

**Steps Toward
Self-Sufficiency:**

**A Study of the Characteristics
and Work Participation of
TANF Recipients in Fiscal
Year 1999**

Final Report

December 30, 2002

*Jonathan Jacobson
Karen Cunnyingham
Holly Gerhart*

Submitted to:

The Packard Foundation
300 Second Street
Suite 200
Los Altos, CA 94022

Project Officer: Yvonne Carrasco

Submitted by:

Mathematica Policy Research, Inc.
600 Maryland Ave., SW, Suite 550
Washington, DC 20024-2512
Telephone: (202) 484-9220
Facsimile: (202) 863-1763

Project Director: Thomas Fraker

CONTENTS

Chapter	Page
I INTRODUCTION	1
Background.....	1
The Purpose of this Study.....	2
II TYPES OF FAMILIES ON TANF	3
Background.....	3
Characteristics of Child-Only Cases	7
III TANF AND EMPLOYMENT.....	9
Background.....	9
Work-Related Outcomes for Adults on TANF.....	9
Work-Related Outcomes for TANF Cases	14
Accounting for Multiple Factors.....	18
Implications for Policymakers Concerned About Promoting Work.....	19
REFERENCES.....	21
APPENDIX A.....	A-1
APPENDIX B	B-1

F I G U R E S

Figure	Page
II.1 TANF CASES BY FAMILY TYPE	6
III.1 WORK REQUIREMENTS, ADULTS ON TANF.....	10
III.2 WORK-RELATED ACTIVITIES, ADULTS ON TANF	11
III.3 WORK PARTICIPATION STATUS, SINGLE PARENT TANF CASES.....	15
III.4 WORK PARTICIPATION STATUS, TWO-PARENT TANF CASES.....	16

CHAPTER I

INTRODUCTION

BACKGROUND

The Temporary Assistance for Needy Families (TANF) program was established as part of the Personal Responsibility and Work Opportunity Reconciliation Act of 1996 (PRWORA). PRWORA (Section 401) outlined four major goals for TANF:

- To increase the flexibility of states in operating a program designed to provide assistance to needy families so that children may be cared for in their own homes or in the homes of relatives
- To increase the flexibility of states in operating a program designed to end the dependence of needy parents on government benefits by promoting job preparation, work, and marriage
- To increase the flexibility of states in operating a program designed to prevent and reduce the incidence of out-of-wedlock pregnancies and to establish annual numeric goals for preventing and reducing the incidence of these pregnancies
- To increase the flexibility of states in operating a program designed to encourage the formation and maintenance of two-parent families

TANF replaced the six-decade-old Aid to Families with Dependent Children (AFDC) program, which had been an entitlement program for individuals rather than a block grant to states. TANF accorded the states considerable flexibility in using TANF funds to create their own eligibility standards and benefit programs, provided that such programs addressed the needs of low-income families with children. At the same time, states were expected to involve a high percentage of TANF recipients in work or related activities, although reductions in each state's TANF caseload could be credited toward the work participation requirement. While states could continue to run TANF programs as entitlement programs, they could only use federal funds to fund assistance for up to 60 months for most of the TANF caseload.

THE PURPOSE OF THIS STUDY

In this study, we describe the characteristics of TANF recipients as of F Y 1999 by using the Emergency TANF database collected by the U.S. Department of Health and Human Services, Administration for Children and Families (ACF). The FY 1999 ACF database includes detailed information on a sample of 164,481 TANF cases from throughout the United States.¹ Included in each case record is information on up to six adults and up to 10 children belonging to the case. Some of our analyses focused on the TANF case as the unit of observation while others focused on all adults receiving TANF or on the primary adult in each case (that is, the first adult listed with the case). Because the database includes information not only on the state but also on the county in which each case was located, we were able to link TANF records to local unemployment rate data obtained from the U.S. Department of Labor, Bureau of Labor Statistics.

The goal of the study is neither to describe changes in welfare caseload characteristics over time (such as those documented in DHHS, 2000) nor to summarize the TANF characteristics of individual states (such as those reported in DHHS, 2000, and CRS, 2001). Rather, we focus on the characteristics of the FY 1999 TANF caseload that are associated with self-sufficiency and family stability. We define several outcomes related to work requirements, participation, and employment. We explore which case and individual characteristics are associated with specific outcomes for TANF recipients, after taking into account other observed characteristics. While these analyses do not prove that certain characteristics cause favorable outcomes, they do indicate which characteristics are associated with steps toward self-sufficiency for individuals and families on TANF. As states try to move more TANF recipients to work, this information may help them to target families who have been less successful at moving towards self-sufficiency.

The rest of the report proceeds as follows. Chapter II describes the characteristics of TANF cases overall and by family type (single parent, two-parent, and child-only). Chapter III discusses the characteristics of adults and cases that are associated with particular employment-related outcomes.

¹ These data are provided to ACF by individual states. Some states provide information on their full TANF caseload while others provide information on a random sample of cases.

CHAPTER II

TYPES OF FAMILIES ON TANF

BACKGROUND

For the purpose of measuring compliance with work participation requirements, TANF cases are divided into three broad categories. Two parent cases, which are subject to the most stringent work participation requirements, include two adults who are considered able-bodied and who are parents to children in the case. Single parent cases include only one such adult, although an incapacitated parent may also belong to the TANF case. Child-only cases, which are subject neither to work requirements nor to the 60-month TANF time limit, include no adults as beneficiaries since the relevant caretaker may be either (1) a nonparent relative not receiving TANF benefits, (2) a noncitizen ineligible for aid, or (3) a disabled person receiving Supplemental Security Income (SSI) but whose children are eligible for TANF.

Two parent families constituted only a small portion of all welfare cases throughout the 1990s (under 10 percent). The proportion of welfare cases represented by single parent families declined from 81 percent in FY 1990 to 66 percent in FY 1999. The 1990s witnessed a large increase in the proportion of welfare cases with child-only status (U.S. Department of Health and Human Services 2000).

CHARACTERISTICS OF ALL TANF CASES

During FY 1999, TANF cases, viewed as a whole, were diverse in terms of numerous characteristics (Appendix A.1):

-
- **Race/Ethnicity.** About 40 percent of TANF cases had a primary (first listed) child who was African American, a larger proportion than for any other racial/ethnic group. Three-tenths of TANF cases had a primary child who was white, and one-quarter had a primary child who was Hispanic. The proportions of cases with Native American primary children and Asian/Pacific Islander primary children were each in the single digits.
 - **Case Size and Age of Youngest Child.** The average case included 2.8 persons and 2.0 children; 28 percent of cases included three or more children. Over half (55 percent) of cases had a youngest child under the age of 6, and 12 percent had a youngest child under the age of 1.
 - **Disability Status and Subsidized Housing.** Less than 2 percent of TANF cases included a child identified as disabled. Nearly one in six TANF cases (16 percent) lived in subsidized housing.
 - **Cash Income and Poverty.** The average case had monthly cash income of \$484. Two-thirds of cases were in extreme poverty (below 50 percent of the poverty level); only 5 percent were at or above the poverty level.
 - **Months on Cash Assistance.** The average case was recorded as having been on cash assistance for 22 months. One-third of cases had been recorded as being on assistance for less than 12 months, 27 percent for 12 to 23 months, 39 percent for 24 to 59 months, and only 4 percent for 60 or more months.²
 - **County Unemployment Rate.** At the county level, TANF cases experienced a wide range of economic conditions. One-third of all TANF cases lived in counties with unemployment rates less than 4 percent, and one-third lived in counties with unemployment rates greater than or equal to 6 percent.

² The time on assistance varies by state. In some states, it may include time on AFDC while in others it may only include time on TANF.

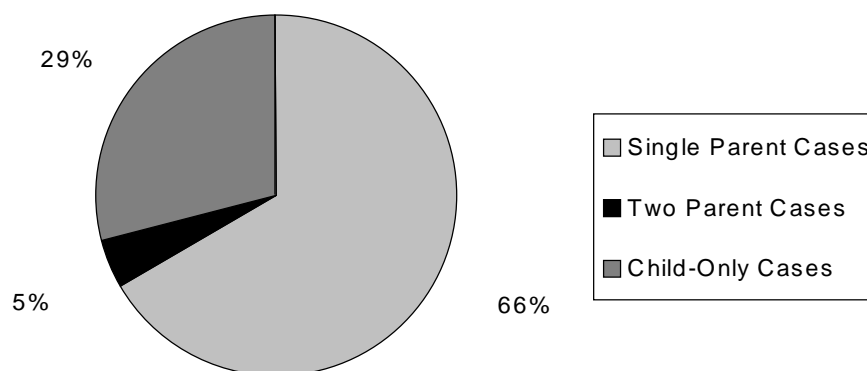
-
- **County/State Policies and Characteristics.** About three-fifths (63 percent) of cases resided in counties that required between one-third and two-thirds of adults on TANF to work. Most cases (87 percent) resided in counties that did not subsidize the wages of TANF recipients. More than half (55 percent) of TANF cases were concentrated in states where the child poverty rate was equal to or greater than 20 percent. The characteristics of state TANF programs varied widely. Low-benefit states, where the maximum TANF benefit in FY 1999 for a family of three was under \$300 per month, accounted for 23 percent of TANF cases. Nearly half of TANF cases (46 percent) lived in higher-benefit states where the maximum benefit was at least \$500 for a family of three. Three-fifths of cases resided in states with a generous TANF earnings disregard of 50 percent or higher. In addition, about two-fifths (41 percent) lived in states with broad TANF eligibility for two parent families. Only one-sixth of cases resided in states with no TANF program for two parent units. Finally, almost half (49 percent) of TANF cases were concentrated in states that used full-family sanctions, and three-fifths lived in states with time limits under 60 months. About one-third of TANF cases were located in the West Census region, and about one-fifth in each of the other three regions. Only 2 percent of TANF cases located in overseas territories, including Guam, Puerto Rico, and the U.S. Virgin Islands.

CHARACTERISTICS OF TWO-PARENT CASES

Two parent TANF cases constituted only 5 percent of TANF cases during FY 1999, compared with the two-thirds of cases that were classified as single parent cases (Figure II.1). Two parent cases differed significantly from single parent cases in several respects (Appendix A.2):

- **Employment Status.** Compared with primary adults in single parent cases, primary adults in two parent cases were more likely to be required to work, more likely to be active in work-related activities, and more likely to be employed in an unsubsidized job. In addition, two parent cases were more likely than single parent cases to be meeting both current (30/35 hour/week) and proposed (40 hours/week) work participation requirements.
- **Age of Adults in Case.** Primary adults in two parent cases were 4.7 years older, on average, than primary adults in single parent cases.
- **Race/Ethnicity and Citizenship.** Compared with primary adults in single parent cases, primary adults in two parent cases were more likely to be white, Native American, Asian or Pacific Islander, or a non-citizen. Single parent cases, in contrast, were more likely to include an African American primary adult than were two parent cases.

Figure II.1. TANF cases by family type



- **Marital Status.** About three-quarters (76 percent) of primary adults in two parent cases were married, compared with only 9 percent of primary adults in single parent cases.
- **Case Size and Age of Youngest Child.** On average, two parent cases included 1.6 more persons, and 0.6 more children, than single parent cases. The youngest child in two parent cases was slightly more likely to be under the age of 1 than was the youngest child in single parent cases.
- **Disability Status and Subsidized Housing.** Compared with single parent cases, two parent cases were less likely to include a disabled primary adult or disabled child, and less likely to include residents in subsidized housing.
- **Cash Income and Poverty.** Average monthly cash income was substantially higher for two parent cases (\$947) than for single parent cases (\$531). The larger family size of two parent cases may result in larger TANF benefits, and the presence of a second able-bodied adult in each case may result in higher earnings. Consistent with their higher incomes, two parent cases were less likely to be in extreme poverty than were single parent cases, and more likely to have gross cash income at or above the poverty level for their family size.
- **Months on Cash Assistance.** The average length of time on cash assistance was higher for two parent cases than for single parent cases.
- **County Unemployment Rate.** Compared with single parent cases, two parent cases were less likely to be found in counties with low unemployment rates, and more likely to be found in counties with high unemployment rates.

-
- **County/State Policies and Characteristics.** Two parent cases were more likely to be found in counties using wage subsidies, and in counties requiring one-third to two-thirds of adults on TANF to work, than were single parent cases. Compared with single parent cases, two parent cases were more likely to be found in states with high child poverty rates, with high TANF benefits, and with generous earnings disregards. Surprisingly, however, two parent cases were less likely to be found in states with broad two parent eligibility standards than were single parent cases. Two parent cases were less likely to be found in states using full-family sanctions, and more likely to be found in states with short time limits, than were single parent cases. In terms of their residence, two parent cases were more likely than single parent cases to reside outside of metropolitan areas, and more likely to reside in the West Census region as opposed to other regions of the U. S.

CHARACTERISTICS OF CHILD-ONLY CASES

In FY 1999, child-only cases represented 29 percent of the TANF caseload compared with only 12 percent in FY 1990 and 22 percent in FY 1996. In absolute terms, the number of child-only recipients was 459,000 in FY 1990, peaking at 978,000 in FY 1996 and dropping to 743,000 in FY 1998 before rising to 770,000 in FY 1999. This dramatic increase makes it important to understand how the incidence of child-only cases varies according to state, county, and case characteristics. Child only cases differed significantly from single parent cases in numerous ways (Appendix A.3):

- **Race/Ethnicity and Citizenship.** Compared with single parent cases, child only cases were more likely to include a Hispanic primary child, and slightly less likely to include a white primary child, an African American primary child, or a non-citizen child.
- **Case Size and Age of Youngest Child.** Not surprisingly, child only cases were smaller, on average, than single parent cases. Compared with single parent cases, child only cases had fewer children per case, but these tended to be somewhat older children than in the typical single parent case.
- **Disability Status and Subsidized Housing.** Child only cases were more likely to include disabled children than were single parent cases, but were less likely to include residents of subsidized housing.
- **Cash Income and Poverty.** Average monthly cash income was substantially lower for child only cases than for single parent cases, both because of smaller case size and because of the lack of an able-bodied parent to provide earnings. Child only cases were more likely than single parent cases to have gross income levels that, if not supplemented by additional sources of support, would leave a family of the same size as the case in extreme poverty. (Note, however, that the income measured here does not include the income of household members who are not part of the TANF case.)

-
- **Months on Cash Assistance.** Child only cases had slightly lower amounts of cumulative months on cash assistance than single parent cases.
 - **County Unemployment Rate.** Child only cases were more likely to be found in counties with low unemployment rates, and less likely to be found in counties with high unemployment rates, than were single parent cases. This finding may be due to the fact that overall TANF caseloads tend to be lower when unemployment rates are low, meaning that the TANF cases in low-unemployment counties are disproportionately child only cases.
 - **County/State Policies and Characteristics.** Child only cases are more likely than single parent cases to be found in states with high child poverty rates, low TANF benefits, generous earnings disregards, limited two-parent TANF eligibility, full-family sanctions, and time limits under 60 months. Child-only cases are more likely than single parent cases to be found outside urban areas, and are more likely than single parent cases to be found in the South and West than in the Northeast, Midwest, or overseas territories.

Issues Associated with Child-Only Cases not Clear from TANF Data. The FY 1999 ACF Emergency TANF data file contains limited data on child-only cases, justifying further data-collection efforts. Such data collection could allow researchers to investigate the household living arrangements of children in child-only cases and the well-being of children in such cases relative to other children on TANF.

CHAPTER III

TANF AND EMPLOYMENT

BACKGROUND

The 1990s brought unprecedented increases in the work and schooling behavior of single mothers. For never-married mothers with children under six years of age, for instance, the rate of participation in either full-time schooling or the labor force increased by over one-third (34 percent) between 1989 and 1999, with most of the increase occurring between 1996 and 1999 (Blank, 2000).

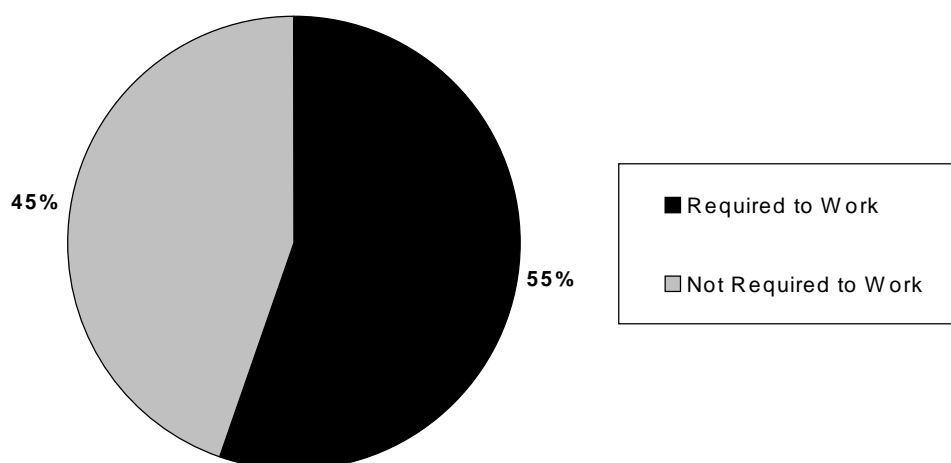
Given the disproportionate number of never-married parents on welfare, it is not surprising that, at the same time that the labor force preparation and participation of single mothers was increasing, the work activities of welfare recipients also underwent a dramatic increase. In FY 1996, one year before the implementation of PRWORA, 11 percent of adult AFDC recipients were employed. In FY 1999, two years after the implementation of PRWORA, 28 percent of adult TANF recipients were employed. While employment remains the exception rather than the rule for adults on TANF, the doubling of the employment rate in only three years indicates that the culture of welfare is changing, placing an increasing emphasis on work.

WORK-RELATED OUTCOMES FOR ADULTS ON TANF

During FY 1999, slightly over one-half (55 percent) of adults on TANF were required to work (Figure III.1). A smaller percentage (43 percent) of adults on TANF participated in work or a related activity such as job training (Figure III.2). Nearly three out of every 10 adults on TANF in FY 1999 were employed in unsubsidized jobs in the public or private sector.

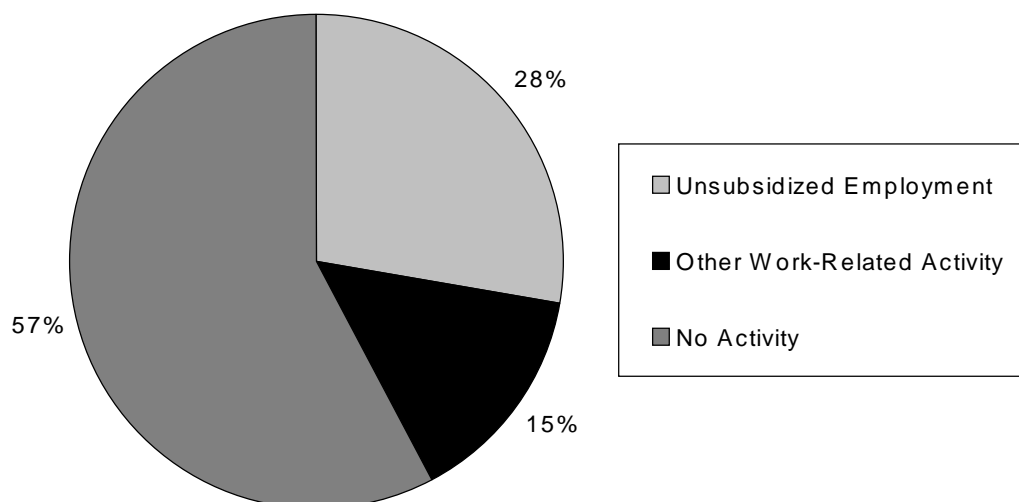
Characteristics Associated with Being Subject to Work Requirements. Adults on TANF subject to work requirements differed significantly from adults not subject to work requirements in several important respects (Appendix B.1):

Figure III.1. Work requirements, adults on TANF



-
- **Age of Adult.** Adults required to work were 3.3 years older, on average, than adults not required to work, and were less likely to be in cases with elderly members.
 - **Race/Ethnicity.** Adults required to work were more likely to be white or a non-citizen, and less likely to be Hispanic or Native American, than were adults not required to work.
 - **Marital Status.** Compared with adults not required to work, adults required to work were more likely to be in multiple adult cases, and more likely to be married or previously married.
 - **Case Size and Age of Youngest Child.** Adults required to work were in larger cases, on average, than were adults not required to work, and were less likely to be in cases that included preschool children.
 - **Education.** Compared with adults not required to work, adults required to work were more likely to have completed a high school diploma, G.E.D., or some college education.
 - **Disability Status and Subsidized Housing.** Adults subject to work requirements were less likely to be disabled, and less likely to live with a disabled adult, than were adults not subject to work requirements. However, adults required to work were similar to adults not required to work in terms of the proportion of adults with a disabled child. Compared with adults not required to work, adults required to work were more likely to include residents of subsidized housing.

Figure III.2. Work-related activities, adults on TANF



-
- **Cash Income and Poverty.** Average monthly cash income was significantly higher for adults required to work than for adults not required to work. Surprisingly, however, the incidence of extreme poverty for members of a case also seemed to be somewhat higher for adults required to work than for adults not required to work. One possible explanation for this is that the use of sanctions against TANF cases required to work might be increasing the incidence of extreme poverty as cases have their benefits reduced for non-compliance. Alternatively, these cases might be concentrated in states with lower benefit levels.
 - **Months on Cash Assistance.** Adults subject to TANF work requirements had been on cash assistance for slightly less time, on average, than adults not subject to TANF work requirements
 - **County Unemployment Rate.** Adults required to work were similar to adults not required to work in terms of the local, county-level unemployment rate faced by those seeking jobs in the labor market.
 - **County/State Policies and Characteristics.** Adults required to work were less likely than other adults to be in high poverty states, and less likely to be in settings where work incentives (such as wage subsidies or generous earnings disregards) or short time limits were features of the TANF program. Compared with other adults on TANF, adults required to work were more likely to be in states with broad eligibility for two parent units and that used full-family sanctions. TANF adults required to work were disproportionately in the Northeast or Midwest Census regions, as opposed to the South or West.

Characteristics Associated with Individual Work Participation. Adults participating in work-related activities differed from other TANF adults in numerous statistically significant ways (Appendix B.2):

- **Age of Adult.** Participating adults on TANF were 0.3 years older, on average, than adults not participating in work activities, and were more likely to be between 30 and 49 years of age.
- **Race/Ethnicity.** Compared with adults not participating in work activities, participating adults were more likely to be white, Asian or Pacific Islander, or a non-citizen.
- **Marital Status.** Participating adults on TANF were more likely to be married or previously married than were TANF adults who were not working, but the two groups were similar in terms of the proportion of adults in a case with other adults.
- **Case Size and Age of Youngest Child.** Compared to other adults on TANF, participating adults had more children, on average, and were less likely to have an infant child (under the age of 1 year).
- **Education.** Participating adults were more likely to have completed a high school diploma or GED, and more likely to have attended college, than were other adults on TANF.
- **Disability Status and Subsidized Housing.** Compared to other adults on TANF, participating adults were less likely to be disabled or to have a disabled adult or disabled child in the same TANF case.
- **Cash Income and Poverty.** Participating adults belonged to cases with average monthly cash incomes substantially higher (\$756) than the corresponding incomes for the cases of other TANF adults (\$466). A majority (57 percent) of participating adults was in cases with cash incomes at or above 50 percent of the poverty level, compared with only a quarter (23 percent) of other TANF adults.
- **Months on Cash Assistance.** Compared to other adults on TANF, participating adults had accumulated, on average, 4.3 more months on cash assistance.
- **County Unemployment Rate.** Participating adults were less likely to be in counties with high unemployment rates (6 percent or higher) than were other adults on TANF.

-
- **County/State Policies and Characteristics.** Participating adults were more likely to be in counties using wage subsidies than were other adults on TANF. Interestingly, participating adults were less likely than other adults to be in counties that required two-thirds or more of TANF adults to work. It is possible that counties that require most adults on TANF to work stretch staff resources and achieve lower rates of participation in work than are achieved by other counties. Compared with other TANF adults, participating adults were less likely to be in high poverty states, states with broad two parent eligibility standards, and states with no TANF eligibility for two parent families. Participating adults were more likely than other TANF adults to be in states with high TANF benefits, generous earnings disregards, and time limits under 60 months. Participating adults on TANF were disproportionately in the Midwest and West as opposed to other regions of the U. S.

Characteristics Associated with Unsubsidized Employment. TANF adults working in unsubsidized jobs differ from other adults on TANF in a number of statistically significant ways (Appendix B.3):

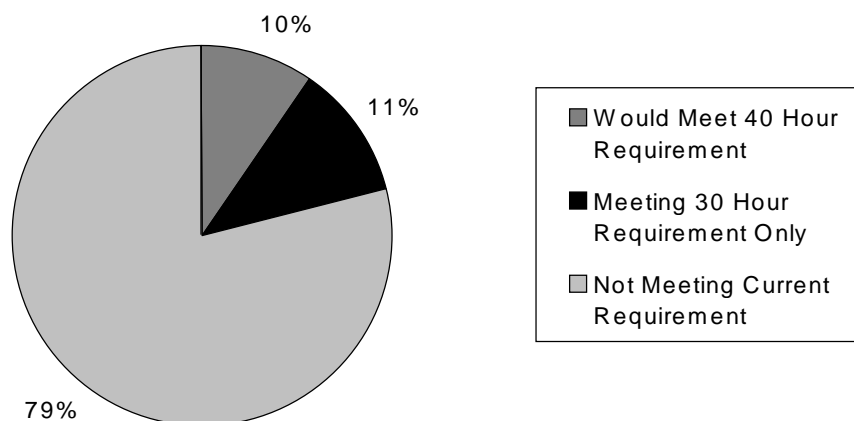
- **Age of Adult.** Adults with unsubsidized jobs were 0.7 years older, on average, than adults without unsubsidized jobs, and were more likely to be between 30 and 49 years of age.
- **Race/Ethnicity.** Compared to adults without unsubsidized jobs, adults with unsubsidized jobs were more likely to be white, Asian or Pacific Islander, or a non-citizen, and less likely to be African American or Native American.
- **Marital Status.** TANF adults with unsubsidized jobs were more likely to be in multiple-adult cases, and were more likely to be married or previously married, than were TANF adults without unsubsidized jobs.
- **Case Size and Age of Youngest Child.** Compared to other adults on TANF, adults with unsubsidized jobs had more children, on average, and were less likely to have an infant child (under the age of 1 year).
- **Education.** Adults with unsubsidized jobs were more likely to have completed a high school diploma or GED, and more likely to have attended college, than were other adults on TANF.
- **Disability Status and Subsidized Housing.** Compared to other adults on TANF, adults with unsubsidized jobs were less likely to be disabled or to have a disabled adult or disabled child in the same TANF case. Adults with unsubsidized jobs were also less likely than other adults to live in subsidized housing.

- **Cash Income and Poverty.** Adults with unsubsidized jobs belonged to cases with average monthly cash incomes considerably higher (\$899) than the corresponding incomes for the cases of other TANF adults (\$469). Almost three-quarters (73 percent) of adults with unsubsidized jobs were in cases with cash incomes at or above 50 percent of the poverty level, compared with only a quarter (23 percent) of other TANF adults.
- **Months on Cash Assistance.** Compared to other adults on TANF, adults with unsubsidized jobs had accumulated, on average, 5.1 more months on cash assistance.
- **County Unemployment Rate.** Adults with unsubsidized jobs were less likely to be in counties with high unemployment rates (6 percent or higher), and more likely to be in counties with low unemployment rates (under 4 percent), than were other adults on TANF.
- **County/State Policies and Characteristics.** Adults with unsubsidized jobs were more likely to be in counties using wage subsidies than were other adults on TANF. Interestingly, adults with unsubsidized jobs were less likely than other adults to be in counties that required two-thirds or more of TANF adults to work. This finding, similar to the previously mentioned finding for participation in work-related activities, suggests that counties that require most adults on TANF to work achieve lower rates of unsubsidized employment than are achieved by other counties. Compared with other TANF adults, adults with unsubsidized jobs were less likely to be in states with broad two parent eligibility standards, in states with no TANF eligibility for two parent families, and in states using full-family sanctions. Adults with unsubsidized jobs were more likely than other TANF adults to be in states with high TANF benefits, generous earnings disregards, and time limits under 60 months. Adults with unsubsidized jobs on TANF were disproportionately in the Midwest and West as opposed to other regions of the U. S.

WORK-RELATED OUTCOMES FOR TANF CASES

As of FY 2002, single parent TANF units do not meet work participation requirements unless parents work 30 hours per week, and two parent TANF units do not meet work participation requirements unless parents work a combined 35 hours per week. The Administration has proposed increasing work participation requirements to 40 hours of work per week for both single and two parent families. Had this requirement been imposed in FY 1999, among single parent TANF units not subject to sanctions, only one-fifth (21 percent) would have met the 30 hour work participation requirement, and only one-tenth would have met a 40 hour work participation requirement (Figure III.3). Among two parent TANF units not subject to sanctions, about half (53 percent) would meet the 35 hour work participation requirement, and two-fifths would have met a 40 hour work participation requirement (Figure III.4).

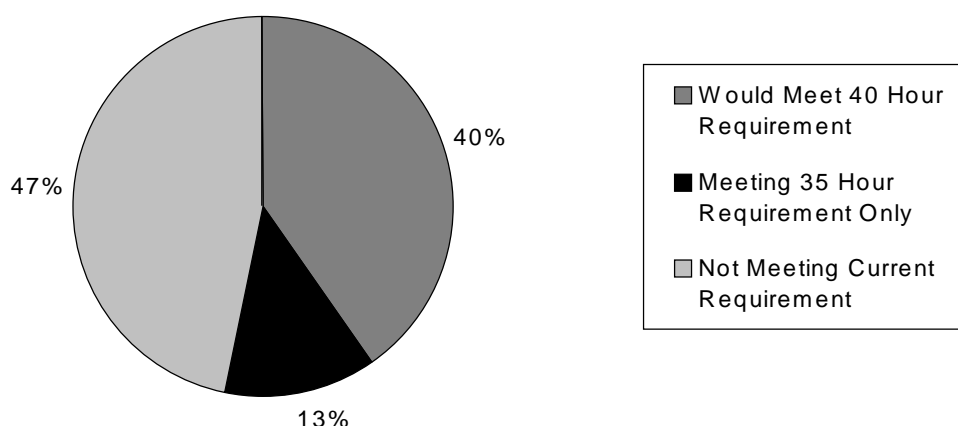
Figure III.3. Work participation status, single parent TANF cases



Characteristics Associated with Cases Meeting Current (30/35 Hour) Work Participation Requirements. Adult TANF cases meeting current work participation requirements differ from other adult TANF cases in numerous respects (Appendix B.4):

- **Age of Adult.** Cases meeting current work participation requirements had primary adults who were 1.1 years older, on average, than cases not meeting current work participation requirements.
- **Race/Ethnicity.** Compared to the primary adult in cases not meeting current work participation requirements, the primary adult in cases meeting current work participation requirements was more likely to be white, Asian or Pacific Islander, and less likely to be African American or Native American.
- **Marital Status.** Cases meeting current work participation requirements were more likely to include multiple adults, more likely to include a married primary adult, and less likely to include a never married primary adult, than were other adult TANF cases.
- **Case Size and Age of Youngest Child.** Compared to other adult TANF cases, cases meeting current work participation requirements had 0.4 more children, on average, and were less likely to include infants (children under the age of 1 year).
- **Education.** Primary adults in cases meeting current work participation requirements were more likely to have a high school diploma or GED, and more likely to have attended college, than primary adults in other TANF cases.

Figure III.4. Work participation status, two-parent TANF cases



- **Disability Status.** Compared to other TANF cases, cases meeting current work participation requirements were less likely to include disabled adults, and less likely to include disabled children.
- **Cash Income and Poverty.** Average monthly cash income was considerably higher for TANF cases meeting current work participation requirements (\$843) than for other adult TANF cases (\$485). While three-fifths (61 percent) of cases meeting current participation requirements were at or above 50 percent of the poverty level, only one-third (32 percent) of other adult TANF cases were at or above 50 percent of the poverty level.
- **Months on Cash Assistance.** Cases meeting current work participation requirements have accumulated, on average, 5.5 more months on cash assistance than have been accumulated by other TANF cases.
- **County Unemployment Rate.** Compared to other adult TANF cases, cases meeting current work participation requirements were less likely to be in counties with high unemployment rates (6 percent or higher).
- **County/State Policies and Characteristics.** Compared to other adult TANF cases, cases meeting current work participation requirements were more likely to be in counties using wage subsidies, and more likely to be in counties in which between one-third and two-thirds of adults on TANF were required to work. Cases meeting current work participation requirements were disproportionately in high-benefit states, and in states with generous earnings disregards, TANF programs for two parent families, partial (as opposed to full-family) sanctions, and time limits under 60 months. A higher probability of residing in an urban county, and in the Midwest or West Census regions, also characterizes cases meeting current work participation requirements.

Characteristics Associated with Cases Meeting Proposed 40 Hour Work Participation Requirements. Adult TANF cases that would meet the proposed 40 hour work participation requirement differ from other adult TANF cases in numerous respects (Appendix B.5):

- **Age of Adult.** Cases meeting proposed work participation requirements had primary adults who were 1.6 years older, on average, than cases not meeting proposed work participation requirements.
- **Race/Ethnicity.** Compared to the primary adult in cases not meeting proposed work participation requirements, the primary adult in cases meeting proposed work participation requirements was more likely to be Hispanic, or Asian or Pacific Islander, and less likely to be African American or Native American.
- **Marital Status.** Cases meeting proposed work participation requirements were more likely to include multiple adults, more likely to include a married primary adult, and less likely to include a never married primary adult, than were other adult TANF cases.
- **Case Size and Age of Youngest Child.** Compared to other adult TANF cases, cases meeting proposed work participation requirements had 0.4 more children, on average, and were less likely to include infants (children under the age of 1 year).
- **Education.** Primary adults in cases meeting proposed work participation requirements were more likely to have a high school diploma or GED than primary adults in other TANF cases.
- **Disability Status and Subsidized Housing.** Compared to other TANF cases, cases meeting proposed work participation requirements were less likely to include disabled adults or disabled children, and less likely to reside in subsidized housing.
- **Cash Income and Poverty.** Average monthly cash income was considerably higher for TANF cases meeting proposed work participation requirements (\$937) than for other adult TANF cases (\$519). While two-thirds of cases meeting proposed participation requirements were at or above 50 percent of the poverty level, only one-third (35 percent) of other adult TANF cases were at or above 50 percent of the poverty level.
- **Months on Cash Assistance.** Cases meeting proposed work participation requirements have accumulated, on average, 6.4 more months on cash assistance than have been accumulated by other TANF cases.

- **County Unemployment Rate.** Compared to other adult TANF cases, cases meeting proposed work participation requirements were less likely to be in counties with high unemployment rates (6 percent or higher), and more likely to be in counties with low unemployment rates (below 4 percent).
- **County/State Policies and Characteristics.** Compared to other adult TANF cases, cases meeting proposed work participation requirements were more likely to be in counties using wage subsidies, and more likely to be in counties in which between one-third and two-thirds of adults on TANF were required to work. Cases meeting proposed work participation requirements were disproportionately in high-benefit states, and in states with generous earnings disregards, TANF programs for two parent families, partial (as opposed to full-family) sanctions, and time limits under 60 months. Cases meeting the proposed work participation requirements were disproportionately in the Midwest or West Census regions of the U. S.

ACCOUNTING FOR MULTIPLE FACTORS

The preceding analyses focused on differences in the characteristics of TANF adults and cases according to the employment status of the individual, or the work participation status of the case. An important question for policy makers is what characteristics appear to be associated with positive employment outcomes, other things held equal. Using multivariate regression methods, we accounted for a range of client, case, county, and state characteristics, and found that numerous factors were associated with statistically significant differences in employment outcomes for otherwise similar clients and cases (Appendix B.6):

- **Age of Adult.** Teenagers were less likely to hold unsubsidized jobs, and less likely to be in cases meeting the proposed 40 hour work requirements, than were adults in their twenties. Adults age 50 or older were less likely to participate in work-related activities than were adults in their twenties.
- **Race/Ethnicity.** Cases with African American or Hispanic primary adults were more likely to meet current and proposed work participation requirements than were cases with otherwise similar primary adults who were white.
- **Marital Status.** Cases including multiple adults were more likely to meet current and proposed work participation requirements than were cases with only a single adult. Accounting for the number of adults in a case, the presence of a married primary adult was associated with a higher probability of the case meeting work participation requirements.

- **Case Size and Age of Youngest Child.** Cases including three or more children were more likely to have positive employment outcomes than were cases with fewer children. Cases including an infant child (under the age of 1 year) were less likely to have positive employment outcomes than were cases for which the youngest child is a teenager. Cases with a youngest child between the age of 1 and 12 were more likely to have positive employment outcomes than were cases for which the youngest child is a teenager.
- **Education.** Compared to other adults on TANF, adults who have not completed a high school diploma or GED were less likely to have positive employment outcomes, and their cases were less likely to meet work participation requirements. Adults who have attended college were more likely to have positive employment outcomes than were adults who have only a high school diploma or GED.
- **Disability Status and Subsidized Housing.** Adults who were themselves disabled, or who were in cases with a disabled adult or a disabled child, were less likely to have positive employment outcomes than were otherwise similar adults, and their cases were less likely to meet work participation requirements than were otherwise similar cases.
- **County Unemployment Rate.** When county unemployment rates were 6 percent or higher, adults on TANF were less likely to have positive employment outcomes, and TANF cases were less likely to meet work participation requirements.
- **County/State Policies and Characteristics.** Adults on TANF were more likely to be working, and cases were more likely to meet work participation requirements, when counties used wage subsidies, and required less than two-thirds of adults to work. Employment outcomes were less positive in states with high child poverty rates, and in states with high TANF benefits and full-family sanctions, all else held equal. Employment outcomes for adults and families on TANF were more positive in states with broad two parent TANF eligibility standards, and with time limits under 60 months, all else held equal. (The evidence for other state TANF policies was mixed.) Employment outcomes for adults and families on TANF were more positive in urban than in rural counties, and in the West Census region than in the Northeast, South, or overseas territories.

IMPLICATIONS FOR POLICYMAKERS CONCERNED ABOUT PROMOTING WORK

While a majority of adults on TANF were required to work, over half were not participating in employment or related activities, recent increases in employment notwithstanding.

Barriers to work among TANF recipients may include low levels of education, the challenges of caring for preschool children while working, disabilities among adult recipients and their children, and the scarcity of jobs in some local labor markets.

Public policies that appear to be associated with higher rates of work activities among TANF recipients—and higher rates of TANF cases meeting Federal work participation requirements—include wage subsidies for TANF recipients, time limits of under 60 months, and (all else held equal) broad two parent TANF eligibility standards. Counties that applied work requirements to two-thirds or more of the adults on TANF actually reported lower proportions of cases meeting work participation requirements than counties that applied work requirements to between one-third and two-thirds of adults on TANF. This finding suggests that county welfare offices may more readily achieve their employment targets by targeting job preparation on clients who are most likely to benefit from them, and granting exemptions from work requirements to clients with infant children or disabled family members.

REFERENCES

- Blank, Rebecca M. "Fighting Poverty: Lessons from Recent U.S. History." *Journal of Economic Perspectives*, vol. 14, no. 2, Spring 2000.
- Falk, Gene, and Alice Butler. "Welfare Reform: Characteristics of TANF Families and Recipients in FY 1999." Washington, D.C.: Congressional Research Service, May 2001.
- U.S. Department of Health and Human Services, Administration for Children and Families, Office of Planning, Research and Evaluation. *Temporary Assistance for Needy Families (TANF) Program: Third Annual Report to Congress*. Washington, D.C.: U.S. Department of Health and Human Services, August 2000.

APPENDIX A

Appendix A.1: Characteristics of All TANF Cases, FY 1999

Client/Case Characteristics (in percentage points, unless noted)	Mean	Standard Error of Mean	Sample Size
Family Type			
Single parent	66.3	0.117	164,481
Two parent	4.6	0.052	164,481
Child only	29.1	0.112	164,481
Race/Ethnicity and Citizenship			
Primary child is white	30.0	0.116	155,135
Primary child is African American	39.6	0.124	155,135
Primary child is Hispanic	25.3	0.110	155,135
Primary child is Native American	1.5	0.031	155,135
Primary child is Asian or Pacific Islander	3.6	0.047	155,135
Non-citizen child in case	2.9	0.043	154,314
Case Size and Age of Youngest Child			
Number of persons	2.8	0.004	164,459
Number of children	2.0	0.003	164,459
Case includes three or more children	27.9	0.112	161,802
Youngest child is older than 12 years old	16.8	0.093	161,802
Youngest child is between 6 and 12 years old	28.0	0.112	161,802
Youngest child is between 1 and 5 years old	43.3	0.123	161,802
Youngest child is under age 1	11.9	0.080	161,802
Disability Status and Subsidized Housing			
Disabled child in case	1.5	0.032	151,903
Case members live in subsidized housing	16.4	0.101	133,445

Appendix A.1 (con't): Characteristics of All TANF Cases, FY 1999

County/State Characteristics (in percentage points, unless noted)	Mean	Standard Error of Mean	Sample Size
Cash Income and Poverty			
Average monthly cash income (\$)	483.5	0.893	162,348
Cash income < 50% of poverty level	67.5	0.121	150,554
Cash income 51-99% of poverty level	28.0	0.116	150,554
Cash income >= 100% of poverty level	4.5	0.053	150,554
Months On Cash Assistance			
Average months on cash assistance	22.1	0.051	163,649
Family on assistance for < 12 months	30.1	0.113	163,649
Family on assistance for 12 –23 months	26.5	0.109	163,649
Family on assistance for 24 – 59 months	39.0	0.121	163,649
Family on assistance for >= 60 months	4.3	0.050	163,649
County Unemployment Rate			
County unemployment rate < 4 percent	32.7	0.123	144,507
County unemployment rate >= 4, < 6 percent	35.0	0.125	144,507
County unemployment rate >= 6 percent	34.5	0.125	144,507
County/State Policies and Characteristics			
County uses wage subsidies	12.8	0.086	150,063
< one-third of adults required to work	9.5	0.072	164,086
Between one-third and two-thirds of adults required to work	62.8	0.119	164,086
>= two-third of adults required to work	27.7	0.111	164,086
Child poverty rate >= 20 percent	55.2	0.126	155,267
TANF benefit < \$300 for family of 3	23.0	0.107	155,267
TANF benefit between \$300 – \$499 for family of 3	31.4	0.118	155,267
TANF benefit >= \$500 for family of 3	45.6	0.126	155,267
Earnings disregard is >= 50 percent	61.2	0.124	155,267
Broad two parent TANF eligibility	40.7	0.123	160,468
No TANF program for two parent units	16.7	0.092	164,481
State uses full-family sanctions	48.9	0.127	155,267
TANF time limit is under 60 months	59.7	0.124	155,267
County is urban	84.4	0.095	144,855
State is in Northeast Census region	21.7	0.105	154,069
State is in Midwest Census region	21.2	0.104	154,069
State is in South Census region	22.9	0.107	154,069
State is in West Census region	32.7	0.119	154,069
Overseas territory	1.6	0.032	154,069

DATA SOURCE: FY 1999 ACF TANF Emergency Data File

Appendix A.2: Comparison of Characteristics of Two Parent and Single Parent TANF Families

Client/Case Characteristics (in percentage points, unless noted)	Two Parent Family	Single Parent Family	Difference	Significance
Employment Status				
Primary adult is required to work	83.3	51.8	31.6	***
Primary adult is active in work	57.8	42.1	15.8	***
Primary adult is active in unsubsidized work	44.6	26.8	17.8	***
Case is meeting current 30/35 hour work participation requirement	53.0	21.1	31.9	***
Case is meeting proposed 40 hour work participation requirement	40.2	9.6	30.6	***
Age of Adults in Case				
Average age of primary adult (years)	36.0	31.3	4.7	***
Primary adult is less than 20 years old	2.3	5.5	-3.2	***
Primary adult is between 20 and 29 years old	27.2	41.8	-14.6	***
Primary adult is between 30 and 39 years old	33.4	34.2	-0.8	
Primary adult is between 40 and 49 years old	26.9	15.0	11.9	***
Primary adult is between 50 and 64 years old	10.1	3.3	6.8	***
Primary adult is greater than 65 years old	0.1	0.1	0.0	
Number of elderly in case is greater than 0	0.1	0.1	0.1	
Race/Ethnicity and Citizenship				
Primary adult is white	45.8	31.0	14.8	***
Primary adult is African American	9.4	41.2	-31.8	***
Primary adult is Hispanic	24.0	23.1	0.9	
Primary adult is Native American	3.3	1.5	1.8	***
Primary adult is Asian or Pacific Islander	17.4	3.1	14.3	***
Primary adult is non-citizen	33.9	8.3	25.5	***
Multiple Adults and Marital Status				
Case includes multiple adults	98.9	4.0	94.9	***
Primary adult is married	76.0	9.3	66.7	***
Primary adult has never been married	20.4	65.2	-44.8	***
Primary adult was previously married	3.6	25.5	-21.9	***
Case Size and Age of Youngest Child				
Number of persons	4.7	3.1	1.6	***
Number of children	2.7	2.0	0.6	***
Case includes three or more children	46.3	29.9	16.3	***
Youngest child is older than 12 years old	12.5	13.2	-0.7	
Youngest child is between 6 and 12 years old	24.3	26.0	-1.7	
Youngest child is between 1 and 5 years old	46.1	46.5	-0.4	
Youngest child is under age 1	17.1	14.3	2.8	***
Education				
Primary adult did not complete high school	48.3	48.7	-0.3	
Primary adult completed only high school	50.6	50.2	0.3	
Primary adult attended college	1.1	1.1	0.0	
Disability Status and Subsidized Housing				
Primary adult is disabled	0.7	1.2	-0.5	**
Other disabled adult in case	0.6	0.3	0.3	***
Disabled child in case	0.6	1.2	-0.7	***
Case members live in subsidized housing	15.6	19.4	-3.8	***

Significance Levels:

*** - 0.01

** - 0.05

* - 0.1

Appendix A.2 (con't): Comparison of Characteristics of Two Parent and Single Parent TANF Families

County/State Characteristics (in percentage points, unless noted)	Two Parent Family	Single Parent Family	Difference	Significance
Cash Income and Poverty				
Average monthly cash income (\$)	946.7	531.3	415.4	***
Cash income < 50% of poverty level	40.4	63.8	-23.4	***
Cash income 51-99% of poverty level	47.6	30.3	17.3	***
Cash income >= 100% of poverty level	12.0	5.9	6.1	***
Months On Cash Assistance				
Average months on cash assistance	31.1	22.4	8.7	***
Family on assistance for < 12 months	24.2	28.0	-3.9	***
Family on assistance for 12 –23 months	19.2	29.5	-10.3	***
Family on assistance for 24 – 59 months	44.1	38.5	5.6	***
Family on assistance for >= 60 months	12.6	4.0	8.6	***
County Unemployment Rate				
County unemployment rate < 4 percent	26.8	31.9	-5.1	***
County unemployment rate >= 4, < 6 percent	35.8	36.0	-0.2	
County unemployment rate >= 6 percent	41.6	34.2	7.4	***
County/State Policies and Characteristics				
County uses wage subsidies	21.9	11.9	10.0	***
< one-third of adults required to work	5.9	8.8	-3.0	***
Between one-third and two-thirds of adults required to work	72.0	61.2	10.9	***
>= two-third of adults required to work	22.1	30.0	-7.9	***
Child poverty rate >= 20 percent	74.4	52.8	21.7	***
TANF benefit < \$300 for family of 3	6.9	22.3	-15.3	***
TANF benefit between \$300 – \$499 for family of 3	18.0	32.7	-14.7	***
TANF benefit >= \$500 for family of 3	75.1	45.0	30.0	***
Earnings disregard is >= 50 percent	75.6	59.8	15.8	***
Broad two parent TANF eligibility	33.5	42.3	-8.8	***
No TANF program for two parent units	0.0	17.0	-17.0	***
State uses full-family sanctions	20.6	49.2	-28.6	***
TANF time limit is under 60 months	69.4	56.6	12.9	***
County is urban	82.9	85.6	-2.7	***
State is in Northeast Census region	11.2	25.8	-14.5	***
State is in Midwest Census region	13.1	21.3	-8.2	***
State is in South Census region	7.5	21.9	-14.4	***
State is in West Census region	67.9	28.7	39.2	***
Overseas territory	0.2	2.3	-2.1	***
Sample Size	16,270	103,191		

DATA SOURCE: FY 1999 ACF TANF Emergency Data File

Appendix A.3: Comparison of Characteristics of Child Only and Single Parent Families

Client/Case Characteristics (in percentage points, unless noted)	Child Only Case	Single Parent Case	Difference	Significance
Race/Ethnicity and Citizenship	1.9	3.1	-1.2	***
Primary child is white				
Primary child is African American	28.3	29.7	-1.4	**
Primary child is Hispanic	38.4	42.3	-3.8	***
Primary child is Native American	29.3	23.5	5.7	***
Primary child is Asian or Pacific Islander	1.4	1.5	-0.1	
Non-citizen child in case	2.6	3.0	-0.4	
Case Size and Age of Youngest Child	1.4	2.2	-0.8	***
Number of persons				
Number of children	1.8	2.0	-0.2	***
Case includes three or more children	20.6	29.9	-9.4	***
Youngest child is older than 12 years old	25.5	13.2	12.3	***
Youngest child is between 6 and 12 years old	33.1	26.0	7.2	***
Youngest child is between 1 and 5 years old	35.6	46.5	-11.0	***
Youngest child is under age 1	5.8	14.3	-8.5	***
Disability Status and Subsidized Housing				
Disabled child in case	2.4	1.2	1.2	***
Case members live in subsidized housing	9.3	19.4	-10.2	***

Significance Levels:

*** - 0.01

** - 0.05

* - 0.1

Appendix A.3 (con't): Comparison of Characteristics of Child Only and Single Parent Families

County/State Characteristics (in percentage points, unless noted)	Child Only Case	Single Parent Case	Difference	Significance
Cash Income and Poverty				
Average monthly cash income (\$)	301.3	531.3	-230.0	***
Cash income < 50% of poverty level	79.7	63.8	15.9	***
Cash income 51-99% of poverty level	19.9	30.3	-10.4	***
Cash income >= 100% of poverty level	0.4	5.9	-5.5	***
Months On Cash Assistance				
Average months on cash assistance	20.2	22.4	-2.2	***
Family on assistance for < 12 months	35.8	28.0	7.8	***
Family on assistance for 12 –23 months	21.0	29.5	-8.5	***
Family on assistance for 24 – 59 months	39.5	38.5	1.0	
Family on assistance for >= 60 months	3.8	4.0	-0.2	
County Unemployment Rate				
County unemployment rate < 4 percent	36.6	31.4	5.2	***
County unemployment rate >= 4, < 6 percent	34.5	35.2	-0.6	
County unemployment rate >= 6 percent	31.4	35.4	-4.0	***
County/State Policies and Characteristics				
County uses wage subsidies	13.3	11.9	1.4	**
< one-third of adults required to work	11.5	8.8	2.7	***
Between one-third and two-thirds of adults required to work	65.0	61.2	3.9	***
>= two-third of adults required to work	23.4	30.0	-6.6	***
Child poverty rate >= 20 percent	57.5	52.8	4.8	***
TANF benefit < \$300 for family of 3	27.3	22.3	5.0	***
TANF benefit between \$300 – \$499 for family of 3	30.5	32.7	-2.2	***
TANF benefit >= \$500 for family of 3	42.2	45.0	-2.8	***
Earnings disregard is >= 50 percent	62.0	59.8	2.2	***
Broad two parent TANF eligibility	38.4	42.3	-3.8	***
No TANF program for two parent units	18.6	17.0	1.7	***
State uses full-family sanctions	52.6	49.2	3.4	***
TANF time limit is under 60 months	65.1	56.6	8.5	***
County is urban	82.9	85.2	-2.3	***
State is in Northeast Census region	16.9	24.6	-7.6	***
State is in Midwest Census region	20.4	22.1	-1.6	***
State is in South Census region	29.1	21.4	7.7	***
State is in West Census region	33.5	29.7	3.8	***
Overseas territory	0.0	2.3	-2.3	***
Sample Size	45,020	101,362		

DATA SOURCE: FY 1999 ACF TANF Emergency Data File

APPENDIX B

Appendix B.1: Characteristics of TANF Adults Subject and Not Subject to Work Requirements

Client/Case Characteristics (in percentage points, unless noted)	Required to Work	Not Required to Work	Difference	Significance
Age of Adults in Case				
Average age of adult (years)	33.1	29.8	3.3	***
Adult is less than 20 years old	3.8	8.1	-4.3	***
Adult is between 20 and 29 years old	34.6	46.5	-11.9	***
Adult is between 30 and 39 years old	37.9	29.2	8.7	***
Adult is between 40 and 49 years old	19.3	12.8	6.5	***
Adult is between 50 and 64 years old	4.4	3.2	1.2	***
Adult is greater than 65 years old	0.0	0.2	-0.2	***
Number of elderly in case is greater than 0	0.0	0.2	-0.2	***
Race/Ethnicity and Citizenship				
Adult is white	34.2	31.2	3.0	***
Adult is African American	37.3	36.4	1.0	
Adult is Hispanic	21.6	25.8	-4.2	***
Adult is Native American	1.5	1.9	-0.4	***
Adult is Asian or Pacific Islander	5.3	4.7	0.6	
Adult is non-citizen	12.6	10.7	1.9	***
Multiple Adults and Marital Status				
Case includes multiple adults	23.5	13.1	10.4	***
Adult is married	21.6	15.1	6.5	***
Adult has never been married	55.8	63.8	-8.0	***
Adult was previously married	22.6	21.1	1.5	**
Case Size and Age of Youngest Child				
Number of persons	3.4	3.3	0.1	***
Number of children	2.1	2.1	0.0	
Case includes three or more children	32.2	32.3	-0.1	
Youngest child is older than 12 years old	18.1	7.8	10.3	***
Youngest child is between 6 and 12 years old	35.6	13.6	22.0	***
Youngest child is between 1 and 5 years old	39.7	54.5	-14.8	***
Youngest child is under age 1	6.6	24.1	-17.5	***
Education				
Adult did not complete high school	47.4	50.8	-3.4	***
Adult completed only high school	51.3	48.4	2.9	***
Adult attended college	1.3	0.8	0.5	***
Disability Status and Subsidized Housing				
Adult is disabled	0.7	2.1	-1.4	***
Other disabled adult in case	0.6	0.3	0.2	***
Disabled child in case	1.1	1.3	-0.2	
Case members live in subsidized housing	21.0	16.8	4.2	***

Significance Levels:

*** - 0.01

** - 0.05

* - 0.1

Appendix B.1 (con't): Characteristics of TANF Adults Subject and Not Subject to Work Requirements

County/State Characteristics (in percentage points, unless noted)	Required to Work	Not Required to Work	Difference	Significance
Cash Income and Poverty				
Average monthly cash income (\$)	598.7	575.5	23.2	***
Cash income < 50% of poverty level	63.7	60.8	2.9	***
Cash income 51-99% of poverty level	30.2	32.6	-2.4	***
Cash income >= 100% of poverty level	6.1	6.6	-0.4	
Months On Cash Assistance				
Average months on cash assistance	23.0	24.2	-1.2	***
Family on assistance for < 12 months	26.9	28.7	-1.9	***
Family on assistance for 12 –23 months	31.0	26.4	4.6	***
Family on assistance for 24 – 59 months	38.6	39.2	-0.6	
Family on assistance for >= 60 months	3.6	5.7	-2.1	***
County Unemployment Rate				
County unemployment rate < 4 percent	30.6	31.2	-0.7	
County unemployment rate >= 4, < 6 percent	35.4	36.0	-0.6	
County unemployment rate >= 6 percent	36.2	35.2	0.9	
County/State Policies and Characteristics				
County uses wage subsidies	12.6	13.8	-1.2	**
< one-third of adults required to work	3.2	15.0	-11.8	***
Between one-third and two-thirds of adults required to work	57.9	68.0	-10.0	***
>= two-third of adults required to work	38.9	17.0	21.9	***
Child poverty rate >= 20 percent	49.6	63.3	-13.7	***
TANF benefit < \$300 for family of 3	17.6	22.7	-5.1	***
TANF benefit between \$300 – \$499 for family of 3	35.2	25.6	9.6	***
TANF benefit >= \$500 for family of 3	47.2	51.7	-4.5	***
Earnings disregard is >= 50 percent	60.5	62.2	-1.8	***
Broad two parent TANF eligibility	43.4	38.8	4.6	***
No TANF program for two parent units	15.6	14.2	1.3	***
State uses full-family sanctions	48.5	41.4	7.1	***
TANF time limit is under 60 months	52.1	63.7	-11.6	***
County is urban	85.5	84.8	0.7	*
State is in Northeast Census region	27.0	22.1	4.9	***
State is in Midwest Census region	22.1	17.2	4.9	***
State is in South Census region	17.8	22.3	-4.5	***
State is in West Census region	30.2	37.1	-6.9	***
Overseas territory	2.8	1.3	1.5	***
Sample Size	87,434	52,433		

DATA SOURCE: FY 1999 ACF TANF Emergency Data File

Appendix B.2: Characteristics of TANF Adults Participating and Not Participating in Work-Related Activities

Client/Case Characteristics (in percentage points, unless noted)	Participating in Work	Not Participating in Work	Difference	Significance
Age of Adults in Case				
Average age of adult (years)	31.7	31.5	0.3	**
Adult is less than 20 years old	4.7	6.4	-1.8	***
Adult is between 20 and 29 years old	38.8	40.8	-1.9	***
Adult is between 30 and 39 years old	36.1	32.4	3.7	***
Adult is between 40 and 49 years old	17.0	16.0	0.9	*
Adult is between 50 and 64 years old	3.4	4.2	-0.8	***
Adult is greater than 65 years old	0.0	0.1	-0.1	***
Number of elderly in case is greater than 0	0.0	0.2	-0.2	***
Race/Ethnicity and Citizenship				
Adult is white	35.5	30.9	4.6	***
Adult is African American	34.7	38.5	-3.8	***
Adult is Hispanic	22.7	24.1	-1.3	**
Adult is Native American	1.5	1.8	-0.3	**
Adult is Asian or Pacific Islander	5.4	4.7	0.7	**
Adult is non-citizen	13.4	10.5	2.9	***
Multiple Adults and Marital Status				
Case includes multiple adults	18.6	19.0	-0.4	
Adult is married	20.0	17.8	2.2	***
Adult has never been married	56.5	61.5	-5.0	***
Adult was previously married	23.5	20.7	2.8	***
Case Size and Age of Youngest Child				
Number of persons	3.4	3.3	0.1	***
Number of children	2.2	2.1	0.1	***
Case includes three or more children	34.6	30.5	4.0	***
Youngest child is older than 12 years old	12.5	14.2	-1.7	***
Youngest child is between 6 and 12 years old	27.3	24.6	2.8	***
Youngest child is between 1 and 5 years old	49.6	43.9	5.8	***
Youngest child is under age 1	10.6	17.4	-6.8	***
Education				
Adult did not complete high school	46.8	50.5	-3.7	***
Adult completed only high school	51.9	48.6	3.3	***
Adult attended college	1.3	0.9	0.4	***
Disability Status and Subsidized Housing				
Adult is disabled	0.6	1.8	-1.2	***
Other disabled adult in case	0.3	0.6	-0.2	***
Disabled child in case	0.9	1.4	-0.5	***
Case members live in subsidized housing	18.7	19.4	-0.6	

Significance Levels:

*** - 0.01

** - 0.05

* - 0.1

Appendix B.2 (con't): Characteristics of TANF Adults Participating and Not Participating in Work-Related Activities

County/State Characteristics (in percentage points, unless noted)	Participating in Work	Not Participating in Work	Difference	Significance
Cash Income and Poverty				
Average monthly cash income (\$)	755.8	466.0	289.8	***
Cash income < 50% of poverty level	43.4	77.1	-33.7	***
Cash income 51-99% of poverty level	43.7	21.8	21.9	***
Cash income >= 100% of poverty level	13.0	1.1	11.8	***
Months On Cash Assistance				
Average months on cash assistance	26.0	21.7	4.3	***
Family on assistance for < 12 months	23.3	31.1	-7.8	***
Family on assistance for 12 –23 months	28.9	28.8	0.1	
Family on assistance for 24 – 59 months	41.5	36.8	4.7	***
Family on assistance for >= 60 months	6.3	3.3	3.0	***
County Unemployment Rate				
County unemployment rate < 4 percent	31.3	30.6	0.7	
County unemployment rate >= 4, < 6 percent	39.3	33.1	6.2	***
County unemployment rate >= 6 percent	31.9	38.7	-6.8	***
County/State Policies and Characteristics				
County uses wage subsidies	15.4	11.4	4.0	***
< one-third of adults required to work	7.4	9.3	-1.9	***
Between one-third and two-thirds of adults required to work	65.2	60.4	4.8	***
>= two-third of adults required to work	27.4	30.3	-2.9	***
Child poverty rate >= 20 percent	53.2	57.7	-4.5	***
TANF benefit < \$300 for family of 3	14.3	24.1	-9.8	***
TANF benefit between \$300 – \$499 for family of 3	33.4	29.0	4.4	***
TANF benefit >= \$500 for family of 3	52.3	46.9	5.4	***
Earnings disregard is >= 50 percent	70.5	54.4	16.1	***
Broad two parent TANF eligibility	38.4	43.6	-5.2	***
No TANF program for two parent units	12.2	17.0	-4.9	***
State uses full-family sanctions	45.8	45.0	0.7	
TANF time limit is under 60 months	61.5	54.2	7.4	***
County is urban	85.3	85.1	0.3	
State is in Northeast Census region	20.9	27.7	-6.9	***
State is in Midwest Census region	23.4	17.3	6.1	***
State is in South Census region	13.9	24.2	-10.3	***
State is in West Census region	40.8	27.8	12.9	***
Overseas territory	1.1	2.9	-1.8	***
Sample Size	60,804	79,063		

DATA SOURCE: FY 1999 ACF TANF Emergency Data File

Appendix B.3: Characteristics of TANF Adults In and Not In Unsubsidized Employment

Client/Case Characteristics (in percentage points, unless noted)	In Unsubsidized Employment	Not in Unsubsidized Employment	Difference	Significance
Age of Adults in Case				
Average age of adult (years)	32.1	31.4	0.7	***
Adult is less than 20 years old	3.4	6.6	-3.2	***
Adult is between 20 and 29 years old	38.4	40.5	-2.2	***
Adult is between 30 and 39 years old	37.2	32.8	4.5	***
Adult is between 40 and 49 years old	17.6	16.0	1.6	***
Adult is between 50 and 64 years old	3.4	4.0	-0.6	*
Adult is greater than 65 years old	0.0	0.1	-0.1	***
Number of elderly in case is greater than 0	0.0	0.2	-0.1	***
Race/Ethnicity and Citizenship				
Adult is white	35.7	31.8	3.8	***
Adult is African American	33.0	38.4	-5.4	***
Adult is Hispanic	23.5	23.5	0.1	
Adult is Native American	1.4	1.8	-0.5	***
Adult is Asian or Pacific Islander	6.4	4.5	1.9	***
Adult is non-citizen	15.5	10.3	5.3	***
Multiple Adults and Marital Status				
Case includes multiple adults	20.9	18.0	2.8	***
Adult is married	22.6	17.2	5.3	***
Adult has never been married	53.8	61.6	-7.8	***
Adult was previously married	23.7	21.2	2.4	***
Case Size and Age of Youngest Child				
Number of persons	3.5	3.3	0.2	***
Number of children	2.3	2.1	0.2	***
Case includes three or more children	36.8	30.4	6.4	***
Youngest child is older than 12 years old	12.2	14.0	-1.8	***
Youngest child is between 6 and 12 years old	28.8	24.5	4.3	***
Youngest child is between 1 and 5 years old	49.0	45.3	3.7	***
Youngest child is under age 1	10.0	16.2	-6.2	***
Education				
Adult did not complete high school	46.3	49.9	-3.6	***
Adult completed only high school	52.3	49.1	3.2	***
Adult attended college	1.3	1.0	0.4	***
Disability Status and Subsidized Housing				
Adult is disabled	0.4	1.7	-1.2	***
Other disabled adult in case	0.2	0.5	-0.3	***
Disabled child in case	0.9	1.3	-0.4	***
Case members live in subsidized housing	16.2	20.2	-4.0	***

Significance Levels:

*** - 0.01

** - 0.05

* - 0.1

Appendix B.3 (cont.): Characteristics of TANF Adults In and Not In Unsubsidized Employment

County/State Characteristics (in percentage points, unless noted)	In Unsubsidized Employment	Not in Unsubsidized Employment	Difference	Significance
Cash Income and Poverty				
Average monthly cash income (\$)	898.7	469.2	429.5	***
Cash income < 50% of poverty level	26.6	76.9	-50.3	***
Cash income 51-99% of poverty level	54.7	21.8	32.9	***
Cash income >= 100% of poverty level	18.7	1.3	17.5	***
Months On Cash Assistance				
Average months on cash assistance	27.2	22.1	5.1	***
Family on assistance for < 12 months	21.1	30.3	-9.2	***
Family on assistance for 12 –23 months	28.2	29.1	-0.9	
Family on assistance for 24 – 59 months	44.2	36.8	7.4	***
Family on assistance for >= 60 months	6.5	3.8	2.8	***
County Unemployment Rate				
County unemployment rate < 4 percent	31.9	30.5	1.4	**
County unemployment rate >= 4, < 6 percent	40.6	33.8	6.8	***
County unemployment rate >= 6 percent	30.3	37.9	-7.6	***
County/State Policies and Characteristics				
County uses wage subsidies	16.4	11.9	4.6	***
< one-third of adults required to work	7.5	8.8	-1.3	***
Between one-third and two-thirds of adults required to work	69.3	59.8	9.4	***
>= two-third of adults required to work	23.2	31.3	-8.1	***
Child poverty rate >= 20 percent	56.2	55.6	0.6	
TANF benefit < \$300 for family of 3	12.2	22.9	-10.7	***
TANF benefit between \$300 – \$499 for family of 3	31.7	30.5	1.2	**
TANF benefit >= \$500 for family of 3	56.0	46.5	9.5	***
Earnings disregard is >= 50 percent	75.5	55.7	19.8	***
Broad two parent TANF eligibility	35.1	43.8	-8.7	***
No TANF program for two parent units	10.0	16.9	-6.9	***
State uses full-family sanctions	43.2	46.2	-3.0	***
TANF time limit is under 60 months	65.3	54.2	11.1	***
County is urban	86.1	84.8	1.3	***
State is in Northeast Census region	19.2	27.0	-7.8	***
State is in Midwest Census region	23.0	18.7	4.2	***
State is in South Census region	11.7	23.0	-11.3	***
State is in West Census region	46.0	28.4	17.6	***
Overseas territory	0.2	2.9	-2.7	***
Sample Size	33,060	106,807		

DATA SOURCE: FY 1999 ACF TANF Emergency Data File

Appendix B.4: Characteristics of Adult TANF Cases Meeting and Not Meeting Current 30/35 Hour Work Participation Requirement

Client/Case Characteristics (in percentage points, unless noted)	Meeting Current Work Requirements	Not Meeting Current Work Requirements	Difference	Significance
Age of Adults in Case				
Average age of primary adult (years)	32.4	31.3	1.1	***
Primary adult is less than 20 years old	3.7	5.8	-2.0	***
Primary adult is between 20 and 29 years old	37.8	41.6	-3.8	***
Primary adult is between 30 and 39 years old	36.6	33.4	3.2	***
Primary adult is between 40 and 49 years old	17.8	15.3	2.5	***
Primary adult is between 50 and 64 years old	4.1	3.8	0.3	
Primary adult is greater than 65 years old	0.0	0.1	-0.1	***
Number of elderly in case is greater than 0	0.0	0.1	-0.1	***
Race/Ethnicity and Citizenship				
Primary adult is white	33.4	31.7	1.7	**
Primary adult is African American	36.1	40.1	-4.0	***
Primary adult is Hispanic	23.3	23.0	0.2	
Primary adult is Native American	1.3	1.7	-0.4	***
Primary adult is Asian or Pacific Islander	5.9	3.5	2.4	***
Primary adult is non-citizen	14.3	8.9	5.4	***
Multiple Adults and Marital Status				
Case includes multiple adults	18.7	7.3	11.4	***
Primary adult is married	21.5	11.3	10.2	***
Primary adult has never been married	54.6	64.4	-9.8	***
Primary adult was previously married	23.9	24.3	-0.4	
Case Size and Age of Youngest Child				
Number of persons	3.5	3.1	0.4	***
Number of children	2.3	2.0	0.3	***
Case includes three or more children	38.1	28.6	9.5	***
Youngest child is older than 12 years old	12.6	13.5	-1.0	
Youngest child is between 6 and 12 years old	27.1	25.4	1.6	**
Youngest child is between 1 and 5 years old	50.1	44.9	5.2	***
Youngest child is under age 1	10.3	16.1	-5.9	***
Education				
Primary adult did not complete high school	45.8	49.3	-3.5	***
Primary adult completed only high school	52.8	49.6	3.2	***
Primary adult attended college	1.3	1.1	0.3	***
Disability Status and Subsidized Housing				
Primary adult is disabled	0.8	1.3	-0.6	***
Other disabled adult in case	0.2	0.3	-0.1	**
Disabled child in case	0.8	1.3	-0.5	***
Case members live in subsidized housing	18.9	19.0	-0.2	

Significance Levels:

*** - 0.01

** - 0.05

* - 0.1

Appendix B-4 (con't): Characteristics of Adult TANF Cases Meeting and Not Meeting Current 30/35 Hour Work Participation Requirement

County/State Characteristics (in percentage points, unless noted)	Meeting Current Work Requirements	Not Meeting Current Work Requirements	Difference	Significance
Cash Income and Poverty				
Average monthly cash income (\$)	842.5	484.5	358.0	***
Cash income < 50% of poverty level	38.5	68.0	-29.4	***
Cash income 51-99% of poverty level	41.9	29.5	12.4	***
Cash income >= 100% of poverty level	19.6	2.5	17.1	***
Months On Cash Assistance				
Average months on cash assistance	27.3	21.8	5.5	***
Family on assistance for < 12 months	21.6	29.6	-8.0	***
Family on assistance for 12 –23 months	26.8	29.4	-2.7	***
Family on assistance for 24 – 59 months	43.9	37.2	6.8	***
Family on assistance for >= 60 months	7.7	3.8	4.0	***
County Unemployment Rate				
County unemployment rate < 4 percent	31.9	31.5	0.4	
County unemployment rate >= 4, < 6 percent	40.8	34.7	6.2	***
County unemployment rate >= 6 percent	29.8	35.9	-6.1	***
County/State Policies and Characteristics				
County uses wage subsidies	15.6	11.8	3.8	***
< one-third of adults required to work	8.0	8.8	-0.8	*
Between one-third and two-thirds of adults required to work	65.8	60.2	5.6	***
>= two-third of adults required to work	26.2	31.0	-4.7	***
Child poverty rate >= 20 percent	53.5	53.8	-0.3	
TANF benefit < \$300 for family of 3	14.2	23.1	-8.9	***
TANF benefit between \$300 – \$499 for family of 3	33.9	31.8	2.1	***
TANF benefit >= \$500 for family of 3	51.9	45.1	6.8	***
Earnings disregard is >= 50 percent	72.9	58.3	14.6	***
Broad two parent TANF eligibility	41.6	41.1	0.6	
No TANF program for two parent units	10.4	17.8	-7.3	***
State uses full-family sanctions	46.7	48.8	-2.1	**
TANF time limit is under 60 months	65.9	55.6	10.3	***
County is urban	86.1	85.2	0.9	**
State is in Northeast Census region	17.9	26.6	-8.7	***
State is in Midwest Census region	26.9	19.3	7.6	***
State is in South Census region	13.7	23.0	-9.4	***
State is in West Census region	41.0	28.3	12.7	***
Overseas territory	0.5	2.7	-2.2	***
Sample Size	28,974	85,488		

DATA SOURCE: FY 1999 ACF TANF Emergency Data File

Appendix B.5: Characteristics of TANF Cases Meeting and Not Meeting Proposed 40 Hour Work Participation Requirements

Client/Case Characteristics (in percentage points, unless noted)	Meeting Proposed Work Requirements	Not Meeting Proposed Work Requirements	Difference	Significance
Age of Adults in Case				
Average age of primary adult (years)	33.0	31.4	1.6	***
Primary adult is less than 20 years old	2.8	5.6	-2.8	***
Primary adult is between 20 and 29 years old	35.9	41.4	-5.5	***
Primary adult is between 30 and 39 years old	38.7	33.5	5.1	***
Primary adult is between 40 and 49 years old	17.7	15.6	2.1	**
Primary adult is between 50 and 64 years old	4.9	3.7	1.2	**
Primary adult is greater than 65 years old	0.0	0.1	-0.1	***
Number of elderly in case is greater than 0	0.0	0.1	-0.1	***
Race/Ethnicity and Citizenship				
Primary adult is white	32.1	32.1	0.0	
Primary adult is African American	32.8	40.0	-7.2	***
Primary adult is Hispanic	26.5	22.7	3.8	***
Primary adult is Native American	1.3	1.6	-0.3	***
Primary adult is Asian or Pacific Islander	7.4	3.6	3.7	***
Primary adult is non-citizen	18.6	9.1	9.6	***
Multiple Adults and Marital Status				
Case includes multiple adults	26.9	7.7	19.2	***
Primary adult is married	28.6	11.7	16.9	***
Primary adult has never been married	48.3	63.9	-15.6	***
Primary adult was previously married	23.1	24.4	-1.3	
Case Size and Age of Youngest Child				
Number of persons	3.7	3.1	0.6	***
Number of children	2.4	2.0	0.4	***
Case includes three or more children	41.6	29.4	12.2	***
Youngest child is older than 12 years old	11.3	13.6	-2.2	***
Youngest child is between 6 and 12 years old	27.3	25.6	1.7	
Youngest child is between 1 and 5 years old	51.1	45.5	5.6	***
Youngest child is under age 1	10.2	15.3	-5.1	***
Education				
Primary adult did not complete high school	46.0	48.8	-2.8	**
Primary adult completed only high school	52.8	50.0	2.7	**
Primary adult attended college	1.2	1.1	0.1	
Disability Status and Subsidized Housing				
Primary adult is disabled	0.7	1.3	-0.6	***
Other disabled adult in case	0.1	0.3	-0.2	***
Disabled child in case	0.8	1.3	-0.5	**
Case members live in subsidized housing	16.1	19.4	-3.4	***

Significance Levels:

*** - 0.01

** - 0.05

* - 0.1

Appendix B.5 (con't): Characteristics of TANF Cases Meeting and Not Meeting Proposed 40 Hour Work Participation Requirements

County/State Characteristics (in percentage points, unless noted)	Meeting Proposed Work Requirements	Not Meeting Proposed Work Requirements	Difference	Significance
Cash Income and Poverty				
Average monthly cash income (\$)	936.9	518.6	418.3	***
Cash income < 50% of poverty level	33.2	64.8	-31.6	***
Cash income 51-99% of poverty level	42.3	31.1	11.2	***
Cash income >= 100% of poverty level	24.5	4.1	20.4	***
Months On Cash Assistance				
Average months on cash assistance	28.7	22.3	6.4	***
Family on assistance for < 12 months	22.5	28.4	-5.9	***
Family on assistance for 12 –23 months	25.4	29.3	-3.9	***
Family on assistance for 24 – 59 months	43.0	38.2	4.8	***
Family on assistance for >= 60 months	9.2	4.1	5.0	***
County Unemployment Rate				
County unemployment rate < 4 percent	34.9	31.2	3.7	***
County unemployment rate >= 4, < 6 percent	41.7	35.4	6.3	***
County unemployment rate >= 6 percent	26.8	35.5	-8.6	***
County/State Policies and Characteristics				
County uses wage subsidies	18.2	11.9	6.3	***
< one-third of adults required to work	8.5	8.6	-0.1	
Between one-third and two-thirds of adults required to work	66.6	60.8	5.7	***
>= two-third of adults required to work	24.9	30.5	-5.6	***
Child poverty rate >= 20 percent	56.1	53.4	2.7	**
TANF benefit < \$300 for family of 3	16.2	21.6	-5.5	***
TANF benefit between \$300 – \$499 for family of 3	28.4	32.8	-4.4	***
TANF benefit >= \$500 for family of 3	55.4	45.5	9.9	***
Earnings disregard is >= 50 percent	74.4	60.0	14.4	***
Broad two parent TANF eligibility	32.9	42.3	-9.4	***
No TANF program for two parent units	7.6	17.2	-9.6	***
State uses full-family sanctions	42.6	49.1	-6.5	***
TANF time limit is under 60 months	70.6	56.3	14.3	***
County is urban	86.0	85.3	0.7	
State is in Northeast Census region	12.0	26.3	-14.3	***
State is in Midwest Census region	23.3	20.8	2.5	***
State is in South Census region	14.6	21.7	-7.1	***
State is in West Census region	49.7	28.8	20.9	***
Overseas territory	0.4	2.4	-2.0	***
Sample Size	15,436	99,026		

DATA SOURCE: FY 1999 ACF TANF Emergency Data File

Appendix B.6: Factors Associated with Positive Employment Outcomes, Other Factors Held Equal

Client/Case Characteristics	Adult in Work-Related Activities	Adult in Unsubsidized Employment	Case Meets 30/35 Hour Work Rule	Case Meets 40 Hour Work Rule
Age of Adults in Case				
(Age 20-29 is omitted category)				
(Primary) adult is less than 20 years		---		---
(Primary) adult is between 30 and 39 years				+
(Primary) adult is between 40 and 49 years				
(Primary) adult is between 50 and 64 years	-	--		
(Primary) adult is greater than 65 years	-		-	
Number of elderly is greater than 0				--
Race/Ethnicity and Citizenship				
(White is omitted category)				
(Primary) adult is African American			+++	+++
(Primary) adult is Hispanic	+++	++	+++	+++
(Primary) adult is Native American	--			
(Primary) adult is Asian-Pacific Islander				
(Primary) adult is non-citizen	+++	+++	+++	+++
Multiple Adults and Marital Status				
(Previously married is omitted category)				
Case includes multiple adults	---		+++	+++
(Primary) adult is married			+	++
(Primary) adult has never been married				
Number of Children and Age of Youngest Child				
(Youngest child 13+ is omitted category)				
Case includes three or more children	+++	+++	+++	+++
Youngest child is between 6 and 12 years	+++	+++		++
Youngest child is between 1 and 5 years	+++	+		+++
Youngest child is under age 1	---	---	---	---
Education				
(High school only is omitted category)				
(Primary) adult did not complete high school	---	---	---	---
(Primary) adult attended college	+++	++		
Disability Status				
(Primary) adult is Disabled	---	---	---	--
Other disabled adult on case	---	---	---	---
Disabled child on case	---	---	--	---
Case members live in subsidized housing				

+++ = statistically significant and positive relationship at 0.01 level

++ = statistically significant and positive relationship at 0.05 level

+ = statistically significant and positive relationship at 0.10 level

--- = statistically significant and negative relationship at 0.01 level

-- = statistically significant and negative relationship at 0.05 level

- = statistically significant and negative relationship at 0.10 level

Appendix B.6 (con't): Characteristics Associated with Positive Employment Outcomes, Other Factors Held Equal

County/State Characteristics	Adult in Work- Related Activities	Adult in Unsubsidized Employment	Case Meets 30/35 Hour Work Rule	Case Meets 40 Hour Work Rule
County Unemployment Rate				
(>=4, <6 percent is omitted category)				
County unemployment rate < 4 percent	+	+	++	
County unemployment rate >= 6 percent	---	---	---	---
State/County TANF Policies				
(1/3-2/3 required to work, TANF benefit of \$300-\$499 for family of 3, West census region are omitted categories)				
County uses wage subsidies	++		+++	+
< one-third of adults required to work				
>= two-third of adults required to work	---	-	---	
Child poverty rate >= 20 percent	---	---	---	---
TANF benefit < \$300 for family of 3	---	+++		---
TANF benefit >= \$500 for family of 3	---	---	---	--
Earnings disregard is >= 50 percent	---	+++	---	
Broad two parent TANF eligibility	+++	+++	+++	++
No TANF program for two parent units	+	---	+++	---
State uses full-family sanctions	---	---		---
TANF time limit is under 60 months		+++		+++
County is urban	+++		+++	+++
State is in Northeast census region	---	---	---	---
State is in Midwest census region	---	+	++	---
State is in South census region	---	---	---	--
State is in overseas	---	---	---	---
Sample Size	139,867	139,867	114,462	114,462

DATA SOURCE: FY 1999 ACF TANF Emergency Data File

Refer to appendix for coefficients and standard errors of multivariate regression models used to infer these relationships.

Regressions account for county and state fixed effects, except that effects of county variables only account for state effects, and effects of state variables do not account for state effects.