are provided with support services in order to attain a GED or get to the acceptable reading and math levels. In Vermont, welfare recipients are eligible for three years of support for a two-year degree and five years of support to earn a four year degree. Therefore, most of the Single Parents program participants are also eligible for child care and medical assistance through JOBS.

**SCOPE/EVALUATION:** Currently there are 120 students enrolled in the program. Since 1988, there have been 438 participants. 147 women have graduated from the program, and many of remaining participants are still enrolled. The program consisting of all welfare recipients has a 59% retention rate, which is also the national average for all junior colleges. Therefore the retention rate for single parents is on par with that of traditional students. Of the program participants, only 3% who are not still in school continue to receive cash assistance.

**FUNDING:** The program is funded by the Departments of Employment, Education and Social Welfare, as well as Champlain College.

## **PRESS REPORT**

*The Burlington Free Press*, 802\863-3441

Circulation: 53,510 as of 1994

*The Times Argus*, 802\479-0191

*Rutland Herald*, 802\775-5511

**Note:** At the time of this report, we are not aware of these newspapers' positions on welfare reform or the coverage they have given to the issue.

## PRIMARY STATE CONTACTS

### Congress

Sen. James Jeffords (R), Finance Committee

### State

Governor Dean's Office/National Governor's Association  
Bob Rogan or Kathy Hoyt 802\528-3333 or 202\624-5301

Jane Kitchell or Sandy Dooley, Department of Social Welfare, 802\241-2853

Ed Cafferty, Reach-Up Program, 802\241-2800

### Advocacy Community

Jordan Engel, DADS Program - Addison County Parent-Child Center, 802\388-3171

Kathy O'Donnell, Trinity College Community Service Scholar's Program, 802\658-0337

Nancy Boldt, Director, Champlain College Single Parents Program, 802\658-0800

### Press

*The Times Argus*, 802\479-0191

*The Burlington Free Press*, 802\863-3441

*Rutland Herald*, 802\775-5511



January 24, 1995

**WISCONSIN**

**DEMOGRAPHICS**

	STATE	U.S.	RANK
Population (1993)	5,838,000	257,908,000	18
Child Population (1990)	1,292,000	63,924,000	
Percent of Population that are Children (<18)	26.4%	25.7%	
Per Capita Personal Income (1993)	\$18,727	\$19,841	
Poverty Rate			
1992	10.8%	14.5%	
1990	9.3%	13.5%	
1983	10.6%	15.2%	
1979	8.7%	11.7%	
% Point Change in Rate (1979-1992)	2.1%	2.8%	
Child Poverty Rate (1993) 5 to 17 years old	16.0%	20.8%	
Unemployment Rate (1993)	4.7%	6.8%	
FMAP	60.43%	55%	

**AID TO FAMILIES WITH DEPENDENT CHILDREN (AFDC)**

	FY 1993	
	STATE	U.S.
<b>FINANCIAL DATA</b>		
Total AFDC Expenditures	\$485,003,000	\$25,372,883,000
Benefit Payments	\$441,615,000	\$23,553,083,000
Administrative Expenditures	\$ 43,388,000	\$ 2,819,801,000
AFDC Grant (Mother-3 children-0 income)	\$517	\$365
AFDC Benefits as % of 1993 Poverty Threshold	54.0%	38.0%
Food Stamp Benefit--Jan. 1994	\$241	\$295
Combined Benefits--Jan. 1994	\$758	\$661
Combined as % of 1993 Poverty Threshold	79.0%	69.0%
% Change in AFDC Benefits Since 1992	0	-1.6%
QC Error Rate (1991)	4.77	4.96

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WISCONSIN (continued)

**AID TO FAMILIES WITH DEPENDENT CHILDREN (AFDC)**

	FY 1993	
<u>PROGRAM PARTICIPATION</u>	STATE	U.S.
Average Monthly Caseload	79,989	4,981,301
Basic	71,994	4,622,000
UP	7,995	359,000
UP as % of Caseload	9.9%	7.2%
Average Number in AFDC Unit	3.0	2.9
% Caseload on More Than 2 Years	42.4	46.5
% Change in Caseload FY 1992-1993	0.7	27.2
AFDC Reciprocity Rate	4.7	5.4
% Change in AFDC Reciprocity FY 1992-1993	-9.5	24.8
Food Stamp Reciprocity Rate-FY 1993	6.67%	9.95%
% AFDC Cases Receiving Housing Subsidies	17.8%	23.0%
% AFDC Cases With Earned Income	16.1%	7.4%
Number of JOBS Participants	14,428	541,995
Participation Rate	30.9%	17.0%
UP Participation Rate	N/A	N/A
JOBS Allocation	\$20,412,651	\$1,000,000,000
Grant Amount (Preliminary Data)	\$20,412,651	\$ 746,195,829
% of Allocation	100.0%	74.6%

WISCONSIN

CHILD SUPPORT ENFORCEMENT

	STATE	U.S.
	FY 93	FY 93
<b>Collections and Expenditures</b>		
Total Collections (in millions)	\$332.8	\$8,907.3
AFDC/FC Collections (in millions)	\$65.4	\$2,416.3
NAFDC Collections (in millions)	\$267.4	\$6,491.1
Child Support Collections per Dollar of Total Admin. Expend.	\$7.15	\$3.97
Percentage Change in Total Real Collections since 1992	13.4%	11.8%
Total IV-D Caseload	339,159	17,110,468
Percent of IV-D Cases with Collections	33.2%	18.2%
Percent of IV-D Cases with Orders	56.9%	55.4%
Average Collection from Cases with Collections	\$2,514	\$2,835
Total Number of Paternities Established	17,678	554,205
Out-of-Wedlock Births-1991 (Source: NCHS)	18,235	1,213,769
Percent of Paternities to Out-of-Wedlock Births	97.0%	45.7%

WISCONSIN

FOSTER CARE

	FY 1993	FY 1994	U.S.
# Title IV-E Foster Care Children (a)	5,987	7,099	132,668
Total Foster Care Children	6,920	Not Available	444,000
Title IV-E Foster Care \$ (b) (in millions)	42.58	42.4 (in millions)	2.5 (billions)
Title IV-B FF/FS Services in \$		822 (in thousands)	\$60 (millions)

- a) The number of children represents a simple average of four (4) quarters which the States submit with their claims for reimbursement.
- b) The numbers (IV-E Foster Care \$) represent the raw (unadjusted) claims, submitted by the States, for reimbursement by the Federal government. These costs are a proportion of the amount which States pay out in order to support a child in foster care.

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WISCONSIN

CHILD CARE AND DEVELOPMENT BLOCK GRANT (CCDBG)

	FY 1993	
	STATE	U.S.
Enrollment	5,671*	755,000*
\$ Grant (in thousands)	\$13,080	\$797,290

\* These data should be viewed in light of the fact that States have considerable latitude in spending their CCDBG funds (e.g., they may concentrate their funds on relatively fewer children and families, spread their funds to serve more children and families and/or blend Federal funding streams). Additionally, States have three years in which to expend their CCDBG funds.

WISCONSIN

HEAD START

	FY 1994	
	STATE	U.S.
FUNDING (in thousands)	\$49,445	\$3,325,728
ENROLLMENT	11,953,260	740,465
% ELIGIBLE	37%	38
# GRANTEES	26	1,405

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WISCONSIN

NATIVE AMERICAN PROGRAM

STATE	FY 1994		U.S.	
	NO. OF GRANTS	\$ AWARDED	NO. OF GRANTS	\$ AWARDED
7	972,779		259	34,997,412

WISCONSIN

REFUGEE AND RESETTLEMENT PROGRAM

ARRIVALS (a/)	FY 1993		EMPLOYMENT SERVICES (c/)
	OBLIGATIONS (b/)	\$	
1,793	1,407,446		2,320

- a/ Includes refugees, entrants, and Amerasian immigrants.
- b/ Includes (1) Social Services formula allocation, (2) Targeted Assistance formula allocation, and (3) Cash/Medical/Administration (CMA) funding for FY 1993. CMA includes Refugee Cash Assistance (RCA), Refugee Medical Assistance (RMA), aid to unaccompanied minors, and State administrative expenses.
- c/ Includes all refugees, entrants, and Amerasian immigrants enrolled in ORR-funded employment services in FY 1993.

## STATE WELFARE POLICY

Wisconsin has been very actively involved in welfare reform for the past several years. The state began its JOBS program in July 1989 and, in fiscal year 1993, the participation rate was at 30.9 percent of the adults required to participate. Additionally, Wisconsin has had several waivers approved and has implemented several demonstration programs since 1988.

Governor Tommy Thompson enthusiastically supports GOP congressional plans to combine federal funding for 336 social programs into eight block grants to states, moving spending power for such programs as Aid to Families with Dependent Children and food stamps from the federal government to the states. However, he is against the "strings" still attached to some current proposals, such as "maintenance of effort," which would require states to spend the block grants on specific areas.

### Waivers Approved

#### Learnfare

Learnfare requires that, unless specifically exempted, AFDC teens ages 13 through 18, and teen parents through age 19, must attend school regularly. If they do not and fail to show cause for their absences, their needs are removed from the family's AFDC grant. Learnfare was implemented statewide in September 1988 and is approved to continue through September 1998. Waivers were granted to require school attendance and to modify sanctions, earned income disregards, and benefit levels.

Originally Learnfare was operated as part of the Wisconsin Welfare Reform Project which includes components other than Learnfare. The other components include AFDC and Medicaid waivers to test the effects of modified earnings disregards and extended Medicaid benefits on work effort. The original Learnfare program was incorporated into the Wisconsin JOBS program when Wisconsin began operating JOBS in July 1989.

In September 1989, Wisconsin applied for federal waivers to extend the Learnfare program and to expand the program to cover 6 through 12 year-olds. HHS granted these requests, but extension of the Learnfare program was delayed until the state legislature authorized funding. In September 1994, 10- through 12-year olds will be phased into the program. A year later, children 8 and 9 years old will be included and those 6 and 7 years old will enter in September 1996.

## **Parental and Family Responsibility Demonstration Project**

The Parental and Family Responsibility (PFR) Demonstration Project involves AFDC teen parents and includes several initiatives such as the payment of one-half the usual increase for a second child born to families participating in the initiative and no additional increase for subsequent children. AFDC eligibility is extended to young married couples who do not meet the work history requirements of the AFDC-UP program and continues benefits even if the principle wage earner works more than 1 00 hours per month. The earned income disregard is increased to the first \$200 plus one-half the remainder for eligible couples or single parents. Unemployed, non-custodial fathers are required to participate in the JOBS programs, and unmarried minor mothers are required to live in the home of parents/guardians in order to be eligible for AFDC benefits. The project offers an incentive of an increased grant to couples who marry.

HHS granted this waiver in April 1992. Following the approval of the state legislature, the PFR Demonstration Project was implemented in four counties on July 1, 1994 and is approved for five years.

## **Two-Tier AFDC Benefit Demonstration Project**

The Two-Tier AFDC Benefit Demonstration Project provides that new applicants for AFDC receive, under certain conditions, an AFDC payment amount based on the payment levels of their former state of residence if they have not previously resided in Wisconsin for at least six months. Waivers for this demonstration were granted in July 1992 for three years. The project was implemented in four counties on July 1, 1994.

## **Work Not Welfare**

Work Not Welfare (WNW) provides that clients may receive a WNW grant for 24 months and transitional benefits for 12 months within a four-year period beginning with the first month of eligibility under WNW. No cash benefits will be available for a period of 36 months after the last WNW payment is made. Food Stamps would be cashed out and considered part of the WNW grant. Where benefits are terminated because the time limit has expired, supportive services will continue to be provided including helping the family find charitable food and clothing, WIC, child care for employed parents, and Medical Assistance for children only.

The 100 hour rule in the AFDC-UP program will be eliminated, and the WNW payment will not increase for children conceived while enrolled in WNW unless conception occurred while not receiving WNW payments for at least six months. The \$30 and 1 /3 disregard will be replaced by a \$30 and 1/6 disregard which will not be time-limited. Benefits, once determined, will not vary with changes in income between eligibility determinations.

After the first month, the WNW grant is considered payment for activities clients performed the previous month. For those required to work, hours will be determined by dividing the grant by the minimum wage, but will not exceed 40 hours per adult participant. Up to 12 months of transitional child care services are available, within the four year period starting with receipt of WNW grants, for clients who are employed. Up to 12 months of transitional medical services are similarly available. Transitional child care and medical care are to be offered on a sliding scale fee basis based on earnings.

See attached fact sheet for more details on the Work Not Welfare demonstration.

This application was received by HHS on July 14, 1993 and approved on November 1, 1993. The project will begin in two Wisconsin counties no earlier than January 1, 1995 and no later than January 1, 1997.

#### **AFDC Benefit Cap (ABC) Demonstration Project**

Under the AFDC Benefit Cap (ABC) Demonstration Project, the State will pay no additional cash benefits to an existing case due to the birth of a child when the birth occurs more than 10 calendar months after the implementation date of the demonstration. Also, no additional cash benefits will be paid to a new case when the birth occurs more than 10 calendar months after both the implementation date of the demonstration and the application or reapplication for AFDC benefits. Family planning services and instructions in parenting skills will be provided for all AFDC recipients. The project will be conducted Statewide except that it will exclude teen parent cases subject to the Parental and Family Responsibility demonstration (which has similar provisions).

This application was received by HHS on February 9, 1994 and approved on June 24, 1994.

## **Work Not Welfare (WNW) Demonstration**

0 **Time Limit:** Clients may receive a WNW grant for 24 months and transitional benefits for 12 months within a four-year period beginning with the first month of eligibility under WNW. No cash benefits will be available for a period of 36 months after the last WNW payment is made. Food Stamp coupons would be cashed out and considered part of the WNW grant. In rare instances, clients would continue to receive a cash grant beyond the 24-month limitation based on criteria which include a determination of whether jobs are available.

0 **Children's Services Network:** Where benefits are terminated because the time limit has expired, supporting services will continue to be provided including helping the family find charitable food and clothing, WIC, and child care for employed parents. A special needs grant, not to exceed the amount of a child only grant, will be provided in the form of a vendor payment for housing if a child will be made homeless as a result of termination of benefits. Food Stamp coupons are also available.

0 **The 100 Hour Rule:** The 100 hour rule in the AFDC-UP program would be eliminated.

0 **Maximum Payment:** The WNW payment would not increase for children conceived while enrolled in WNW unless conception occurred while not receiving WNW payments for at least six months.

0 **The Earned Income Disregard :** The \$30 and 1/3 disregard would be replaced by a \$30 and 1/6 disregard which would not be time-limited.

0 **Partial Freezing of Benefits:** Benefits, once determined, will not vary with changes in income between eligibility determinations unless there is a drop in earnings for good cause, or the client's income increases and the client wishes to have the benefit reduced in order to reduce the clients WNW work and training obligations.

0 **Work and Training Obligations:** After the first month the WNW grant is considered payment for activities clients perform the previous month. Clients without a high school diploma will be referred to a GED program. Education and training will generally occur in the first 12 months of eligibility. For those required to work, hours will be determined by dividing the grant by the minimum wage, but will not exceed 40 hours per adult participant.

0 **Persons to whom the Work and Training Obligations Apply:** With some exceptions, the work and training obligations apply to all parents in the budget group and to parents not themselves eligible. Exceptions include teen parents.

0 **Work Experience:** Work Experience includes unsubsidized or partially subsidized employment, the Community Work Experience Program (CWEP), or an Independence Job - a job developed specifically for WNW recipients by the county.

0 **Exemptions to the Work and Training Requirements :** Parents caring for a child under 1 and not conceived while on the WNW are exempt from work requirements. Otherwise parents with a child under 6 months are exempt.

0 **Transitional Services:** Up to 12 months of transitional child care services are available, within the four year period starting with receipt of WNW grants, for clients who are employed. Up to 12 months of transitional medical services are similarly available within the four year period beginning with the first month of receipt of WNW benefits. Transitional child care and medical care are to be offered on a sliding scale fee basis based on earnings.

## MODEL PROGRAMS

### *The New Hope Project*

**CONTACT:** Julie Kerksick  
414-342-3338  
623 North 35th Street  
Milwaukee, WI 53208

The New Hope Project is a model welfare to work program that will test the effect of providing work supports and making work pay on the choices of welfare recipients.

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

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

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

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

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

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

## ***Kenosha County JOBS Program***

**CONTACT:** Larry Jankowski

JOBS Program Director  
8600 Sheridan Road  
P.O. Box 4248  
Kenosha, WI 53141-4248  
414/697-2550

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

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

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

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

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

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

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

## MILWAUKEE 9 TO 5, INC.

**CONTACT:** Mary Finley, Program  
Coordinator  
236 West Wisconsin ave.  
Suite 700  
Milwaukee, WI 53203  
phone: 414\272-7795  
fax: 414\272-2870

9 to 5 provides training and support to keep people permanently off AFDC once they are working. The program focuses on job retention skills and on teaching former welfare recipients to live independent of government assistance.

**MISSION:** Although many people recognize the need to provide education and training, the mission of 9 to 5 is to also provide job retention services to low income women to enable them to leave and remain independent of the welfare system.

**SUMMARY:** 9 to 5 began its Job Retention Project in Milwaukee in 1987. The program serves approximately 300 women, mostly from the Milwaukee area, but also serves women throughout the state of Wisconsin. Women who take part in the program, many of whom are JOBS participants, are trained at federally funded training sites in such areas as data entry, reception and transcription. However, the main thrust of the program is to provide women with an additional set of basic skills which will help them to hold down a job.

Participants are taught how to understand and manage job duties, how to ask for help, how to deal with difficult people, how to cope with pressure, how to say no to unwanted requests from co-workers, and how to think and speak positively about themselves. Trainees are also taught how to manage work and family, and receive instruction in time and stress management. The training is presented on-site at the basic skills/occupational skills agencies.

9 to 5 also provides supportive services to women who have completed the program. Follow up calls are made 30, 90, and 180 days after graduation as well as after one year, and participants receive additional training in such areas as budgeting, dressing for success as well as help with child care.

**FUNDING:** The project costs \$45,000 to \$50,000 a year. 90% of the Milwaukee 9 to 5 project is funded through JPTA funds, with the remaining 10% of funding coming from grants from local foundations.

**RESULTS:** Since 1987 similar programs have also been adopted in Cleveland, Los Angeles and Atlanta, with the Milwaukee project serving as their model.

## **PRESS REPORT**

***Milwaukee Journal:*** 414/224-2000

Circulation: 236,943 as of 1994

Key editorial writer: Dave Behrendt

Key reporter: Dave Daly

Coverage: An editorial, at the time the President introduced the Work and Responsibility Act, said, "the plan's shortcomings say more about how complex the American welfare problem is than about how wrongheaded the president is". The paper has also has substantial coverage of Governor Thompson's welfare reform initiatives. In general, the paper has supported his proposals.

***Milwaukee Sentinel:*** 414/224-2000

Circulation: 169,961 as of 1994

Key editorial writer: Robert Witas, Editorial Editor  
Kenneth Lamke

Key reporter: Dick Faier

***The Capitol Times:*** 608/252-6400

Circulation: 25,000 daily, no Sunday paper

Key editorial writer: Phil Haslanger

Key reporter: Matt Pommer, the state government reporter

Editorial Coverage: More skeptical of proposals to end welfare benefits after several years than other state newspapers.

***The State Journal:*** 608/252-6100

Circulation: 85,244 as of 1994

Key editorial writer: Thomas Still

Key reporter: Joyce Delhi, Jeff Mayers

Coverage: supportive of state and national proposals to cut off benefits after a few years.

## **PRIMARY STATE CONTACTS**

### **Congress**

Representative Kleczka (D), Ways and Means Committee

Representative Gunderson (R), Economic and Educational Opportunities Committee

### **State and Local Government**

Governor Tommy Thompson, Member, State and Local Task Force on Welfare Reform

Gerald Whitburn, Secretary, Department of Health and Social Services; Member, State and Local Task Force on Welfare Reform, 608/266-9622

Alice Wilkins, JOBS Coordinator, 608/266-3486

### **Advocacy Community**

Patricia DeLessio, Legal Action of Wisconsin, 414/278-7722

Ellen Bravo, 9to5, 414/272-5925 (has testified before the Working Group)

Nan Brien, Wisconsin Council on Children and Families, 608/258-4380

Jerry Hamilton, Goodwill Industries, Racine, WI

Eileen Mershart, Wisconsin Women's Council, 608/266-2219

Sarah Harder, The Women in Transition Project, Univ. of WI, 715/836-5717

### **Press**

Dave Behrendt, Editorial writer. Milwaukee Journal, 414/224-2000

Dave Daly, Reporter. Milwaukee Journal, 414/224-2000

Robert Witas, Editorial page editor. Milwaukee Sentinel, 4-14/224-2000

Dick Faier, Reporter. Milwaukee Sentinel, 414/224-2000

Phil Haslanger, Editorial writer. The Capitol Times: 608/252-6400

Matt Ponuner, Reporter. The Capitol Times, 608/252-6400

Thomas Still, Editorial writer. The State Journal, 608/252-6100

Joyce Delhi, Reporter. The State Journal, 608/252-6100

Jeff Mayers, Reporter. The State Journal, 608/252-6100