

Illinois Study of Former TANF Clients

Final Report

Prepared by



Institute for Public Affairs
University of Illinois at Springfield

in collaboration with
School of Social Work
University of Illinois at Urbana-Champaign

for



Illinois Department of Human Services

George H. Ryan, Governor
Linda Renee Baker, Secretary
August 2000

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July 2000

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Table of Contents

Executive Report	i
Overview	i
TANF Policy Environment for this Study	ii
Who Is Leaving TANF?	ii
Why Are People Leaving TANF?	iv
What Are the Employment Experiences of TANF Leavers?	vii
Employment Patterns	vii
Earnings Levels and Hours Worked	ix
Education and Training	xi
Employment Barriers	xii
Who Returns to TANF Cash Assistance and Why?	xiii
What Services and Supports Do TANF Leavers Use and Need?	xv
Overview of Service Receipt Patterns	xvi
Differences in Selected Services Use Patterns by Case Closure Reason	xx
Differences in Selected Services Use Patterns by Region	xxi
Differences in Selected Services–Use Patterns by Type of Case	xxiii
Reasons for Not Using Services	xxiii
What Is the Overall Well-being of Clients After Exiting TANF?	xxiv
Introduction	1
Illinois Study	1
Background on Illinois	2
Chapter 1 - Methodology	5
Population of TANF Leavers	5
Identifying Adult Leavers in Single-Parent and Two-Parent Cases	5
Distinguishing Actual Leavers	6
Individual and Case Levels of Analysis	6
Distinguishing Cases from Exits	7
Defining All-Exit and First-Exit Cohorts	7
Administrative Data	10
Data Files and Variables	10
IDHS Client Database	10
IDHS Cornerstone Database	11
IDHS Child Care Tracking System	11
IDHS Project Chance Information System	12
IDHS DARTS Database	12
IDCFS Databases	12
IDES Wage Data	12
Data Management Procedures	15
Survey Methods for the December Cohort	16
Survey Development	16
Sampling and Interviewing Methodology	17
Response Rates, Geographic Representativeness, and Weighting	19
Response Rates and Representativeness for Other Characteristics	21

Chapter 2 - Who is Leaving TANF?	29
Characteristics of Leavers from Administrative Data	29
Characteristics of Single- and Two-Parent Cases	29
Characteristics of Leavers by State Region	32
Characteristics of December Cohort	34
Geographic Distribution of Respondents	34
Gender, Race, and Age of Respondents	35
Education Level of Respondents	35
Household Composition of Respondents	35
Changing Composition of TANF Leavers	39
First Exits Versus Subsequent Exits	39
Characteristics of Single-Parent, All-Exit Cohorts	41
Comparison of Open and Closed Cases	42
Summary	44
Chapter 3 - Why Are People Leaving TANF?	45
Population Analysis of Administrative Reasons for Case Closings	45
Administrative Coding of Case Closing Reasons	46
Major Reasons for Case Closing by Case Type and Region	47
Factors Associated with Administrative Reasons for Case Closings	49
Trends in Administrative Reasons for Case Closings	51
Analysis of Survey Responses for December 1998 Cohort	51
Overview of Self-Reported Reasons for Case Closure	52
Analysis of Self-Reported Reasons by Administrative Reasons	55
Analysis of Self-Reported Reasons by Employment Status	57
Analysis of Self-Reported Reasons by Ethnicity	59
Summary	61
Chapter 4 - What Are the Employment Experiences of TANF Leavers?	62
Population Analysis with Administrative Data	62
Available Employment Outcome Data	62
Unemployment Insurance Quarterly Wage Data	63
Earned Income from the IDHS data	63
Employment Patterns by Administrative Categories	64
Analysis by Case Type: Single-Parent and Two-Parent Cases	64
Percentage with UI Wage Income.	65
Median and Mean Quarterly Wages for Those Employed.	67
Distribution of Wage Income for Single-Parent TANF Leavers	69
Analysis of Single-Parent Cases by State Region	71
Analysis of Single-Parent Cases by Administrative Reason for Case Closure	73
Factors Associated with Employment After First Exit	75
Characteristics of Single-Parent Cases by Employment in Quarter after Exit	75
Analysis of Employment for Single-Parent Cases by Ethnicity and Region	77
Distinguishing Unique Factors Associated with Wages After Exit	78

Analysis of the December 1998 Cohort	81
Employment Rates for TANF Leavers	81
Employment by Partners and Other Household Members	83
Employment Transitions and Changes	85
Employment Prior to Leaving Welfare	85
Job Changes	86
Hours Worked, Wages, and Household Income	88
Types of Jobs	93
Factors Associated with Post-TANF Employment	95
Education and Training	95
Barriers to Employment	101
Child-Care Barriers.	102
Other Employment Barriers.	103
Domestic Abuse and Relationship Problems as Employment Barriers.	105
Summary	106
Chapter 5 - Who Returns to TANF Cash Assistance and Why?	108
Population Analysis with Administrative Data	108
Recidivism Outcome Measures	108
Description of Recidivism in the Population	111
Analysis by Case Type: Single-Parent and Two-Parent Cases	111
Current Recidivism by Month after Exit	111
Cumulative Recidivism by Month after Exit	111
Analysis of State Regions: Cook County versus Downstate Counties	113
Current Recidivism	113
Cumulative Recidivism	113
Analysis of Children Returning to Active TANF Cases	115
Factors Associated with Recidivism	116
Characteristics of Those Who Do and Do Not Return to Cash Assistance	116
Analysis by Administrative Reasons for Case Closing	118
Analysis by Wages in Quarter of Exit	119
Analysis of Trends Across Quarters in Study	123
Distinguishing Unique Effects of Factors on Recidivism	126
Analysis of the December 1998 Cohort	129
Characteristics Associated with Recidivism in the December 1998 Cohort	129
Reasons for Recidivism	131
Summary	133

Chapter 6 - What Services and Supports do TANF Leavers Use and Need?	134
Population Analysis of Use of Services Reported in Administrative Data	134
Use of Food Stamps	134
Analysis by Case Type	135
Current Use of Food Stamps Before and After Exit	135
Current Use of Food Stamps in Non-Active Cases	135
Cumulative Use of Food Stamps After Exit	136
Cumulative Use of Food Stamps After Exit by Non-Recidivists	136
Analysis by State Region for Single-Parent Cases	140
Current Use for Single-Parent Cases	140
Cumulative Use After Exit for Single-Parent Cases	140
Analysis by Administrative Reason for Case Closing for Single-Parent Cases	141
Current Use for Single-Parent Cases	141
Cumulative Use After Exit for Single-Parent Cases	142
Participation in Medicaid	149
Analysis by Case Type: Single-Parent and Two-Parent Cases	149
Current Participation in Medicaid Before and After Exit	149
Current Participation in Medicaid for Non-Active Cases	149
Cumulative Participation in Medicaid.	150
Cumulative Participation in Medicaid by 12-Month Non-Recidivists	150
Analysis by State Region	154
Current Use for Single-Parent Cases	154
Cumulative Use After Exit for Single-Parent Cases	154
Analysis by Administrative Reason for Case Closure	157
Current Use for Single-Parent Cases	157
Cumulative Use After Exit for Single-Parent Cases	158
Use of Other IDHS Services	163
Use of WIC Services Before and After Exit	163
Use of Family Case Management Services Before and After Exit	164
Use of Child Care Subsidy Before and After Exit	164
Use of Drug and Alcohol Treatment Services Before and After Exit	166
Involvement with IDCFS Child Welfare Services	166
Analysis of Services Reported by the December 1998 Survey Cohort	167
Medical Coverage for Respondents	168
Medical coverage when interviewed	168
Medicaid Coverage Since Leaving TANF in December 1998	171
Reasons for Not Applying for Medicaid and/or KidCare	172
Use of Food Stamps	174
Use of Earned Income Tax Credit	176
Child Support	177
Other Benefits and Supports	178
Child Care Needs and Use	180
Summary	185

Chapter 7 - What is the Overall Well-Being of Clients after Exiting TANF?	187
Hardships Facing TANF Leavers	187
Housing Conditions Before and After Exit	187
Housing Conditions by Employment Status	188
Housing Conditions by Employment Consistency	189
Additional Hardships Before and After Exit	193
Analyses by State Region	193
Additional Hardships by Employment Status	193
Additional Hardships by Employment Consistency	194
Satisfaction and Comparative Well-being	197
Satisfaction with Life After TANF	197
Analysis of Satisfaction by State Region	197
Satisfaction by Employment Status	199
Satisfaction by Employment Consistency	199
Comparison of Satisfaction with Illinois General Public	202
Comparison with Entire General Public	202
Comparison with Low Income General Public	202
Comparative Well-Being	204
Analysis of Comparative Well-Being by State Region	204
Analysis of Comparative Well-Being by Employment Status	204
Analysis of Comparative Well-Being by Employment Consistency	205
Summary	209

Appendix I - TANF Closed-cases Telephone Interview Instrument

Appendix II - Categories of Administrative Reasons for Case Closings

Appendix III - Summary of Commonly Reported Administrative Outcome Data for Single-Parent Leavers

Table of Tables

Table A:	Percentage of Survey Respondents Reporting Selected Employment Barriers by Employment Status when Interviewed	xiii
Table B:	Receipt of Selected Benefits and Services Before and After Leaving TANF	xx
Table 1:	Case Cohorts; Both Total Leavers and First Time Leavers, by Case Type	9
Table 2:	Description of Variables From the IDHS Client Database (CDB)	13
Table 3:	Description of Variables from other IDHS Files	14
Table 4:	Description of Variables from IDCFS and IDES Databases	15
Table 5:	List of Geographic Sampling Areas Used in Stratified Sampling and Associated Counties	18
Table 6:	Response Rates by Geographic Area	20
Table 7:	Geographic Representativeness of Respondents and Analysis Weights	21
Table 8:	Response Rates by Selected Characteristics	22
Table 9:	Predicting Response Behavior from Selected Variables: Results of Logistic Regression Analysis	24
Table 10:	Representativeness of Respondents on Selected Characteristics	25
Table 11:	Aggregate Client Characteristics at First Exit	31
Table 12:	Aggregate Characteristics at First Exit by Region, Single-Parent Cases	33
Table 13:	Aggregate Characteristics at First Exit	36
Table 14:	Comparison of First-Exit Cohorts and Subsequent Exits in Study Period, Single-Parent Cases	40
Table 15:	Trend Analysis of All-Exit Cohort Characteristics for Single-Parent Cases	41
Table 16:	Comparison of Closed and Open Cases	43
Table 17:	Categories of Administrative Reasons for Case Closings	46
Table 18:	Administrative Reasons for Case Closings at First Exit by Case Type	47
Table 19:	Administrative Reasons for Case Closures at First Exit by Region, Single-Parent Cases	48
Table 20:	Characteristics of Cases Closed for Income and Non-Cooperation Reasons; Single-Parent Cases	49
Table 21:	Administrative Reasons for Case Closures at First Exit by Region and Ethnicity, Single-Parent Cases	50
Table 22:	Administrative Reasons for Closures at First-Exit for Single-Parent Cases, by Quarter	51
Table 23:	Responses to Open-Ended Survey Question	52
Table 24:	Reasons Why Respondents Left Welfare	53
Table 25:	Reasons for Leaving TANF, by Single- or Two-Parent Household	55
Table 26:	Reasons Why Left Welfare by Selected Type Action Reason (Categorized)	56
Table 27:	Reasons for Leaving TANF, by Respondent Employment Status When Left TANF	58
Table 28:	Reasons for Leaving TANF, by Race/Ethnicity	60
Table 29:	Available Quarters of UI Wage Data; Percentage of Single-Parent Cases with UI Quarterly Wages by Cohort and Calendar Quarter	63
Table 30:	IDHS Earned Income and Its Relationship to IDES UI Wage Data	64
Table 31:	Wage Earnings in Percentages in Quarters Before and After Exit, By Case Type	66
Table 32:	Median and Mean Quarterly Wages for Those Employed, By Case Type	68

Table 33: Distribution of Quarterly Wages for All Single-Parent Cases (Including Those Not Employed)	70
Table 34: UI Wage Income in Percentages in Quarters Before and After Exit, by Region (Single-Parent Cases; Identified Adult Leavers)	73
Table 35: Percentage of Cases with UI Wage Income in Quarters Before and After Exit, By Administrative Reason for Closure (Single-Parent Cases)	74
Table 36: Characteristics of Single-Parent Cases With and Without Wages in Quarter after Exit	76
Table 37: UI Wage Income in Percentages in Quarters Before and After Exit; Single-Parent Cases By Region and Ethnicity	77
Table 38: Factors Associated with Income in Quarter After Exit; Single-Parent Cases Headed by a Female	80
Table 39: Respondent Employment Status When Leaving TANF and at Time of Interview ..	81
Table 40: Employment Patterns of TANF Leavers During Study Period	82
Table 41: Employment of Respondents and Partners by Marital Status and Region	84
Table 42: Work Experiences of Leavers in the Six Months Prior to TANF Exit	85
Table 43: Job Turnover and Change for Those Employed at Exit	86
Table 44: Job Changing by TANF Leavers	86
Table 45: Hours Worked and Wage Impacts of Job Changes	87
Table 46: Hours Worked in Jobs Since Leaving TANF	88
Table 47: Hourly Pay Rates in Jobs Since Leaving TANF	89
Table 48: Median Weekly Take-Home Pay in Jobs Since Leaving TANF	90
Table 49: Mean Weekly Take-Home Pay in Jobs Since Leaving TANF	90
Table 50: Current Hours Worked and Pay Rates by Case Closure Reason	90
Table 51: Household Income for Previous Month	91
Table 52: Average Income Levels by Selected Characteristics	92
Table 53: Respondents' Current or Most Recent Jobs, Compared to Respondents' Jobs When Left TANF	93
Table 54: Current and Most Recent Occupations by Region	94
Table 55: Participation in Selected Training Activities by TANF Leavers in Previous Two Years	96
Table 56: Number of Training Activities by TANF Leavers in Previous Two Years	96
Table 57: Number of Selected Training Activities by Employed and Unemployed TANF Leavers in Previous Two Years	97
Table 58: Participation in Selected Training Activities by TANF Leavers in Previous Two Years, by Employment Status at Interview	98
Table 59: Perceived Impact of Employment and Training Activities on Employment, by Region	99
Table 60: Perceived Impact of Employment and Training Activities On Employment, by Employment Status when Interviewed	100
Table 61: Types of Education and Training that TANF Leavers Said Helped Them Get A Job	101
Table 62: Percentage of Respondents with Child-Care Barriers	102
Table 63: Percentage of Respondents with Child Care Barriers, by Current Employment Status	103
Table 64: Percentage of Respondents with Selected Employment Barriers	103

Table 65: Percentage of Respondents with Selected Employment Barriers, by Employment Status	105
Table 66: Percentage of Respondents Reporting Domestic Abuse and Relationship Barriers to Employment, by Region	105
Table 67: Percentage of Respondents Reporting Domestic Abuse and Relationship Barriers to Employment, by Employment Status	106
Table 68: Available Recidivism Data; Current Recidivism by Calendar Month, Single-Parent Cases	110
Table 69: TANF Recidivism After First Exit, by Case Type	112
Table 70: TANF Recidivism After First Exit; Single-Parent Cases by Region	114
Table 71: Cumulative TANF Recidivism for all Children in Study Population	116
Table 72: Characteristics of Those Who Do and Do Not Return to TANF in Six Months After Exit, Single-Parent Cases	117
Table 73: Current Recidivism After First Exit for Single-Parent Cases, by Type Action Reason	120
Table 74: Cumulative Recidivism After First Exit for Single-Parent Cases, by Type Action Reason	121
Table 75: Recidivism by UI Wages in Quarter of Exit, Single-Parent Cases	122
Table 76: Trend Analysis of Current Recidivism for Single-Parent Cases	124
Table 77: Trend Analysis of Cumulative Recidivism for Single-Parent Cases	125
Table 78: Factors Associated with TANF Recidivism After First Study Exit, Single-Parent Cases Headed by a Female	128
Table 79: Self-reported Recidivism Since December 1998 Exit	129
Table 80: Self-Reported Recidivism Rates for Selected Characteristics	131
Table 81: Reasons Cited for Returning to TANF	132
Table 82: Food Stamp Receipt Before and After First Exit, By Case Type	138
Table 83: Cumulative Food Stamp Receipt in Months After First Exit, By Case Type	139
Table 84: Food Stamp Receipt Before and After First Exit for Single-Parent Cases, By Region	143
Table 85: Cumulative Food Stamp Receipt in the Months After First Exit for Single-Parent Cases, By State Region	144
Table 86: Food Stamps Receipt in Months Before and After First Exit for Single-Parent Cases, by Reason for Case Closure	145
Table 87: Food Stamps Receipt in Months After First Exit for Non-Active, Single-Parent Cases, by Reason for Case Closure	146
Table 88: Cumulative Food Stamps Receipt in Months After First Exit for Single-Parent Cases, by Reason for Case Closure	147
Table 89: Cumulative Food Stamps Receipt in Months After First Exit for Non-Recidivist, Single-Parent Cases, by Reason for Case Closure	148
Table 90: Medicaid Participation Before and After First Exit, by Case Type	152
Table 91: Cumulative Medicaid Participation in Months After First Exit, by Case Type	153
Table 92: Medicaid Participation Before and After First Exit, by Region	155
Table 93: Cumulative Medicaid Participation in Months After First Exit, by Region	156
Table 94: Medicaid Participation Before and After First Exit, by Reason for Case Closure ..	159
Table 95: Medicaid Participation in Months After First Exit for Non-Active, Single-Parent Cases, by Reason for Case Closure	160

Table 96: Cumulative Medicaid Participation After First Exit for Single-Parent Cases, by Reason for Case Closure	161
Table 97: Cumulative Medicaid Participation After First Exit for 12 Month Non-Recidivists, by Reason for Case Closure	162
Table 98: Participation in WIC, Family Case Management, and Child Care Services Before and After First Exit (Percentages)	165
Table 99: Receipt of Drug and Alcohol Services Before and After First Exit	166
Table 100: IDCFS Involvement Before and After First Exit	167
Table 101: Current Medical Insurance Coverage for TANF Leavers and Children	169
Table 102: Why Respondents Did Not Have Medicaid at Time of Interview, For Those Who Had Received Medicaid at Some Time Since TANF Exit	170
Table 103: Selected Attitudes and Behaviors of Respondents with No Medicaid Since Left TANF in December, 1998	172
Table 104: Why Respondent Did Not Apply for Medicaid	173
Table 105: Receipt of Food Stamps After TANF Exit	174
Table 106: Why Respondent Did Not Apply for Food Stamps	175
Table 107: Why Respondents Did Not Receive Food Stamps at Time of Interview, for Those Who Had Received Them at Some Time Since TANF Exit	176
Table 108: Receipt of the Earned Income Tax Credit	177
Table 109: Receipt of Child Support Payments by Leavers with Absent Parents	178
Table 110: Receipt of Other Benefits and Services Before and After Leaving TANF	179
Table 111: Children of TANF Leavers Who Work or Are in Job-Related Programs, by Age of Children	180
Table 112: Child Care Arrangements for TANF Leavers, by Age of Children	181
Table 113: Child Care Arrangements for TANF Leavers, by Age of Children and Region ...	182
Table 114: Perceived Dependability of Child Care Arrangements, by Region	183
Table 115: Perceived Dependability of Child Care Arrangements, by Current Employment Status	184
Table 116: Percentage of TANF Leavers Who Pay for Child Care and Average Payment Levels	185
Table 117: Housing Conditions, Statewide and by Region	190
Table 118: Housing Conditions, by Employment Status	191
Table 119: Housing Conditions, by Employment Consistency	192
Table 120: Other Hardships, Statewide and by Region	195
Table 121: Other Hardships, by Employment Status	195
Table 122: Other Hardships, by Employment Consistency	196
Table 123: Satisfaction with Aspects of Life, by State Region	198
Table 124: Satisfaction with Aspects of Life, by Employment Status	200
Table 125: Satisfaction with Aspects of Life, by Consistency of Employment	201
Table 126: Satisfaction with Aspects of Life, comparing TANF Respondents with Illinois General Public	203
Table 127: Comparative Well-Being At Interview Compared to When Left TANF	206
Table 128: Comparative Well-Being Compared to When Left TANF, by Employment Status	207
Table 129: Comparative Well-Being Compared to When Left TANF, by Consistency of Employment	208

Table of Figures

Figure A: Characteristics of Leavers, Single-Parent Cases, by Region	iii
Figure B: Reasons for Case Closings by Region, For Single-Parent Cases	v
Figure C: Policy Changes Contributing to TANF Exits	vi
Figure D: Consistency of Employment Between Exit and Interview	viii
Figure E: Median Quarterly Wages, Single-Parent Leavers	x
Figure F: Median Household Income by Work Status of Leavers and Their Partners	x
Figure G: Reported Employment Barriers, Survey Respondents	xii
Figure H: Cumulative Recidivism, Single-Parent Cases, by Closing Reason	xv
Figure I: Medical Coverage for Survey Respondents and Their Children	xvii
Figure 1: Unemployment Rate, Seasonally Adjusted	3
Figure 2: AFCD/TANF Caseload, January 1994 to March 2000	4
Figure 3: Characteristics of Leavers, Single-Parent Cases by Region	34
Figure 4: Reasons for Case Closings, by Region, for Single-Parent Cases	48
Figure 5: Policy Changes Contributing to TANF Exits	54
Figure 6: Earned Income by Quarters, Analysis by Case Type, All Adults	67
Figure 7: Median Wages, All Employed, Analysis by Case Type	69
Figure 8: Median Quarterly Wages, Single-Parent Leavers	71
Figure 9: Quarterly Wage Income by Closing Reason, Single Parents	75
Figure 10: Consistency of Employment, Employment Between Exit and Interview	82
Figure 11: Median Household Income by Work Status of Leavers and Their Partners	92
Figure 12: Reported Employment Barriers, Survey Respondents	104
Figure 13: Cumulative TANF Recidivism by Region, Single-Parent Cases	115
Figure 14: Cumulative Recidivism, Single-Parent Cases by Closing Reason	118
Figure 15: Reasons for Recidivism, Self-Reported Reasons on Survey	132
Figure 16: Cumulative Food Stamp Use, All Single-Parent and Non-Return Cases	137
Figure 17: Cumulative Food Stamps by Region, Single-Parent, Non-Recidivism	141
Figure 18: Cumulative Medicaid Use, All Single-Parent and Non-Returning Cases	151
Figure 19: Cumulative Medicaid Use by Region, Single-Parent, No TANF Return	157

Introduction

The passage of the Personal Responsibility and Work Opportunity Reconciliation Act of 1996 (PRWORA) changed the focus of welfare policy from income maintenance to achieving economic self-sufficiency through employment. This initiative in welfare reform also ended the federal guarantee of cash assistance and replaced the Aid to Families with Dependent Children (AFDC) Program with the Temporary Assistance for Needy Families (TANF) Program.

Prior to 1996, more than half of the states had instituted work requirements for some portion of their AFDC caseload, and 31 states had received waivers to test time-limited welfare receipt (DHHS, Administration for Children and Families, 1996). These state-level reforms, coupled with a sound economy, contributed to pre-PRWORA declines in caseloads between 1994 and 1996. In addition, there is strong evidence that these declines have increased since the enactment of PRWORA. Nationally, an estimated 1.6 million families have left the welfare rolls, which means that approximately 4.6 million people, mostly women and children, are no longer receiving cash assistance.

Illinois Study

Illinois implemented TANF on July 1, 1997, concurrent with the creation of the Illinois Department of Human Services (IDHS). One year after implementation of state TANF programs, Illinois had the third highest TANF caseload in the country. Like most states, Illinois emphasized rapid attachment to the labor force through mandatory job searches soon after recipients enter the program. However, Illinois also has been recognized for the extent to which its policies are designed to reward and reinforce TANF participants' work efforts. For example, TANF recipients who combine work with welfare are able to keep most of their TANF benefits, with the grant payments being reduced only \$1 for every \$3 in earned income. Allowing TANF recipients to retain the other \$2 for every \$3 earned is more generous than the earning disregard policies of most other states. And whereas Illinois does establish a sixty-month lifetime limit on months of TANF support, unlike most other states, Illinois does not have a time limit for receipt of TANF as long as a recipient is working.

Illinois policy also emphasizes providing support services for those transitioning off TANF. For example, those leaving TANF for work are granted Medicaid coverage for six months, with a renewal available for an additional six months. Also, employed clients and those preparing for or seeking employment are given support for transportation, child care, and other expenses. One example of this employment support is that working leavers with children under 13 years old are eligible for day care assistance, with a sliding scale based on income. To ensure other forms of support, clients are screened for domestic violence, mental health, and substance abuse issues and referred to available services.

The TANF program in Illinois also incorporates important new requirements for recipients. For example, there is a requirement that all TANF clients complete a Responsibility and Services Plan and participate in an approved work activity, and a family cap that limits the grant when additional children are born. In addition, clients whose situation warrants it may be required to participate in a pay-after-performance program. Unmarried minor parents must live with a parent or guardian or in an approved supervised setting; minor parents must be in school if they do not

have a high school diploma or GED. Also, clients may be sanctioned for failure to cooperate with work requirements, child support and paternity establishment activities, and school attendance requirements for elementary and middle school children.

Thus, TANF represents a new welfare program that has succeeded in reducing welfare rolls, but concerns remain regarding what happens to adults and children after they leave the TANF rolls and their cases are closed. As a result, Illinois, like many states, commissioned a study of leaver outcomes. Specifically, IDHS contracted with the Institute for Public Affairs at the University of Illinois at Springfield (UIS), in collaboration with researchers in the School of Social Work at the University of Illinois at Urbana-Champaign (UIUC), to study the experiences of former TANF clients. Additional funding from the U. S. Department of Health and Human Services (DHHS) permitted the expansion of the study to include additional cohorts of TANF leavers and longer follow-up of those cohorts.

There are seven chapters in this report. In the first chapter, Methodology, we present the research design of the study and describe the survey and administrative data that are used to understand what happens when clients leave TANF. Each of the remaining six chapters presents results that address a specific question and are titled accordingly. The titles of these six results chapters are as follows:

Chapter 2: Who is leaving TANF?

Chapter 3: Why are people leaving TANF?

Chapter 4: What are the employment experiences of TANF leavers?

Chapter 5: Who returns to TANF cash assistance and why?

Chapter 6: What services and supports do TANF leavers use and need?

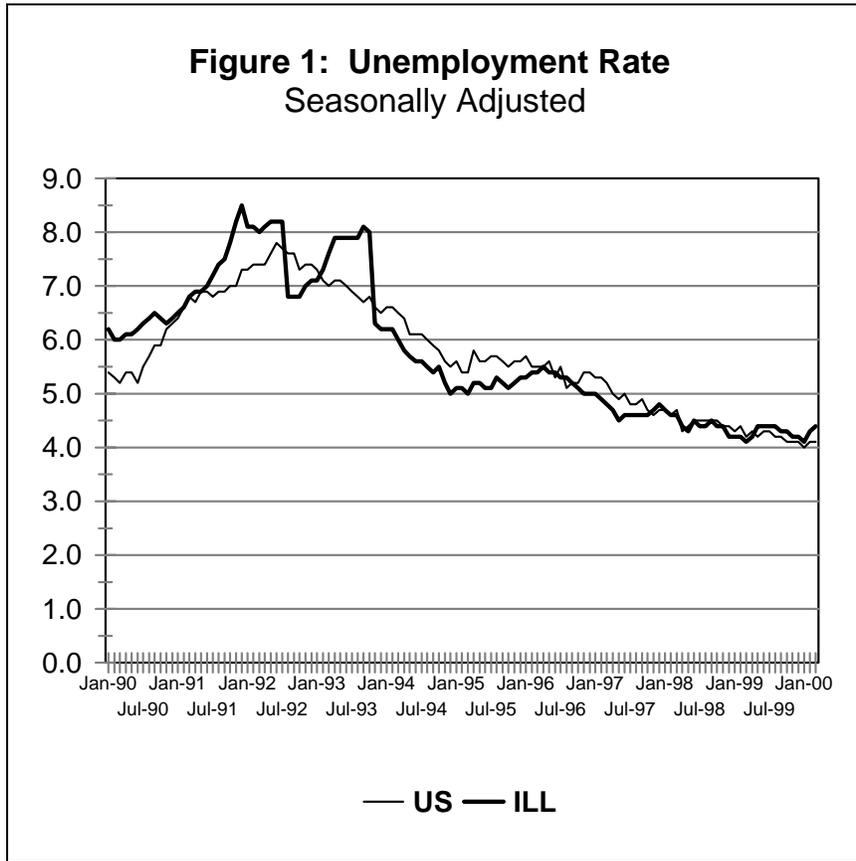
Chapter 7: What is the overall well-being of clients after exiting TANF?

Background on Illinois

Before describing the methodology and the results, it is useful to establish the context of the study. Illinois is a large, diverse state with a total population of 12,128,370 (1999 estimate). Although 84 percent of the Illinois population live in metropolitan areas, some areas of the state are very rural. Illinois residents are 81 percent white, 15 percent African-American, and 3 percent other; Hispanic ethnicity, which is coded separately, represents 10 percent (1996)¹. Cook County, including Chicago, has a population of 5,192,326 (1999 estimate). Cook County residents are 68 percent white, 27 percent African-American, and 5 percent other; 17 percent are

¹The Census Bureau treats race and ethnicity as separate variables. Hispanic ethnicity overlaps the three racial groups, i.e., Hispanics may be of any race.

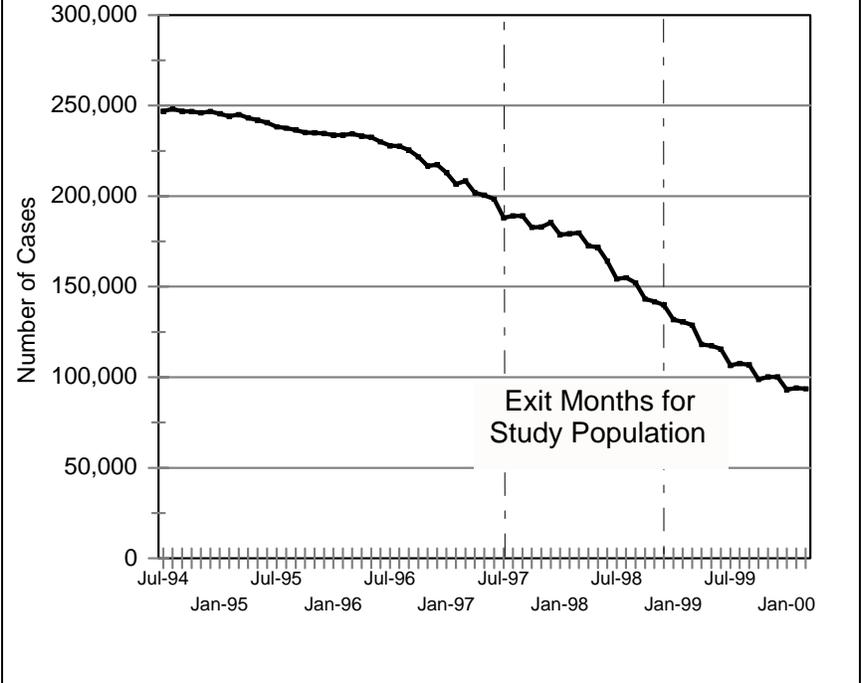
Hispanic. The Illinois median household income is \$38,078, and 11 percent of the population live in poverty (1995). County poverty rates range from 3 percent in three counties near Cook County to more than 25 percent in two rural counties in southernmost Illinois. Cook County's poverty rate is 15 percent, but some community areas in Chicago have rates above 60 percent. The Illinois unemployment rate has declined since 1994, closely paralleling the national rate. The seasonally adjusted rate in March 2000 was 4.4 percent (see Figure 1).



Source: Bureau of Labor Statistics, U.S. Department of Labor

The Illinois AFDC caseload began declining in 1994 and the decline accelerated in 1996. In June 1997, just prior to the implementation of TANF, the statewide AFDC caseload was at 191,127 cases (562,275 persons). Statewide, 19 percent of the cases were child-only cases. Fifty-one (51) percent of the grantees had completed high school and 65 percent had work experience. Sixty-six (66) percent of the cases were from Cook County and 34 percent from downstate Illinois (outside Cook County). In Cook County, the caseload was 10 percent non-Hispanic white, 74 percent non-Hispanic African-American, 14 percent Hispanic, and 1 percent other. Downstate, the caseload was 58 percent non-Hispanic white, 38 percent non-Hispanic African-American, 4 percent Hispanic, and 1 percent other. The caseload decline continued after the implementation of TANF in July 1997 (see Figure 2). In March 2000, the total caseload was at 93,712 cases, 62 percent fewer than the August 1994 peak of 248,108 cases.

Figure 2: AFDC/TANF Caseload
January 1994 to March 2000



Source: IDHS Client Database (CDB)

Chapter 1

Methodology

This chapter introduces the methodology of this study of welfare reform in Illinois by first defining the population of former TANF clients being considered. The two main sources of information, administrative data and survey data, are then described. For the administrative data, this description focuses on the data files involved and the matching of TANF leavers across these files. The survey component is discussed in terms of the development of the survey instrument and the procedures used to contact and interview the TANF leavers. The final section of the chapter reports on the response rate for the survey and the analyses that were conducted to assess the degree to which the survey respondents were representative of the population of TANF leavers in Illinois.

The survey was designed and implemented by the Survey Research Office (SRO) of the University of Illinois at Springfield in association with the School of Social Work of the University of Illinois at Urbana-Champaign, and in consultation with evaluation staff of IDHS.

Population of TANF Leavers

This study is concerned with addressing the six research questions for the population of leavers. Defining this population requires addressing four points:

1. Identifying primary adult leavers
2. Distinguishing true leavers from temporary administrative closings
3. Employing individual and case levels of analysis
4. Distinguishing all case closings from all cases that close.

Identifying Adult Leavers in Single-Parent and Two-Parent Cases

The first point in defining the population is to note that some TANF cases are identified as “single-parent cases” while others are “two-parent cases.” Single-parent cases are those in which only one adult is on the TANF grant, or a second adult is on the grant but is incapacitated. Two-parent cases are those in which two adults are on the grant and available to work. (Before August 1998, a small number of cases with a second parent in the home but ineligible for TANF were classified as two-parent cases.)

For single-parent cases, with typically only one adult, the grantee is usually a mother but sometimes a father, grandparent, or other relative. For two-parent cases, however, either of the two parents could be the grantee, and the leaving of either or both of these adults triggered the entry of the case into the study. If only one of the adults on a two-parent case left assistance, she or he is identified as the primary leaver. If both adults on a two-parent case exited TANF, the grantee is defined as the primary leaver. Note that this definition of TANF leavers does not require that children or a second adult leave cash assistance for the case to be included in the study. Conversely, child-only cases, in which there is no adult on the case and so no adult can exit, are excluded from this study.

This discussion of identifying primary leavers in single-parent and two-parent cases raises another issue about the population under study. Because single-parent cases constitute a large majority of all case closings (they represent over 90% of all exits; they represent an even larger percentage of those on TANF assistance), it is useful for policy reasons to focus on this group. This report will follow an intermediate approach in considering single- and two-parent cases: for each of the six research questions, we will first report aggregate results for both single-parent and two-parent cases and then conduct further analyses that focus on the single-parent cases.

Distinguishing Actual Leavers

A second issue in defining the population of TANF leavers involves the recognition that not all case closings represent what most people would understand as “exiting TANF.” Instead, some case closings result from administrative error or, more commonly, from some form of noncompliance on the part of the clients. Many of these cases close for one month, only to be reopened the next month. In order to exclude these temporary administrative closings, in this study, as well as the majority of other state studies sponsored by the U.S. Department of Health and Human Services, cases are identified as having exited TANF only if the identified adults remain off cash assistance grants for at least two months. For example, those who left TANF in July 1997 were excluded from the study if they began receiving cash assistance again before September 1997. Note that, consistent with IDHS terminology, the exit month for cases was defined as the first month without cash assistance. For example, those defined as leaving in July 1997 received their last cash assistance payment in June 1997.

Individual and Case Levels of Analysis

Another complexity in defining a population of TANF leavers is distinguishing between individuals and cases. All cases considered in this report are comprised of more than one individual, and any given individual, child or adult, may show up on different cases at different points in time. For the purposes of this study, identification of TANF leavers begins with an adult leaving the TANF rolls. All children and adults on the TANF case with this adult leaver at the time of this exit are defined as comprising the case. This information is used for case-level analyses, such as describing the median ages of children on the cases.

One of the main reasons for being clear about individual and case-level analyses is that there can be differences in services received by the adult leaving TANF and those received by others on the case. This report contains both individual and case-level analyses but focuses on case-level analyses using information about adults and children who leave TANF assistance as representing the case. Thus, for most analyses, services such as the receipt of food stamps and participation in Medicaid after exit are defined in terms of the status of the identified adult leaver, recognizing that the children or other adults on the case may have different patterns of services after exit. An additional implication of this focus on adults for most analyses is that recidivism is defined in terms of an identified adult returning to cash assistance. As such, if a case closes and the children or other adults return to cash assistance on some other case, this is not counted as recidivism.

As an exception to this focus on the case level of analysis, one analysis reports on the recidivism rates of the children on the cases of the identified TANF leavers. This analysis

addresses the 244,939 individual children associated with 132,279 cases of adult leavers. The difference between 132,279 cases with individual children and the 137,330 total cases in the population is due to some cases, such as those with a child or children having Social Security benefits that supplant TANF benefits, not having children officially on the case even though there is at least one child in the household.

Distinguishing Cases from Exits

Based on the definitions described above, there were 137,330 TANF cases that closed at least once during the study period, from July 1997 to December 1998. Some of the adult leavers who were used to define the cases returned to TANF and then exited again during the study period; indeed, some exited three or four times during the study period. As a result, there was a total of 151,010 case closings during the study period. In other words, each case has a “first exit” that establishes it in the population of this study; some cases, however, have two or more exits during the study period, yielding a number of exits that is greater than the number of cases. For some purposes we will be interested in describing the 137,330 cases. For other purposes, we will report information about the 151,010 separate exits.

Defining All-Exit and First-Exit Cohorts

Given these definitions, Table 1 presents the population of TANF leavers being addressed in this report. It is important, however, to distinguish “all case closings” from “all cases that closed.” The latter refers to any case that closed at least once during the 18-month study period, recognizing that about a fifth of these cases closed two or more times in this period. As such, “all case closings” refers to each administrative closing, even though some closings involves cases that closed previously in the study period. To reflect this distinction, Table 1 presents the single- and two-parent case closings by exit month and quarter using both of these definitions. Thus, the monthly cohorts are presented both in terms of those cases in which the identified adult first exited in the study period (in columns labeled First-Exit) and in terms of what will be called the all-exit cohorts, defined in terms of all cases that closed in a given month, regardless of whether that exit was the first exit of the adult in the study period or a second, third, or fourth exit during the study period (reported in columns labeled All Exits). Looking at the first-exit columns in Table 1, we see that 124,819 single-parent cases and 12,511 two-parent cases (summing to the total of 137,330 first-exit cases) closed at least once during the study period. In the row below these numbers for unduplicated first-exit cases are the numbers of different individuals on these cases, with 347,121 total known persons for single-parent cases (there were approximately 4,836 cases in which children do not show up on these cases; one reason for what appears as an “adult-only” case is that the children were receiving SSI benefits and not IDHS benefits) and 49,966 total known persons for two-parent cases (with additional children on the 211 cases that have no recorded children), for a total of 397,087 known persons being examined in this study. For all-exit cohorts, there are 137,260 exits for single-parent cases and 13,750 exits for two-parent cases, summing to a total of 151,010 case closings in the study period.

Table 1 also displays considerable variation in the size of the monthly cohorts. For example, the total number of exits in a month (the all-exit cohorts) ranged from a low of 2,598 case closings in February 1998 to a high of 12,437 case closings in June 1998. While there are

many factors that affect case closures, several seasonal and administrative factors need to be considered. First, there are generally higher numbers of closures in the first month of each calendar quarter (that is, high closures in July, October, January, and April). One reason for this is that under Illinois' quarterly budgeting policy, cancellations due to increased earnings tend to be effective the first month of each quarter. As a result, monthly cohorts for the first month of a quarter have a higher percent of leavers with recorded income than for the other two months in the quarter. Because of this intra-quarter variation, and for ease of presentation, the remaining descriptive analyses presented in this report will be based on quarterly cohorts.

A second factor to consider in understanding the monthly and quarterly variation in exits is illustrated in the sharp increase in TANF exits in the second quarter of 1998. This quarter, with by far the highest number of case closings, was affected by the high number of closings in June 1998. This is the only quarter in which the third month of the quarter had the most exits, which state officials attribute to a strict application of policy directives regarding the need to close cases for non-cooperation at that time.

Table 1: Case Cohorts; Both Total Leavers and First Time Leavers, by Case Type						
	Single-Parent Cases		Two-Parent Cases		Total Cases	
Month of Exit	All Exits	First Exit	All Exits	First Exit	All Exits	First Exit
July 1997	9,344	9,344	1,111	1,111	10,455	10,455
August 1997	5,509	5,509	542	542	6,051	6,051
September 1997	5,646	5,646	645	645	6,291	6,291
Third Quarter 1997	20,499	20,499	2,298	2,298	22,797	22,797
October 1997	9,394	9,321	1,043	1,036	10,437	10,357
November 1997	4,991	4,875	493	482	5,484	5,357
December 1997	4,840	4,719	600	585	5,440	5,304
Fourth Quarter 1997	19,225	18,915	2,136	2,103	21,361	21,018
January 1998	8,443	8,113	1,001	961	9,444	9,074
February 1998	2,254	2,140	344	316	2,598	2,456
March 1998	8,575	8,021	994	911	9,569	8,932
First Quarter 1998	19,272	18,274	2,339	2,188	21,611	20,462
April 1998	8,686	7,979	1,070	978	9,756	8,957
May 1998	7,286	6,482	721	651	8,007	7,133
June 1998	10,930	9,744	1,507	1,316	12,437	11,060
Second Quarter 1998	26,902	24,205	3,298	2,945	30,200	27,150
July 1998	10,823	9,510	1,043	924	11,866	10,434
August 1998	6,250	5,425	479	398	6,729	5,823
September 1998	8,233	6,934	568	463	8,801	7,397
Third Quarter 1998	25,306	21,869	2,090	1,785	27,396	23,654
October 1998	11,033	9,128	791	625	11,824	9,753
November 1998	6,701	5,383	316	218	7,017	5,601
December 1998	8,322	6,546	482	349	8,804	6,895
Fourth Quarter 1998	26,056	21,057	1,589	1,192	27,645	22,249
Total Cases	137,260	124,819	13,750	12,511	151,010	137,330
Total Persons		347,121		49,966		397,087

Data Source: IDHS Client Database (CDB)

Administrative Data

Data Files and Variables

Administrative data used for this analysis are derived primarily from the IDHS Client Database (CDB), with other variables from the IDHS Project Chance database, the IDHS Cornerstone database, the Illinois Department of Employment Security (IDES) quarterly wage file, and two Illinois Department of Children and Family Services (IDCFS) databases. These databases were provided by IDHS and IDCFS to the Chapin Hall Center for Children at the University of Chicago (hereafter referred to as Chapin Hall), who, as a subcontractor to the University of Illinois at Springfield, then matched the individuals on the databases and then made these matched databases available to the evaluation team, which was comprised of researchers from the University of Illinois at Springfield and the University of Illinois at Urbana-Champaign. Table 2 summarizes the Client Database variables, Table 3 covers the other IDHS data used, and Table 4 introduces the IDCFS and IDES variables.

IDHS Client Database. The Client Database contains both case-level variables (those with one value being used to represent each case) and individual-level variables that relate to characteristics of the individuals who are on the cases. For this report, we will present individual- and case-level data based on the primary leavers, the adults who were used to define the cases. The first three variables listed in Table 2 were defined earlier. The region variable refers to two levels of delineation. The most basic regional distinction is between Cook County, which encompasses Chicago, and the rest of the state, referred to as downstate. For some analyses, a more fine-grained breakdown among regions is needed, and we use 12 geo-economic zones identified by IDHS to differentiate regions, combining the 12 zones into seven regions for sampling purposes (Cook County, surrounding “collar” counties, downstate urban, and four downstate rural areas) and into five regions for analyses (combining the four rural areas into two groups, the southernmost counties that have particular poverty issues and the rest of the rural counties in the state). Case ethnicity is assigned at case opening based on the ethnic identification of the primary grant recipient. The number of children and total persons come from those listed on the TANF grant and are updated as appropriate. Single-parent cases and two-parent cases are defined, as explained above, using the IDHS administrative category for the case grant. Ages of children which are used to calculate the median age of children, the age of the youngest child, and the percentages of children younger than 1 year old, 6 years old, and 13 years old, are calculated based on client database birth date information and the date of first exit in the study period. Recipient age is a calculated variable based on CDB birth date information and date of first exit. Education of the adult recipients is the self-reported highest level of education. This variable is recorded at the time the case opens but is sometimes updated. Similarly, prior work experience and marital status are self-reported and recorded at case opening, though they are sometimes updated. Food stamps and Medicaid use represent participation of the identified adult (and for some analyses the participation of all children) in these programs for a given month, calculated using start and end dates generated by Chapin Hall for these public supports. Earned income indicates both the presence and amount of earned income in the last month prior to the first exit from TANF assistance. IDHS provided the administrative data to Chapin Hall for the period starting with the second quarter of 1997 through

the second quarter of 1999 (with some data available only up until the first quarter of 1999). Chapin Hall matched the data using probabilistic matching procedures and processed the data to ensure data integrity before sending the data files to the UIS researchers.

Before presenting the data for the variables just described, a caveat is required about two parallel concerns regarding the currency of the data reported. First, much of the administrative data are obtained when a case is opened. Some variables are updated reliably because the TANF payment is calculated using the information. For example, the number of children on a case and the total persons on a case generally are updated accurately. IDHS will be aware of children who age-out of TANF, and clients have an incentive to report additional children. For some variables, such as self-described ethnicity, the timing of recording may not matter as there is little change over time. For variables involving the ages of recipients there are also few problems as they are calculated based on birth date information. Other variables, however, are not updated reliably and can present problems of interpretation. For example, education is not always updated after case opening, and so the level of education reported in the tables that follow may underestimate the amount of education TANF leavers have at exit. Similarly, recording of prior work experience may occur only at case opening and so must be interpreted with possibility in mind.

The second concern with currency of data adds to the first when we are talking about the characteristics of leavers at the time of their second or third (or more) exit from TANF. Because the data received from Chapin Hall contain demographic and case information only as it exists on case records at first exit, we have to recognize that information that was current at first exit may be less so at subsequent exits. For example, when reporting recidivism by region, it is important to recognize that the information about region of residence may have been accurate at the first exit in the study but not accurate for subsequent exits.

IDHS Cornerstone Database. In order to understand the range of services used and needed by TANF leavers, the IDHS Cornerstone Database was used to document use of two family-support services, the Special Supplemental Nutrition Program for Women, Infants, and Children (WIC) and Family Case Management (FCM; see Table 3). The WIC variable notes the start and end dates of participation in a program that provides packages of high-nutrition foodstuffs for women before and after birth and for families with children under six years old that have been identified with medical or nutritional risks. The FCM variable indicates the dates of participation in an individualized program that uses case managers to meet the health needs of those eligible.

IDHS Child Care Tracking System. This study uses a variable from the Child Care Tracking System (CCTS) to records months of child care subsidy paid by the IDHS to the identified TANF leavers, both before and after exit (see Table 3). Two factors complicate interpretation of this information. First, there is often a lag between the months for which the subsidy is applied and the actual pay-out dates for those months. The length of this lag is shrinking such that now approximately 45 percent of the payments are posted within five weeks after the month covered and 90 percent are posted within 10 weeks of the month covered. The data for this file included payments up to May 1999. So some who received payments for the last months being studied (February and March of 1999) may not be counted as participating for those months. Counts for the child care subsidy in January 1999 are expected to be reasonably complete, with the counts for December 1998 being even more complete. A second factor to

consider is that, during the period being studied, this system recorded payments made through the child care certificate system but not those payments made through contracts with child care providers. The certificate system constituted approximately 85 percent of the total care provided, meaning that around 15 percent of those cases receiving subsidies are not reported here as such.

IDHS Project Chance Information System. Project Chance records the education and training activities for TANF recipients. These codes refer to the education and training activities that leavers participated in before exit, activities that are often part of the eligibility requirements for remaining on cash assistance. This database is now being incorporated into the IDHS Client Database, and the transition from a separate database to an integrated one may have resulted in some gaps in the information available about the study population. Responsibility for monitoring and coordinating these education and training activities was being transferred during the study period from a separate Project Chance program to local IDHS offices. This transition complicates the interpretation of Project Chance activity codes, in part because records are not available for some clients and also because the coding system itself has changed as some codes have been phased out while others have been added. Note also that only the most recent activity was recorded for this study (thus, there is no indication of education and training activities that occurred prior to the one recorded), and there are no codes indicating completion of an activity (e.g., a client might be recorded as beginning a post-secondary education program, but this does not entail completion of the program). Further, there are not start and end dates for these education and training activities, so there is no record in this study of the length of time spent in the activity.

IDHS DARTS Database. The IDHS Automated Reporting and Tracking System (DARTS) was used to provide information on services for drug and alcohol abuse. Two variables were used, one based on the start and end dates for residential treatment of drug and alcohol problems for the identified adult leavers, and the other for outpatient drug and alcohol services for these identified leavers (see Table 3).

IDCFS Databases. Two files were used from the Illinois Department of Children and Family Services (IDCFS), with one variable used from each (see Table 4). The first variable records documented substantiated allegations of abuse and neglect of the children on the population of cases being studied, with the dates of these documented allegations being aggregated to the level of the cases associated with the identified leavers. The second variable addresses the placement of children out of the home and into foster care. Though there are several outcomes recorded for those children placed out of the home, the variable used here is for cases that have children placed out of the home in the months (reported as aggregated into quarters) before and after exit.

IDES Wage Data. The Illinois Department of Employment Security (IDES) collects quarterly wage data for all individuals who are earning wages and contributing to the unemployment insurance fund. Some of those who work are missed by this measure, including those who work for the federal government, most agricultural workers, and self-employed individuals. The basic variable used is the dollar amount of recorded quarterly wages for each identified leaver and, for some analyses, any other adult associated with the case (see Table 4).

Table 2: Description of Variables From the IDHS Client Database (CDB)	
Variable	Description
All-Exit Cohort	All TANF cases closed during a particular calendar month
First-Exit Cohort	TANF cases closed for first time in the study period by month
TANF Recidivism	Calculated variable; primary adult on TANF case returning to cash assistance status during the study period
Region	Coded in terms of 12 IDHS geo-economic areas; typically aggregated to distinguish Cook County from the rest of the state (downstate) or in terms of five regions
Case Ethnicity	Assigned to case based on primary grant recipient (white, African-American, Hispanic, Asian/Pacific Islander, and Other)
Number of Children	Number of children listed on TANF case
Total Persons on Case	Total number of individuals listed on TANF case
Single/Two-Parent Cases	Type of TANF case, based on category of assistance
Median Age of Children	Calculated variable; interpolated middle age of all children on TANF case
Age of Youngest Child	Calculated variable; age of youngest child at first exit of primary adult
Children under 1 yr, 6 yrs, 13 yrs	Calculated variable; cases coded as having children on grant under specified age (under 1 yr, under 6yrs, and under 13 yrs) at first exit of primary adult
Recipient Age	Calculated variable; age of individual at first study exit based on birth date
Education	Self-reported highest level of education (Some High School, High School Diploma or Equivalent, Post-HS Training, Some College, Associate Degree, College Degree)
Gender	Gender of primary recipient for each case
Prior Work Experience	Self-reported work experience, recorded at case opening and sometimes updated; used both as a dichotomous variable (Prior Experience or No Prior Experience) and for sector of experience (e.g., Service, Manufacturing, Hospitality)
Marital Status	Status at case opening, with possible update (Never Married, Married, Divorced, Separated, Deserted, Widowed, Other)
Earned Income	Earned income in the last month prior to first exit; used both as a dichotomous variable and as an actual dollar amount
Food Stamps	Receipt of food stamps for a particular month
Medicaid	Participation in Medicaid for a particular month

Table 3: Description of Variables from other IDHS Files	
Variable	Description
Special Supplemental Nutrition Program for Women, Infants, and Children (WIC); Cornerstone	
Receipt of WIC	Use of WIC in quarters before and after first exit by anyone on the case defined by the identified adult leaver; start and end dates of services are used from April 1997 to March 1999
Family Case Management (FCM); Cornerstone	
Receipt of Family Case Management Services	Use of Family Case Management services in quarters before and after first exit by anyone on the case defined by the identified adult leaver; start and end dates of services used are from April 1997 to March 1999
Child Care Tracking System (CCTS)	
Receipt of Child Care Subsidy	Receipt of child care subsidy in quarters before and after first exit by anyone on the case defined by the identified adult leaver; start and end dates of services used are from April 1997 to March 1999
Project Chance Information System (Illinois employment and training database)	
Prior Job-related Education and Training	Most recent Project Chance education and training activity for the identified adult leavers, grouped into eight categories: Self-Sufficiency/Exempt, Orientation & Assessment; Job Search; Below Post-Secondary Education; Post-Secondary Education; Work Experience; Sanctioned; Referred to Provider
IDHS Automated Reporting and Tracking System (DARTS, the Illinois drug and alcohol service database)	
DARTS Residential Care	Participation by the identified adult leaver in a DARTS residential treatment program in quarters before and after first exit; start and end dates of services used are from April 1997 to March 1999
DARTS Outpatient Care	Participation by the identified adult leaver in a DARTS outpatient treatment program in quarters before and after first exit; start and end dates of services used are from April 1997 to March 1999

Table 4: Description of Variables from IDCFS and IDES Databases	
Illinois Department of Children and Family Services	
Database/Variable	Description
IDCFS Abuse/Neglect Children’s Case Allegations	
Abuse or Neglect of Children	Documented allegations of abuse or neglect of the children in the quarters before and after first exit, aggregated for adult leaver cases that the children are on at first exit; includes sexual abuse, physical abuse, substance abuse, emotional abuse, lack of supervision, environmental neglect, other neglect, and substantial risk of harm; dates used are from April 1997 to March 1999
IDCFS Placement Outcomes	
Out-of-Home Placements	Dates of placement actions in which a child is placed out of the home and into foster care; aggregated to the case level for identified adult leavers; dates used are from April 1997 to March 1999
Illinois Department of Employment Security	
IDES Wage Data	Description
UI Quarterly Wages	For adults, average dollar value by quarter; data are available from the 2 nd quarter of 1997 to the 1 st quarter of 1999.

Data Management Procedures

Chapin Hall provided individual level data for adults and children in the observation period for this study. Separate files were provided for the Client Database such as the start and end dates for TANF, Medicaid, and food stamps and case or individual background information variables. These files were combined using an identification number generated by Chapin Hall. This matching of service start and end dates and individual background information was done for the cases that closed during the study period. Chapin Hall provided a similar data format for the other databases such as DCFS abuse/neglect, DARTS residential and outpatient drug/alcohol treatment files, Project Chance Information System, Child Care Tracking System, Cornerstone (Family Case Management and WIC). Once the data were provided on individuals from these data sources, they were then aggregated to the case level based on the identified primary adults. This aggregation required particular care in that individuals can move from one case to another, and so case composition at the first exit in the study period may not reflect the composition in the quarters before and after this first exit.

Survey Methods for the December Cohort

Survey Development

A team of University of Illinois researchers developed the survey instrument in collaboration with evaluation staff from the Illinois Department of Human Services (IDHS). Development and implementation of the survey was coordinated by the Survey Research Office (hereafter referred to as “SRO”) of the University of Illinois at Springfield.

The most important source of questions was a previous instrument developed for a leaver study conducted for IDHS. This provided a pool of questions that already had been extensively field-tested. In addition, we benefitted from TANF survey instruments used in other states. Instruments from the South Carolina Department of Social Services, the Wisconsin Department of Social Services, the Taylor Institute (a non-profit organization), and the University of Michigan Women’s Employment Study were particularly useful in developing various segments of the instrument.

IDHS staff with expertise in specific content areas also reviewed the questionnaire to assure that questions were consistent with IDHS programs and policies. The instrument was pre-tested with a random sample of about fifteen leavers similar to those in the study sample, which led to question revisions in several areas.

Survey content focused on the experiences of TANF leavers when leaving TANF and in the months immediately after TANF exit. While a wide array of topics was included, we emphasized employment experiences and issues related to employment. The survey contained questions about leaver circumstances both at the time of the interview and at the time of TANF exit. In addition, selected questions asked about the experiences of leavers before the TANF exit. Including such questioning for selected time periods allowed for limited analyses across time even though the survey was administered at a single point in time.

Using questions that required leavers to recollect events and experiences months after the fact does require interpretive judgments. For example, hardships reported for the six-month period before exit might, in fact, have occurred 10 months before exit, making the counts for “six months before exit” period inflated for that time period. Alternatively, hardships before exit might not be remembered as well as those that occurred after exit. In some cases, this reliance on memory could be supported with administrative data, such as TANF recidivism or the presence of wage income. In other cases, the possible difficulties with recall were minimized by focusing on relative before and after patterns rather than on the absolute level of recalled events. For example, when examining hardships before and after exit, a primary emphasis in interpretation was of the different before-after patterns found for different hardships, such as housing-related hardships versus health care hardships.

The employment sections of the survey were designed to obtain information on employment and unemployment patterns both for leavers and their spouses or partners; wage levels; hours worked; types of employment; duration and stability of employment; job satisfaction; travel time to work; and reasons for job loss and unemployment. Because previous literature has documented that welfare recipients often experience multiple employment barriers, respondents were asked if they had experienced a variety of employment barriers since leaving TANF. Among the barriers explored were child care, work-related expenses, transportation, health, and inadequate education.

Leavers also were asked whether they had received selected income supports or services considered important in sustaining work exits, such as child care, Medicaid, the Earned Income Tax Credit, child support payments, and food stamps. The informal help available from family and friends also was examined, as it again has been hypothesized to influence employment outcomes. To determine the degree to which education and employment experiences were related to subsequent employment, respondents were asked to detail recent employment and training activities and to indicate how helpful these activities had been in securing employment.

The survey contained open-ended questions on the reasons that respondents had left TANF. In addition, closed questions were included on whether selected policy reasons, such as time limits, family caps, or work and training requirements, had influenced their decisions. Those who had returned to TANF similarly were asked about their reasons for return. This information was viewed as an important qualitative extension of the administrative data, which provided less detailed closing reasons on larger numbers of cases.

Several well-being or quality of life indicators were included, and some of these focused on a comparison of experiences after leaving TANF with experiences while on TANF. For example, respondents were asked about selected hardships they experienced in the six months before leaving TANF as well as after leaving TANF, such as housing, medical, and food problems. Respondents were asked to assess their current well-being across several dimensions, such as income, health, relationships with children, and housing and neighborhood conditions. Respondents also were asked a series of questions to determine whether they had been involved in abusive relationships, and whether such relationships had affected their ability to work.

Finally, the questionnaire included a number of background and demographic questions that were used primarily to partition the sample for sub-group analyses. Examples of such questions included household composition and marital status, geographic regions, number and age of children, length of time ever on welfare, and education level.

Sampling and Interviewing Methodology

In January of 1999, a sample of 2,075 TANF clients with December closures was randomly selected from the known population of 8,804 adult leavers. This initial sample was always intended to be temporary in nature since the actual population of leavers for the survey study, as defined by those showing closure for two months in a row, would not be known until the January administrative data became available. However, because of the known difficulty of obtaining high response rates in an earlier survey of TANF leavers, attempts to reach leavers began as soon as possible.

The initial sample was a non-proportional stratified sample, with 1,000 randomly selected from Cook County and 1,075 selected from downstate. The downstate sample was itself a proportional stratified sample, with representative portions of this sample chosen from each of six downstate geographic areas (Chicago area suburban “collar” counties; downstate urban counties; and four downstate rural areas). For the two downstate urban areas (suburban collar counties and downstate urban counties), sample members were randomly selected. For the four rural areas, selected counties were chosen to represent the area, and all leavers in these counties were selected for the sample. Leavers from 32 of Illinois’ 102 counties—and from all the most populous counties—were included in the sample. Leavers from represented counties constitute 94 percent of all statewide December leavers. Table 5 lists each of the geographic areas and associated counties used in the sampling.

Table 5: List of Geographic Sampling Areas Used in Stratified Sampling and Associated Counties	
Cook County (Metropolitan Chicago Area)	
Downstate (outside of Cook County)	
Chicago suburban collar	Five counties: DuPage, Kane, Lake, McHenry, Will
Downstate urban	Twelve counties: Champaign, Kankakee, Macon, Madison, McLean, Peoria, Rock Island, Sangamon, St. Clair, Tazewell, Vermilion, Winnebago
Rural - north	Two counties: LaSalle, Whiteside
Rural - north/central	Three counties: Hancock, Knox, Logan
Rural - south/central	Five counties: Christian, Edgar, Fayette, Montgomery, Pike
Rural - south	Four counties: Franklin, Jackson, Pulaski, White

As soon as the administrative population data became available and the above sampling was conducted, original sample members were sent letters informing them about the study and about the fact that interviewers from the UIS Survey Research Office would be contacting them. Sample members were informed that they would be given a short initial interview and would be paid \$15, and that many of the sample members would be re-contacted later for a longer interview. The purpose of the short interview was to establish contact with the TANF leavers as soon as possible after their TANF exit so that IDHS addresses and telephone numbers for these leavers would be as current as possible. The contact information for leavers and collateral contacts collected during these short interviews was used to find the leavers for the longer interview and is not reported separately in this report. All sample members were given an 800 number to call and were sent a contact sheet along with a postage-paid return envelope so that those without phone numbers—or with incorrect phone numbers—could initiate contact with the UIS Survey Research Office.

The initial sample of 2,075 was pared to 1,469 sample members in February 1999 when the January administrative data became available and those with only one month of closure were eliminated. Attempts—through repeated telephone calls and follow-up letters—were made to obtain completions of the short interview with the members of this pared-down sample through May 1999. During this period, “locators” from selected county offices of the University of Illinois Extension and “locators” from selected community action agencies assisted project staff in attempting to find sample members.

In June of 1999, the initial sample was further pared to 954 sample members through random selection. Of these, 421 (44%) had been reached for the initial short interview. At the same time, the sample was supplemented by an additional 47 randomly-selected cases because of the discovery of additional December leavers (i.e., not initially identified as such in January). Thus, the full sample from which data for the survey study is based is composed of 1,001 sample members, 500 of whom are Cook County leavers and 501 of whom are “downstate” leavers (from the rest of Illinois). While the full sample is a non-proportional stratified sample (because of the equal numbers of Cook County and downstate sample members), the downstate portion of

this sample can be considered a proportional sample stratified by selected urban/rural areas.

Final sample members were sent updated letters and informational materials in June informing them they were part of the study for which a longer interview was desired and that they would be paid \$25 for participation. Interviewing and attempts to reach the sample members continued from mid-June through late August, 1999. In addition to the types of locators mentioned earlier, the Metro Chicago Information Center was hired to provide locators for more than 200 “hard-to-reach” respondents in the City of Chicago and selected cities in suburban Cook County. Also, the participation payment was increased from \$25 to \$35 in mid-July when the response rate approached 40 percent and appeared to reach a plateau.

Through these efforts, 514 completed survey interviews were obtained between June 14, 1999 and August 31, 1999. Sixty percent of these interviews (or 30% of the full sample) were completed by July 3, 1999. The average length of the interview was just over 30 minutes (median = 31 minutes; mean = 32 minutes).

Response Rates, Geographic Representativeness, and Weighting

The 514 interviews of those who were identified as having left TANF in December 1998 represents a response rate of 51.3 percent². The response rate for the 501 downstate sample members was somewhat higher than that for the 500 Cook County sample members (53% versus 47%). However, as shown in Table 6, further analysis shows that this difference is largely an urban-rural difference. All urban areas (Cook County, Chicago suburban collar counties, and downstate urban) have response rates of 47 to 48 percent while the response rate for all rural areas combined is 68 percent, ranging from a low of 56 percent in the rural-north area to a high of 78 percent in the rural-south/central area.

²In actuality, more than half (57%) of the respondents indicated leaving TANF in November while 30 percent indicated leaving in December. Well over 90 percent (94%) indicated leaving TANF in the October, 1998-to-January, 1999 time period. This increases to nearly all (97.5%) respondents if August and September are included. For ease of description, all survey respondents are referred to as December leavers in this report.

Table 6: Response Rates by Geographic Area		
	Percent responding	<i>n</i>
<i>Total Sample</i>	<i>51.3%</i>	<i>1001</i>
Geographic areas used in sampling		
Major sampling geographic division		
Cook County	47.3%	500
Outside of Cook County (Downstate)	52.7%	501
More specific geographic areas		
Cook County (urban)	47.3%	500
Chicago metro "collar" counties (urban)	47.5%	101
Other downstate urban counties (urban)	48.0%	244
Downstate rural counties	67.9%	156
<i>Rural north</i>	<i>55.6%</i>	<i>27</i>
<i>Rural north-central</i>	<i>64.1%</i>	<i>39</i>
<i>Rural south-central</i>	<i>77.5%</i>	<i>40</i>
<i>Rural south</i>	<i>70.0%</i>	<i>50</i>
Urban/rural division		
Total urban	48.3%	845
Total rural	67.9%	156

Data Source: Survey Research Office, University of Illinois at Springfield

Given the non-proportional nature of the sample (equally divided between Cook County and “downstate”), and given the urban-rural difference in response rates identified above, it is not surprising that those who completed an interview are not representative of all December leavers by geographic area. As seen in Table 7, the completion sample underrepresents Cook County leavers (because of the non-proportional sampling design) and overrepresents those in downstate *rural* areas more so than those in downstate *urban* areas (because of the urban-rural difference in response rate). Thus, the results reported for the survey responses have been adjusted to correct for both of these facts. Technically, this is done through an “analysis weight.” If an area is underrepresented, this weight “counts” a response as “more than 1” so that the area’s number of completions will increase in size. Similarly, if an area is overrepresented, this weight “counts” a response as “less than 1” so that the area’s number of completions will decrease. These analysis “weights” are shown in Table 7.

Table 7: Geographic Representativeness of Respondents and Analysis Weights				
	December Sample	Percent of Completions (actual)	Analysis weight	Percent of Completions (weighted)
Region				
Major sampling geographic division				
Cook County	71.2%	47.3%		71.2%
Downstate (outside of Cook County)	28.8%	52.7%		28.8%
More specific geographic regions				
Cook County	71.2%	47.3%	1.51	71.2%
Chicago metro "collar" counties	5.8%	9.3%	0.62	5.8%
Other downstate urban counties	14.1%	22.8%	0.62	14.1%
Downstate rural counties	8.9%	20.6%		8.9%
<i>Rural north</i>	<i>1.6%</i>	<i>2.9%</i>	<i>0.55</i>	<i>1.6%</i>
<i>Rural north-central</i>	<i>2.1%</i>	<i>4.9%</i>	<i>0.44</i>	<i>2.1%</i>
<i>Rural south-central</i>	<i>2.4%</i>	<i>6.0%</i>	<i>0.38</i>	<i>2.4%</i>
<i>Rural south</i>	<i>2.9%</i>	<i>6.8%</i>	<i>0.43</i>	<i>2.9%</i>
Urban/rural division				
Total urban	91.1%	79.4%		91.1%
Total rural	8.9%	20.6%		8.9%
<i>n</i>	<i>1001</i>	<i>514</i>		<i>514</i>

Data Source: Survey Research Office, University of Illinois at Springfield

Response Rates and Representativeness for Other Characteristics

Response rates for selected subgroups of respondents are presented in Table 8. Overall, there is a significant difference in the response rate by race/ethnicity, with nearly 10 percentage points separating the response rates of whites (58%) and African-Americans (49%), and another near 10 percentage points separating African-Americans and Hispanics (40%). Further analysis shows that the white/African-American difference is largely a result of the urban-rural response rate difference. It is also found that the white/Hispanic difference is concentrated in Cook County.

Other respondent characteristics that show differences in response rates are gender, age, and education. Females have a higher response rate than males. (This difference likely is behind the relatively small difference between single and two-parent cases.) Both the youngest (under 21) and oldest (over 35) age groups have somewhat higher response rates than do those 21 to 35.

And, response rates are found to be positively related to the education level of the respondent (as recorded in the administrative data). Indeed, response rates are the lowest—and by a substantial margin—for those who did not reach high school. On the other hand, those with more than a high school degree have the highest response rate among education level groups.

Two items suggest that those with employment at the time they left TANF have higher response rates than those who did not. First, those with an administrative reason for case closure related to increased earned income (meaning that their employment wages had increased to the point where they were no longer eligible for TANF cash assistance; this is discussed in greater detail below, in the chapter “Why Are People Leaving TANF?”) had a response rate of over 60 percent compared to only 45 percent for those with a non-cooperation reason for leaving. Second, and related, those with any reported earned income in the last quarter of 1998 were somewhat more likely to respond than those who did not have reported earned income (55% versus 46%).

A first look shows that there was virtually no difference in response rates between those who ever returned to TANF after leaving for the first time and those who did not return (52% versus 50%). However, a further look shows that those who returned more than once had a lower response rate (43% versus 52% for the other two groups).

Table 8: Response Rates by Selected Characteristics		
	Percent responding	<i>n</i>
<i>Total Sample</i>	<i>51.3%</i>	<i>1001</i>
Race/ethnicity - statewide and by geographic areas		
<i>Statewide</i>		
White	58.3%	345
African-American	49.1%	564
Hispanic	39.5%	86
Other	33.3%	6
<i>Cook County</i>	47.3%	500
White	53.4%	58
African-American	50.8%	370
Hispanic	34.8%	69
<i>Downstate</i>	52.7%	501
White	59.2%	287
African-American	45.9%	194
Hispanic	58.8%	17
<i>Urban (both Cook County and downstate)</i>	48.3%	845
White	52.1%	215
African-American	48.2%	541
Hispanic	39.8%	83
<i>Rural</i>	67.9%	156
White	68.5%	130
African-American	69.6%	23

	Percent responding	<i>n</i>
Gender		
Male	38.3%	60
Female	52.2%	941
Age respondent reached in 1999		
17 to 20	59.4%	69
21 to 25	48.4%	246
26 to 30	49.8%	243
31 to 35	49.7%	183
36 to 40	54.8%	124
Over 40	54.4%	136
Education level of respondent (from CDB)		
8th grade or less	28.6%	49
Some high school education	49.4%	360
High school diploma/GED	53.4%	431
More than high school education	58.9%	129
Single- or two-parent case		
Single-parent case	51.6%	945
Two-parent case	46.4%	56
Administrative Case Closing Reason		
Earned income	61.9%	273
Non-cooperation	44.7%	360
Other	39.0%	77
Missing/unknown*	53.3%	259*
Any DES reported income during 4th quarter, 1998		
No reported income	46.2%	405
Reported income	55.1%	564
Returned to welfare after first exit		
<i>Dichotomous</i>		
Did not return	52.2%	628
Did return	49.9%	341
<i>Three categories</i>		
Did not return	52.2%	628
Returned once	51.7%	267
Returned more than once	43.2%	74

* Missing/unknown administrative reason can be due to several reasons, including having an adult leave TANF without the rest of the case closing or having a subsequent IDHS action overwrite the reason for closure.
Data Source: Survey Research Office, University of Illinois at Springfield

Logistic regression provides estimates of the relative importance of characteristics in affecting response rate behavior while holding other characteristics constant. This is an important addition to the percentages in Table 8 in that it helps us identify which of many correlated factors seem to have the greatest effects on response rates. The variables that appeared important in the univariate analyses were used in this variant of multiple regression analysis to predict response behavior (i.e., interview completion): urban, male, African-American, Hispanic, age under 21 or over 35, education of eighth grade or less, education more than a high school degree/GED, and excess income as administrative reason for case closure.

Table 9 presents the essential results of this analysis. In addition to the overall significance of the model ($p < 0.001$ for chi-square test), three of the eight variables were found to be negatively and significantly related to obtaining a completed interview: education of eighth grade or less, male leaver, and urban residence of leaver. Two variables were positively and significantly related to completion of the survey: excess earned income as reason for case closure and leaver age under 21 or over 35 years old (meaning that those between 21 and 35 were less likely to participate in the survey). The other three variables, education beyond high school, African-American ethnicity, and Hispanic ethnicity did not meet the .05 level of significance. Overall, all variables used in the resulting equation predicted 60 percent of the cases correctly.

Table 9: Predicting Response Behavior from Selected Variables: Results of Logistic Regression Analysis		
Predictor variables	<i>b</i>	significant
Education less than ninth grade	-1.029	0.002
Male	-0.821	0.007
Urban	-0.652	0.002
Earned income reason	0.514	0.001
Age <21 or >35	0.355	0.015
Education more than high school	0.300	0.131
Hispanic	-0.425	0.107
African-American	-0.178	0.261
Constant	0.551	

Results of an examination of the representativeness of the respondents to the survey instrument on selected characteristics are found in Table 10. This table presents the profiles of the full sample, the respondents, and the nonrespondents. Both unweighted profiles and profiles adjusted by geographic area are presented. The adjusted profiles represent the results that would appear in the survey report since they correct for geographic imbalances in the respective groups. *Thus, of particular note in this table is how the adjusted profiles for the respondent group compare with the adjusted results for the full sample as a whole (columns 4 and 5 in the table, presented in **bold italics**).* This comparison illustrates the similarities and/or differences in the

conclusions that would be reached from examination of only the survey respondents from those that would be reached for the entire sample.

Across all characteristics, a comparison of these two columns shows that the respondent sample is quite representative of the full sample on the selected characteristics. By design, the respondents in this comparison have been adjusted to be representative across the geographic areas. When adjusted for geographic area, the respondents are very representative of the full sample for gender, age of respondent, single- or two-parent case, number of adults on the case, number of children, and total number in household.

The respondent sample does somewhat under-represent Hispanics, but the difference is not great (8.2% versus 10.8% for the full sample)—and overall, the race/ethnicity distribution is quite representative of the full sample. For dichotomous recidivism (whether or not the leaver ever returned to TANF after first exit), the respondent sample is virtually the same as that for the full sample. Further analysis shows a small under-representation of those who returned to TANF more than once (7.0% versus 8.7% for the full sample).

When adjusted for geographic area, the biggest differences between the respondents and the full sample are found in: the under-representation of the lowest education group (2.2% for respondents versus 5.3% in full sample); the over-representation of those with an earned income type action reason (30.5% versus 25.2% for full sample); and the over-representation of those with reported income in the fourth quarter of 1998 (59.2% versus 55.3% in the full sample). Even for these characteristics, however, the differences are not great, and the respondent sample can be characterized as being quite representative of the full sample on these characteristics.

Table 10: Representativeness of Respondents on Selected Characteristics						
	Unweighted			<i>Adjusted for Geographic Area</i>		
	Full sample (unwtd)	Completion (unwtd)	No compl (unwtd)	<i>Full sample (adj reg)</i>	<i>Completion (adj reg)</i>	<i>No compl (adj reg)</i>
Geographic Areas						
Major sampling geographic division						
Cook County	50.0%	47.3%	52.8%	71.2%	71.2%	71.3%
Downstate	50.0%	52.7%	47.2%	28.8%	28.8%	28.7%
More specific geographic regions						
Cook County	50.0%	47.3%	52.8%	71.2%	71.2%	71.1%
Chicago "collar" counties	10.1%	9.3%	10.9%	5.8%	5.8%	5.7%
Other downstate urban	24.4%	22.8%	26.1%	14.1%	14.0%	14.1%
Downstate rural counties	15.6%	20.6%	10.3%	8.9%	8.9%	8.8%
Rural north	2.7%	3.9%	2.5%	1.6%	1.6%	1.6%
Rural north-central	3.9%	4.9%	2.9%	2.1%	2.1%	2.0%
Rural south-central	4.0%	6.0%	1.8%	2.4%	2.3%	2.5%
Rural south	5.0%	6.8%	3.1%	2.9%	2.9%	2.9%

	Unweighted			<i>Adjusted for Geographic Area</i>		
	Full sample (unwtd)	Completion (unwtd)	No compl (unwtd)	Full sample (adj reg)	Completion (adj reg)	No compl (adj reg)
Urban/rural division						
Total urban	84.4%	79.4%	39.7%	91.1%	91.1%	91.2%
Total rural	15.6%	20.6%	10.3%	8.9%	8.9%	8.8%
<i>n</i>	1001	514	487	1001	514	486
Gender						
Male	6.0%	6.8%	5.2%	5.7%	7.3%	5.2%
Female	94.0%	93.2%	94.8%	94.3%	92.7%	94.8%
<i>n</i>	1001	514	487	1001	514	487
Race/ethnicity						
White	34.5%	39.1%	29.6%	24.8%	26.3%	23.2%
African-American	56.3%	53.9%	58.9%	63.8%	65.3%	62.4%
Hispanic	8.6%	6.6%	10.7%	10.8%	8.2%	13.3%
Other	0.6%	0.4%	0.8%	0.6%	0.2%	1.0%
<i>n</i>	1001	514	487	1001	514	487
Age respondent reached in 1999						
17 to 20	6.9%	8.0%	5.7%	6.1%	6.4%	5.5%
21 to 25	24.6%	23.2%	26.1%	23.6%	22.6%	25.2%
26 to 30	24.3%	23.5%	25.1%	24.3%	25.0%	23.6%
31 to 35	18.3%	17.7%	18.9%	18.8%	17.2%	20.1%
36 to 40	12.4%	13.2%	11.5%	13.1%	14.0%	12.1%
Over 40	13.6%	14.4%	12.7%	14.2%	14.8%	13.5%
Mean age	30.8	31.0	30.5	31.1	31.2	30.9
Median age	29.0	29.0	29.0	30.0	29.0	30.0
<i>n</i>	1001	514	487	1001	514	487
Education at time of TANF exit						
8th grade or less	5.1%	2.8%	7.4%	5.3%	2.2%	8.3%
Some high school education	37.2%	35.7%	38.6%	39.2%	38.9%	39.7%
High school diploma/GED	44.5%	46.2%	42.7%	42.3%	40.4%	43.9%
More than high school educ.	13.3%	15.3%	11.3%	13.3%	14.2%	12.3%
<i>n</i>	973	501	470	973	501	470

	Unweighted			<i>Adjusted for Geographic Area</i>		
	Full sample (unwtd)	Completion (unwtd)	No compl (unwtd)	Full sample (adj reg)	Completion (adj reg)	No compl (adj reg)
Administrative case closure reason						
Earned income	28.2%	33.9%	22.1%	25.2%	30.5%	20.4%
Non-cooperation	37.2%	32.3%	42.3%	43.2%	40.1%	46.7%
Other	7.9%	6.0%	10.0%	7.6%	5.6%	9.6%
Missing/unknown	26.7%	27.7%	25.7%	24.0%	23.8%	23.4%
<i>n</i>	969	498	471	972	501	471
Reported income during 4th quarter, 1998						
No reported income	41.8%	37.6%	46.3%	44.7%	40.8%	48.3%
Reported income	58.2%	62.4%	53.7%	55.3%	59.2%	51.7%
<i>n</i>	969	498	471	972	502	470
Returned to welfare after first exit						
<i>Dichotomous</i>						
Did not return	64.8%	65.9%	63.7%	61.9%	62.2%	61.1%
Did return	35.2%	34.1%	36.3%	38.1%	37.8%	38.9%
<i>Three Categories</i>						
Did not return	64.8%	65.9%	63.7%	61.9%	62.2%	61.1%
Returned once	27.6%	27.7%	27.4%	29.5%	30.9%	28.7%
Returned more than once	7.6%	6.4%	8.9%	8.7%	7.0%	10.2%
<i>n</i>	969	498	471	973	502	470
Single- or two-parent case						
Single-parent case	94.4%	94.9%	93.8%	95.3%	96.1%	94.5%
Two-parent case	5.6%	5.1%	6.2%	4.7%	3.9%	5.5%
<i>n</i>	1001	514	487	1001	514	487
Number of adults						
One adult	91.5%	90.7%	92.4%	92.6%	92.6%	93.0%
Two adults	8.5%	9.3%	7.6%	7.4%	7.4%	7.0%
<i>n</i>	1001	514	487	1001	514	487
Number of children						
One child	50.2%	51.4%	49.3%	50.6%	51.2%	50.0%
Two children	28.1%	28.5%	27.1%	27.9%	29.0%	27.5%
Three children	14.1%	12.9%	15.2%	13.7%	13.0%	14.1%
Four or more children	7.6%	7.2%	8.5%	7.9%	6.8%	8.4%
<i>n</i>	1001	514	487	1001	514	487

	Unweighted			<i>Adjusted for Geographic Area</i>		
	Full sample (unwtd)	Completion (unwtd)	No compl (unwtd)	Full sample (adj reg)	Completion (adj reg)	No compl (adj reg)
Total number in household						
Two persons	46.7%	47.3%	46.0%	47.5%	48.1%	47.2%
Three persons	29.5%	30.2%	28.7%	28.9%	29.4%	28.3%
Four persons	14.9%	14.2%	15.6%	14.7%	14.0%	15.2%
Five or more persons	9.0%	8.4%	9.7%	8.9%	8.4%	9.2%
<i>n</i>	<i>1001</i>	<i>514</i>	<i>487</i>	<i>1001</i>	<i>514</i>	<i>487</i>

Data Sources: Survey Research Office, University of Illinois at Springfield and IDHS Client Database (CDB)

Chapter 2

Who is Leaving TANF?

This chapter begins the task of reporting and interpreting the results of this study of welfare reform in Illinois. The first issue to address in understanding what happens when people leave TANF is identifying the characteristics of leavers in order to answer the question, “who is leaving TANF?”. These characteristics are presented in the aggregate for the population of leavers and in terms of two administrative distinctions commonly used by IDHS: the distinction between single-parent and two-parent cases and the distinction between the two main regions in Illinois, Cook County versus the rest of the state. In addition to this overall description of leavers, this chapter examines two related questions that are important for informing the policy debate about whether recent success in reducing TANF caseloads is likely to continue:

- Are there trends in the composition of exit cohorts such that those who left early in the welfare reform process in Illinois were more prepared for employment and self-sufficiency than more recent leavers?
- Are the people who remained active on TANF during the study period different from those who exited?

We provide the overall description of TANF leavers using both administrative and survey data. The administrative data are then used to address the two specific questions about the composition of TANF leavers.

Characteristics of Leavers from Administrative Data

The variables introduced above from the IDHS Client Database (CDB) are used in this section to describe the characteristics of those who left TANF during the study period. Information from other databases—Project Chance, Cornerstone, and DARTS, the IDES wage file; and DCFS files on child abuse and foster care—is presented in later sections that focus on particular issues. For these analyses, and for analyses of the administrative data in later chapters, we begin by distinguishing single- and two-parent cases and then consider other distinctions using single-parent cases only. This transition to single-parent cases simplifies the analyses required and is justified by the overwhelming representation of single-parent cases among TANF clients and TANF leavers (as indicated in Table 1, of the 137,330 cases close during the study period, over 90% are single-parent cases).

Characteristics of Single- and Two-Parent Cases

Table 11 presents median and percent values for the CDB administrative variables presented in Table 2. These averages are for the 137,330 defined cases with first exits during the study period, differentiated by the family structure of the case: single-parent, two-parent, and then all cases. These overall statistics, aggregated across the six quarters of TANF leavers being

studied, are adequate to depict many of these variables in that the average statistics remain consistent across the six quarters of study. For example, the median age of the primary adult remains close to 29 years old across the six quarters, though note that adults on single-parent cases are slightly older than those on two-parent cases (median age of 29 years versus 28 years). Using these aggregated numbers, Table 11 shows that single- and two-parent cases are similar in that most cases have at least one child under 13 years old (88.7% of all cases; with 88.2% of single-parent cases and 93.5% of two-parent cases), most have at least a high school diploma (59.5% for all cases; with 59.4% for single-parent cases and 60.4% for two-parent cases), and most have prior work experience recorded at exit (76.8% for all cases; with 76.2% for single-parent cases and 83.5% for two-parent cases).

Also similar for single- and two-parent cases were the codes for the Project Chance Information System (PCIS). For both single- and two-parent cases, the most common employment and training activity (21.3% for single-parent and 30.0% for two-parent cases) was the orientation and assessment programs that help prepare TANF clients for entering the workforce. The related job search program was also common, particularly among the single-parent cases (18.3% for single-parent and 13.8% for two-parent cases).

There are, however, notable differences between the characteristics of the single-parent and the two-parent cases. For example, whereas over half of the single-parent cases are reported as African-American (56.1%), less than one-fifth of two-parent cases are African-American (17.5%). Conversely, over two-thirds (68.3%) of the two-parent cases are reported as white, in contrast to only a third of the single-parent cases (33.7%). There were also some differences in prior work experience, with fewer single-parent cases having work experience (76.2% of single-parent cases and 83.5% of two-parent cases). And, as expected, the single-parent cases were more likely than two-parent cases to have never married (65.3% versus 20.0%) and more likely to be divorced, deserted, or legally separated (total of 24.4% versus 4.7%). Perhaps one of the most important differences between single- and two-parent cases, however, concerns their recent history on TANF, with the median length of the time continuously on TANF during the spell before the first exit in the study period being much longer for single-parent cases (14 months) than for two-parent cases (7 months).

Table 11: Aggregate Client Characteristics at First Exit			
	Single-Parent Cases	Two-Parent Cases	All Cases
Female Leaver	94.8%	64.2%	92.0%
Median Age of Adult Leaver	29 years old	28 years old	29 years old
Ethnicity			
African-American	56.1%	17.5%	52.6%
White	33.7%	68.3%	36.9%
Hispanic	9.3%	11.2%	9.5%
Asian/Pacific	0.8%	2.9%	1.0%
Native American	0.2%	0.1%	0.2%
Children			
Child less than 1 year old	10.3%	16.1%	10.8%
Child less than 6 years old	61.9%	74.5%	63.1%
Child less than 13 years old	88.2%	93.5%	88.7%
Marital Status			
Never Married	65.3%	20.0%	61.2%
Married	8.2%	75.0%	14.3%
Deserted	11.9%	1.6%	11.0%
Divorced	10.8%	2.8%	10.1%
Legally Separated	1.7%	0.3%	1.6%
Other	2.1%	0.3%	1.8%
Education			
High School Diploma (or more)	59.4%	60.4%	59.5%
AFDC/TANF Welfare History			
Median Spell Length before first exit in study period	14 months	7 months	13 months
Work Experience			
Service	37.7%	38.7%	37.8%
Laborer	19.4%	28.1%	20.2%
Clerical	10.0%	4.3%	9.4%
Sales	3.5%	2.5%	3.4%
Operator	2.7%	3.8%	2.8%
Manager/Professional	2.5%	4.2%	2.6%
Crafts	0.4%	1.9%	0.6%
No Prior Experience	20.5%	13.9%	19.9%
Other	3.3%	2.6%	3.3%
PCIS Employment and Training			
Self-Sufficiency/Exempt	3.3%	9.9%	4.0%
Orientation and Assessment	21.3%	30.0%	22.9%
Job Search	18.3%	13.8%	18.5%
Below Post-Secondary Educ.	5.1%	4.2%	5.2%
Post-Secondary Education	1.2%	0.3%	1.2%
Work Experience	3.8%	13.9%	4.9%
Sanctioned	4.3%	4.0%	4.4%
Referred to Provider	2.1%	0.7%	2.1%
No Known Activity	40.6%	23.2%	36.8%
Total	124,819	12,511	137,330

Data Source: IDHS Client Database (CDB) and Project Chance Information System (PCIS)

Characteristics of Leavers by State Region

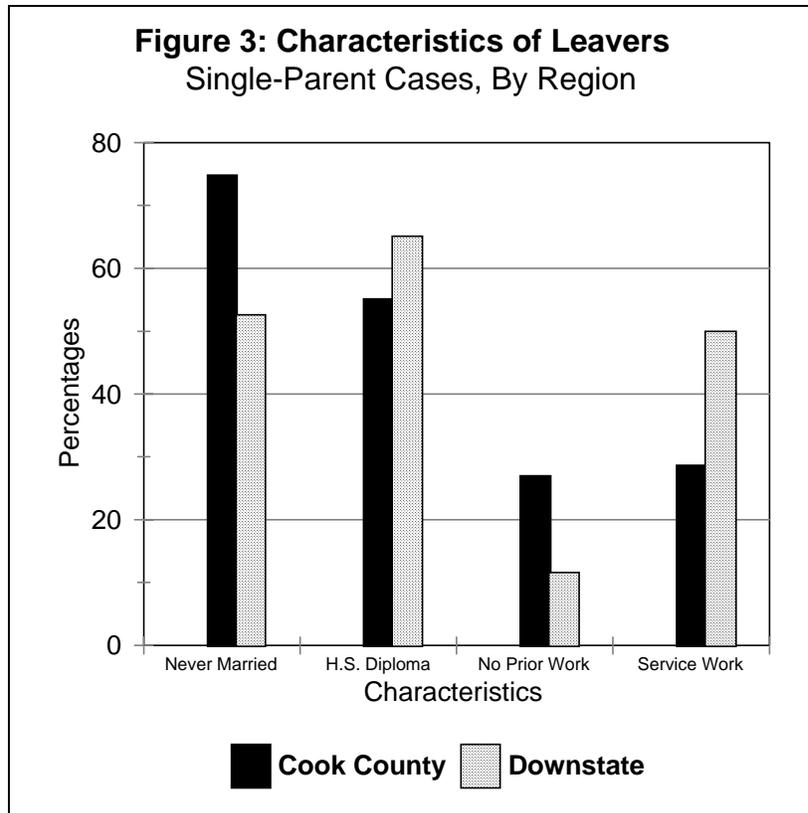
Table 12 presents the information about leavers in terms of the most basic regional distinction for TANF in Illinois, distinguishing those recorded as residing in Cook County at first exit and those living elsewhere in the state, referred to as downstate. Even though the downstate region is comprised of four IDHS administrative regions and includes very different types of communities (from the urban areas around St. Louis to the remote rural areas in the south of the state), the size of the TANF caseload in the urban Chicago area, and its uniqueness in other ways, makes it natural to contrast Cook County with the rest of Illinois.

Though there are some similarities in the profiles of the Cook County and downstate leavers (e.g., predominately female cases, almost all cases have at least one child under 13 years old), several contrasts in Table 12 deserve particular note. First, the ethnic balance is reversed for the two regions, with Cook County having primarily African-American leavers (73.6%) while downstate is dominated by white leavers (63.4%). Second, as shown in Figure 3, downstate leavers are much more likely to have been married at some point (only 52.6% having never been married, compared to 74.8% for Cook County). Figure 3 highlights additional differences, based on data presented in the lower half of Table 12, that suggest that the leavers in Cook County are at greater risk for recidivism and poor career outcomes. In particular, Cook County leavers are less likely to have completed high school (only 55.1% for Cook County leavers have a high school diploma versus 65.1% for downstate leavers). Cook County leavers are also more likely to have no prior work experience (27.0% for Cook County and 11.6% for the rest of the state). Part of the difference between Cook County and downstate in prior work experience appears to be explained by the large difference in prior experience in the service industry (50% of downstate leavers having prior work experience in the service sector, as compared with 28.7% of leavers in Cook County).

A final difference of note, though not presented in Figure 3, is that the Cook County leavers had, in the aggregate, longer spells on cash assistance prior to their first exit in this study (a spell being defined as the number of continuous months on cash assistance prior to exit). Whereas leavers downstate left TANF after relatively short spells, with a median length of 10 months, Cook County leavers had a median spell length of 18 months.

Table 12: Aggregate Characteristics at First Exit by Region, Single-Parent Cases			
	Total	Cook County	Downstate
Female Leaver	94.8%	96.2%	92.9%
Median Age of Adult Leaver	29 years old	30 years old	27 years old
Ethnicity			
African-American	56.1%	73.6%	32.3%
White	33.7%	11.8%	63.4%
Hispanic	9.3%	13.5%	3.7%
Asian/Pacific	0.8%	0.9%	0.6%
Native American	0.2%	0.2%	0.2%
Children			
Child less than 1 year old	10.3%	8.6%	12.5%
Child less than 6 years old	61.9%	60.5%	63.9%
Child less than 13 years old	88.2%	87.2%	89.5%
Marital Status			
Never Married	65.3%	74.8%	52.6%
Married	8.2%	5.8%	11.5%
Deserted	11.9%	9.8%	14.0%
Divorced	10.8%	5.7%	16.8%
Legally Separated	1.7%	1.7%	1.8%
Other	2.1%	2.1%	3.3%
Education			
High School Diploma (or more)	59.4%	55.1%	65.1%
AFDC/TANF Welfare History			
Median length of spell before first exit in study period	14 months	18 months	10 months
Work Experience			
Service	37.7%	28.7%	50.0%
Laborer	19.4%	18.4%	20.8%
Clerical	10.0%	13.5%	5.1%
Sales	3.5%	2.7%	4.1%
Operator	2.7%	3.4%	1.9%
Manager/Professional	2.5%	2.6%	2.4%
Crafts	0.4%	0.5%	0.4%
No Prior Experience	20.5%	27.0%	11.6%
Other	3.3%	3.2%	3.7%
PCIS Employment and Training			
Self-Sufficiency/Exempt	3.3%	3.1%	3.6%
Orientation and Assessment	21.3%	15.0%	29.8%
Job Search	18.3%	17.6%	19.3%
Below Post-Secondary Educ.	5.1%	5.1%	5.1%
Post-Secondary Education	1.2%	1.0%	1.6%
Work Experience	3.8%	3.1%	4.7%
Sanctioned	4.3%	3.6%	5.1%
Referred to Provider	2.1%	2.7%	1.4%
No known activity code	40.6%	48.8%	29.4%
Total TANF Cases	124,819	71,838	52,981

Data Source: IDHS Client Database (CDB) and Project Chance Information System (PCIS)



Data Source: IDHS Client Database (CDB)

Characteristics of December Cohort

Information from the survey about the characteristics of the December 1998 cohort adds only a few details not available in administrative data, but it can help us understand the more substantive information presented about the survey respondents in later portions of this report. Selected characteristics of survey respondents who left TANF in December 1998, are presented in Table 13. Profiles for all respondents and for single-parent cases are presented. Since 96 percent of the respondent sample is composed of single-parent cases, the single-parent results are virtually the same as that for the respondent sample as a whole. Thus, the focus below will be on the entire respondent sample (with exceptions noted where warranted).

Geographic Distribution of Respondents

About 70 percent of the December leaver respondents (71.2%) were from Cook County. The 29 percent of the leavers who were from downstate are distributed as follows: Chicago suburbs (5.8%); downstate urban areas (14%); and downstate rural areas (8.9%). As such, most leavers were living in urban areas.

Gender, Race, and Age of Respondents

For the December leaver respondents as a whole, 93 percent (92.7%) are female while just over 7 percent are male. For single-parent cases, the percentage of females is greater (97.4%). Nearly two-thirds (65.3%) of all respondents are African-American, while about one-quarter (26.3%) are white and just under one-tenth (8.2%) are Hispanic. The median age of the respondents when leaving TANF in December was just under 30 years old, with 54 percent of the leavers under 30 years old and 46 percent being 30 years old or older. More specifically, only around six percent (6.4%) were less than 20 years while almost three-tenths (28.8%) were 35 years or older.

Education Level of Respondents

The administrative data indicate that 42 percent (41.8%) of the respondents had less than a high school degree or GED at the time of their first TANF exit during the study period (recognizing that this information may have been collected when the case was opened and not updated). Slightly more (43.9%) had a high school degree or GED recorded in the administrative data, while one in seven (14.2%) had some post-secondary education.

Survey responses for the December cohort indicated that about 29 percent (28.5%) had less than a high school degree or GED, while 30 percent (29.9%) had a high school degree or GED as their highest level of education. Nearly one-quarter said they either had been in trade/technical school (7.8%) or had some junior college education (15.7%). Sixteen (16) percent indicated further schooling, with either an associates degree (4.5%), some education at a four-year college (7%), or a four-year college degree (4.5%).

Household Composition of Respondents

Nearly half (48.1%) of the respondents lived in a two-person household, while nearly three of ten (29.4%) lived in a three-person household. About half this number (14%) lived in a four-person household, and about half of this (8.4%) lived in a household with five or more members. Just over one-half (51.3%) had one child, while nearly three of ten (28.5%) had two children. About one in eight (12.8%) had three children, and about half this number (7.4%) had four or more children.

At the time of the survey interview, just over 60 percent (62.1%) of all respondents indicated that their youngest child was less than 6 years old, and one-quarter (25.1%) indicated their youngest child was 6 to 12 years old. Nearly seven percent (6.6%) said their youngest child was 13 to 17 years old while about half this number (3.5%) said their youngest was over 17 years old. (Note that a few respondents, 2.7%, indicated having no children living at home at the time of the interview.)

**Table 13: Aggregate Characteristics at First Exit
Characteristics of the December 1998 Survey Respondents**

Characteristic	All Respondents (n=501 to 514)	Single-parent (n=483 to 494)
Region		
Major geographic division		
Cook County	71.2%	72.0%
Outside Cook County (downstate)	28.8%	28.0%
More specific geographic areas		
Cook County	71.2%	72.0%
Chicago metro "collar" counties	5.8%	6.1%
Other downstate urban counties	14.0%	13.8%
Downstate rural counties	8.9%	8.3%
Rural north	1.6%	1.4%
Rural north-central	2.1%	2.0%
Rural south-central	2.3%	2.2%
Rural south	2.9%	2.4%
Urban/rural division		
Total urban	91.1%	91.7%
Total rural	8.9%	8.3%
Gender		
Male	7.3%	2.6%
Female	92.7%	97.4%
Race/ethnicity		
White	26.3%	24.7%
African-American	65.3%	66.7%
Hispanic	8.2%	8.3%
Other	0.2%	0.3%

Characteristic	All Respondents (n=501 to 514)	Single-parent (n=483 to 494)
Age of respondent when exited TANF		
Less than 20 years old	6.4%	6.7%
20 to 24 years old	22.6%	22.9%
25 to 29 years old	25.1%	25.7%
30 to 34 years old	17.0%	17.0%
35 to 39 years old	14.0%	13.4%
40 years or older	14.8%	14.4%
Education level at first exit in study (admin)		
8th grade or less	2.2%	2.3%
Some high school education	39.6%	39.8%
High school diploma/GED	43.9%	43.5%
More than high school education	14.2%	14.5%
Education level (reported in survey)		
Less than high school degree/GED	28.5%	28.5%
High school degree/GED	29.9%	29.4%
Trade/technical school	7.8%	7.9%
Some junior college	15.7%	16.2%
Associates degree	4.5%	4.3%
Some four-year college	7.0%	7.3%
Four-year college degree	4.5%	4.3%
Single or two-parent case		
Single-parent case	96.1%	100.0%
Two-parent case	3.9%	0.0%
Number of adults		
One adult	92.6%	96.4%
Two adults	7.4%	3.6%

Characteristic	All Respondents (n=501 to 514)	Single-parent (n=483 to 494)
Total number in household		
Two persons	48.1%	50.1%
Three persons	29.4%	29.0%
Four persons	14.0%	13.4%
Five or more persons	8.4%	7.5%
Number of children		
One child	51.3%	51.9%
Two children	28.5%	28.4%
Three children	12.8%	12.6%
Four children	4.7%	4.5%
Five or more children	2.7%	2.5%
Age of youngest child (survey data)		
Under 6 years old	62.1%	63.1%
6 to 12 years old	25.1%	24.3%
13 to 17 years old	6.6%	6.7%
Over 17 years old	3.5%	3.2%
No children	2.7%	2.6%
Employment between exit and interview		
Employed entire time	23.5%	23.9%
Employed sometime	23.0%	23.1%
Unemployed entire time	53.5%	53.0%

Data Sources: Survey Research Office, University of Illinois at Springfield and IDHS Client Database (CDB)

Changing Composition of TANF Leavers

Understanding the characteristics of TANF leavers provides a foundation for later analyses of issues such as employment and use of other services. In order to inform policy, however, an additional consideration is whether the characteristics of TANF leavers are changing over time. The concern is that the earlier leavers may have been better prepared for employment and self-sufficiency. We examine this question by comparing the characteristics of those who left in the six calendar quarters for the 18 months under study. Before presenting these trends across quarters, however, we need to first address a possible bias that can result from conducting a trend analysis on the 18-month population as defined by the month in the study period in which the identified leaver first exited TANF.

First Exits Versus Subsequent Exits

As mentioned in the methodology chapter, the population for this study is defined as all TANF cases that closed at least once during the study period. Cases entered this population in the month of the 18-month study period in which they first left cash assistance. Each case, therefore, can be assigned to a monthly cohort based on this first-exit definition. Implicit in this first-exit definition, however, is the systematic exclusion from later monthly cohorts of any case that had closed and opened again in previous months, an exclusion that does not apply to the early first-exit cohorts. If cases that close and open repeatedly are in some way less prepared for post-TANF self-sufficiency, a trend analysis of these first-exit cohorts will be biased. To document the possibility of bias that could result from describing the changes in the first-exit cohort over time, Table 14 divides all leavers for a given quarter into two groups: those who left the study for the first time in the study period (the first-exit definition) and those who had left TANF previously during the study (subsequent exits). For each quarter these two groups sum to the total of the all-exits for that quarter.

In the first quarter of the study, the third quarter of 1997, there are no Subsequent Exits; all who exit in that quarter are assigned to that first-exit cohort. However, as indicated in the column of Table 14 labeled Cohort Size, by the fourth quarter of 1998, 4,999 of the cases that closed during that quarter are excluded from the first-exit cohort of that quarter because they had closed previously during the 18-month study period. If those being screened out of the later cohorts are different than the cohort averages, then this approach to defining cohorts can contribute to biased comparisons. For example, if those being excluded were at increased risk for recidivism, then excluding them would make the later cohorts appear more positive than is warranted.

Documenting such a bias is complicated in this study because the characteristics of leavers is provided only for the first exit. If characteristics are different at later exits, this first-exit information can be misleading. With this caution in mind, Table 14 presents the differences in trends and quarterly percentages (combining both single-parent cases and two-parent cases) between those in the first-exit cohorts and those that would be excluded as subsequent exits. We see that there are trends among the first-exit leavers but that those trends have been attenuated by the exclusion of the subsequent exits. For example, whereas there is an increase in the percentage of African-Americans across the last five quarters of first-exit leavers being reported (from 51.3% in the fourth quarter of 1997 to 61.1% in the fourth quarter of 1998), the increase is

larger among those who have recycled on and off TANF one or more times during the study period (from 50.3% in the fourth quarter of 1997 to 65.6% in the fourth quarter of 1998). Similarly, whereas there is a noticeable decrease across quarters in the percent of leavers who have completed high school (who have a high school diploma or further education) and an increase in the percent who have never married, the pattern is more disconcerting for those who recycle off and on again on TANF cash assistance (e.g., by the fourth quarter of 1998 the subsequent exits are less likely to have at least a high school diploma and are more likely never to have married). As alluded to in the caution above, it is possible that the greater decrease for subsequent exits in percent of high school completion and increase in leavers who were never married are due to the data being recorded only at first exit. However, in that the greater increase among subsequent exits of the percent of African-American leavers is consistent with the patterns for education and marital status, excluding subsequent exits does seem to change the composition of cohorts.

Thus, use of the first-exit definition can result in minimizing meaningful trends across quarters. Because these trends can be important for policy discussions, for some analyses we will make comparisons across quarters using the all-exits cohorts, cohorts that include both those leaving TANF for the first time during the study period and those who recycle and have exited again during the study period. For this purpose, the next section describes the characteristics of these all-exit cohorts for single-parent cases.

Cohort		Characteristics on Record at First Exit in Study Period						
Quarter of Exit	Cohort Size		African-American		Completed H.S. or More		Never Married	
	First Exits	Subseq. Exits	% of First Exits	% of Subseq. Exits	% of First Exits	% of Subseq. Exits	% of First Exits	% of Subseq. Exits
3 rd Quarter, 1997	20,499		53.4%		60.0%		62.9%	
4 th Quarter, 1997	18,915	310	51.3%	50.3%	61.8%	58.7%	61.8%	58.7%
1 st Quarter, 1998	18,274	988	52.7%	51.9%	60.9%	57.0%	63.2%	62.3%
2 nd Quarter, 1998	24,205	2,697	59.5%	58.4%	58.8%	55.8%	67.4%	69.2%
3 rd Quarter, 1998	21,869	3,137	56.8%	59.4%	57.8%	54.4%	67.2%	68.8%
4 th Quarter, 1998	21,057	4,999	61.1%	65.6%	57.4%	53.5%	68.5%	72.5%

Data Source: IDHS Client Database (CDB)

Characteristics of Single-Parent, All-Exit Cohorts

Trends in descriptive characteristics for ethnicity, high school completion, and never-married status are presented in Table 15 for those on single-parent cases at first exit (recognizing that some may be on two-parent cases at subsequent exits). The percent of leavers with at least a high school diploma shows a slight decline for the six quarters, beginning at 60 percent and ending under 57 percent. More substantial is the change in the ethnic distribution of leavers. The percent of Hispanic leavers remains fairly constant at less than 10 percent. The percent of African-Americans, however, increases from under 54 percent in the third quarter of 1997 to 62 percent for the fourth quarter of 1998. Similarly, white cases account for just over 36 percent in the third quarter of 1997 but decline to around 28 percent in the fourth quarter of 1998. The percent of those never having been married shows an increase in this period, from approximately 63 percent for the third quarter of 1997 to over 69 percent by the fourth quarter of 1998. The percent of cases from Cook County also increases over the study period, from around 55 percent in the third quarter of 1997 to almost 65 percent in the fourth quarter of 1998. Finally, while the percent of leavers with earned income in the month prior to exit increased three percentage points in the study period, so did the percent of those with no prior work experience, from around 20 percent in the third quarter of 1997 to 23 percent in the fourth quarter of 1998.

Some of these trends, such as the decreasing percent of high school graduates, the increasing percent never married and the decreasing percent with prior work experience, raise concerns that those leaving TANF in the later quarters covered by this study are not as well prepared to remain off cash assistance as those who left in the early phases of welfare reform. Those with lower education levels and without work experience may have more difficulty finding stable jobs, and those not married may experience greater difficulties with the supports needed to balance work and family responsibilities. These issues will be explored in subsequent survey analyses.

Characteristics	All-Exit Quarterly Cohorts					
	3 rd Qtr 1997	4 th Qtr 1997	1 st Qtr 1998	2 nd Qtr 1998	3 rd Qtr 1998	4 th Qtr 1998
Ethnicity						
African-American	53.4%	51.3%	52.7%	59.4%	57.2%	62.0%
White	36.3%	38.5%	37.4%	31.3%	32.4%	27.9%
Hispanic	9.3%	9.3%	9.1%	8.4%	9.5%	9.3%
Other	1.0%	0.9%	1.0%	0.9%	1.1%	1.0%
High School Diploma (Equivalent or more)	60.0%	61.8%	60.7%	58.5%	57.4%	56.7%
Never Married	62.9%	61.7%	63.2%	67.6%	67.4%	69.3%
Income prior to exit	26.6%	32.4%	32.8%	23.5%	28.6%	29.6%
Cook County	55.2%	50.4%	51.3%	61.2%	57.4%	64.8%
No Work Experience	19.9%	18.2%	18.0%	21.0%	21.9%	23.0%
All-Exit Cohort Size	20,499	19,225	19,272	26,902	25,306	26,056

Data Source: IDHS Client Database (CDB)

Comparison of Open and Closed Cases

If, as just described, more recent TANF leavers are more at risk for recidivism, policies that are effective in supporting the early TANF leavers may not prove as adequate in leading to self-sufficiency for later leavers. It is possible, however, that the same argument can be made for those who remained on TANF assistance during the entire 18-month study period. Thus, discussion of the characteristics of TANF leavers needs to include also a comparison of leavers with those who did not leave. This comparison is of particular concern when attempting to predict whether the current successes in reducing caseloads are likely to continue. We address this question by using a sample of those cases that were active in June 1997 but never closed during the next 18 months. This sample of open cases was created by beginning with the total set of 54,620 cases that were open in June 1997 and remained open for the next 18 months. We then randomly selected 10,944 cases, from this population, approximately a 20 percent sample.

As shown in Table 16, the characteristics of this sample of cases that remain open during the study period can then be compared to the subset of leavers whose cases were open in June 1997 but then closed the next calendar quarter (July 1997, August 1997, or September 1997). Though similar in mean and median ages and with regard to having children in the indicated age ranges, this comparison of open and closed cases reveals substantial differences. Those cases that remained open were more likely to be single-parent cases headed by a female, more likely to be an African-American who has never married, and less likely to have at least completed high school.

Table 16: Comparison of Closed and Open Cases		
	18-Month Open Cases	Leavers in 3rd Qtr, 1997
Female	97.5%	91.2%
Single-parent case	98.3%	89.9%
Education: H.S. diploma or more	45.5%	60.1%
Cook County	75.1%	52.6%
Ethnicity		
African-American	72.0%	49.5%
White	18.0%	39.9%
Hispanic	8.8%	9.4%
Other	1.2%	1.2%
Children		
Child less than 1 year old	10.4%	11.9%
Child less than 6 years old	68.1%	64.9%
Child less than 13 years old	94.5%	89.6%
Marital status		
Never married	74.6%	58.4%
Married	6.1%	15.9%
Divorced	5.7%	10.7%
Deserted	10.6%	11.6%
Widow	0.4%	0.6%
Legally separated	1.5%	1.6%
Other	1.1%	1.2%
Age of recipient		
Mean age	30.2 years old	30.0 years old
Median age	29 years old	28 years old
IDHS earned income, June 97 or month prior to exit	20.5%	27.1%
Work Experience		
Service	28.0%	37.7%
Laborer	15.0%	20.4%
Clerical	9.2%	9.1%
Sales	3.2%	3.3%
Operator	2.7%	3.1%
Manager/Professional	1.5%	2.6%
Crafts	0.3%	0.6%
No prior experience	36.6%	19.3%
Other	3.5%	3.9%

Data Source: IDHS Client Database (CDB)

Summary

Looked at in the aggregate, the 137,330 TANF cases that closed at least once during the study period of July 1997 to December 1999 were predominately single-parent cases (91%) that were headed by a female (92%). The median age of the primary adults on these cases was 29 years, and the majority were African-American (53%), had never married (61%), and had at least one child under six years of age (63%). Further, most had at least a high school diploma or equivalent (60%), and most had some previous work experience (80%).

This overall picture of the leavers changes when they are disaggregated into groups. For example, when distinguishing single-parent cases by region, TANF leavers in Cook County were more likely to have never married (75% versus 53% for downstate), less likely to have a child under one year of age (9% versus 13% for downstate), less likely to have at least a high school diploma (55% versus 65% for downstate), and less likely to have previous work experience (27% with no prior experience versus 12% for downstate). Further, the Cook County leavers were older (median age of 30 years versus 27 years downstate), had greater representation by African-Americans (74% versus 32% for downstate), and tended to have longer welfare spells before their first exit in the study period (median spell length of 18 months versus 10 months for downstate).

Finally, this description of the TANF leavers can be contrasted with a description of those cases that remained open during the 18-month study period. Adults on these active cases (those that were open in June 1997 and remained open until at least January 1999) were less likely to have at least a high school diploma (46%), less likely to have prior work experience (37% with no prior experience), and more likely to have never married (75%). Similarly, TANF leavers in the later exit cohorts generally were less educated and had less work experience than early TANF leavers. These findings suggest that persons remaining on TANF may encounter greater difficulties in establishing sustainable employment than early leavers.

Chapter 3

Why Are People Leaving TANF?

This section examines why people leave TANF. The main question of interest is the degree to which TANF cases are closing because the adults are securing employment so that they either are not eligible for TANF or do not feel that they need cash assistance. As in the previous section, we use both administrative and survey data to examine this issue and provide an overview of the reasons why TANF cases close.

Beyond addressing the general question of why people leave TANF, we are concerned also with two policy-related questions:

- Are there differences among subgroups regarding the administrative or personal reasons for case closings?
- Are there trends in percent of cases that are closed for income or non-cooperation reasons?

We begin with an analysis of the administrative data available for the 18-month population of cases and then supplement this analysis with an analysis of the self-reported reasons for TANF case closures provided by the December 1998 survey cohort.

Population Analysis of Administrative Reasons for Case Closings

Administrative reasons for case closing refer to the IDHS codes that are recorded at exit as Type Action Reasons. There are over 60 codes used to indicate closure reasons, but, for the purposes of this study, these can be categorized into four major groupings: closure for excess earned income, closure for non-cooperation with IDHS regulations, “other,” and missing/unknown. The particular codes that comprise these four categories and the frequency of leavers for each of the codes are presented in Appendix II. In what follows we describe these four major groupings of administrative case closing reasons and then present tables that reveal patterns among the reasons for case closings. As in the previous chapter, we begin this analysis by contrasting single-parent and two-parent cases, and then focus on single-parent cases to report on regional differences and other factors associated with cases being closed for income and non-cooperation reasons. This focus on single-parent cases is consistent with the national interest in this group, which represents over 90 percent of the population of leavers in Illinois and so is the major focus of welfare policy.

Note that all analyses of administrative reasons for case closure are limited by the unavailability of data on reasons for some leavers. One way that a leaver may not have a recorded reason for closure is when one adult, the identified adult in this study, leaves the case (and so leaves cash assistance) but all other family members remain on assistance and so the case is not closed. In that the case is not closed, there will be no closing reason assigned to the identified adult leaver. Another way that a leaver would not have a recorded reason for closure is when other administrative actions take place after the exit (but before the data were extracted

from the IDHS CDB) and overwrite the case closure code with other codes for other case actions. All such cases are reported as having an unknown/missing reason for case closure.

Administrative Coding of Case Closing Reasons

Summarizing the many codes used by IDHS in categorizing the reasons that TANF cases are closed, cases are closed for “earned income” reasons if additional earned income places the family above the specified limit for that family size or if the client requests cancellation due to employment. We see in Table 17 that one-third of the 137,330 cases were closed for income reasons (33% of all leavers, or 41.6% of cases with known administrative reasons), with most of them being because earned income exceeded the federal poverty level. Cases are closed for “non-cooperation” for a variety of reasons, ranging from failure to verify earned income to failure to keep an appointment for an employment interview. Approximately one-third of all cases were closed for non-cooperation (32.4%, or 40.9% of those with known reasons), with most being due to a failure to keep an appointment with an IDHS caseworker.

In that income and non-cooperation were of central concern with regard to administrative reasons for case closings, an “other” category was created for such events as the child on the case becoming ineligible, increased unearned income, or the client moving out of state. In addition, as mentioned above, administrative reasons were unavailable for many of the cases, sometimes because the code recorded was invalid but primarily because the codes were missing.

Cancellation Type Actions Reasons	Closed Case Population		
	Frequency	% of known	% of total
Earned Income	45,260	41.6%	33.0%
Client Action or Non-cooperation	44,524	40.9%	32.4%
Other Reason	19,063	17.5%	13.9%
No longer an eligible person	6,448	5.9%	4.7%
Increased assets/unearned income/support; reduced need	3,453	3.2%	2.5%
Client move or cannot locate	9,162	8.4%	6.7%
Total Non-Missing	108,847	100.0%	79.3%
Unknown/Missing Reason	28,483		20.7%
Total	137,330		

Data Source: IDHS Client Database (CDB)

Major Reasons for Case Closing by Case Type and Region

Table 18 disaggregates the information for the four major categories of reasons for case closure by case type (single- versus two-parent cases). Note that, compared with single-parent cases, two-parent cases are much less likely to be closed for non-cooperation (19.2% for two-parent cases versus 33.8% for single-parent cases) and correspondingly more likely to be closed for income reasons (44.1% for two-parent cases versus 31.8% for single-parent cases). Two-parent cases are also more likely to have missing or unknown closing reasons (30% for two-parent cases versus 19.8% for single-parent cases), perhaps because others on the two-parent cases did not leave TANF cash assistance when the identified adult left.

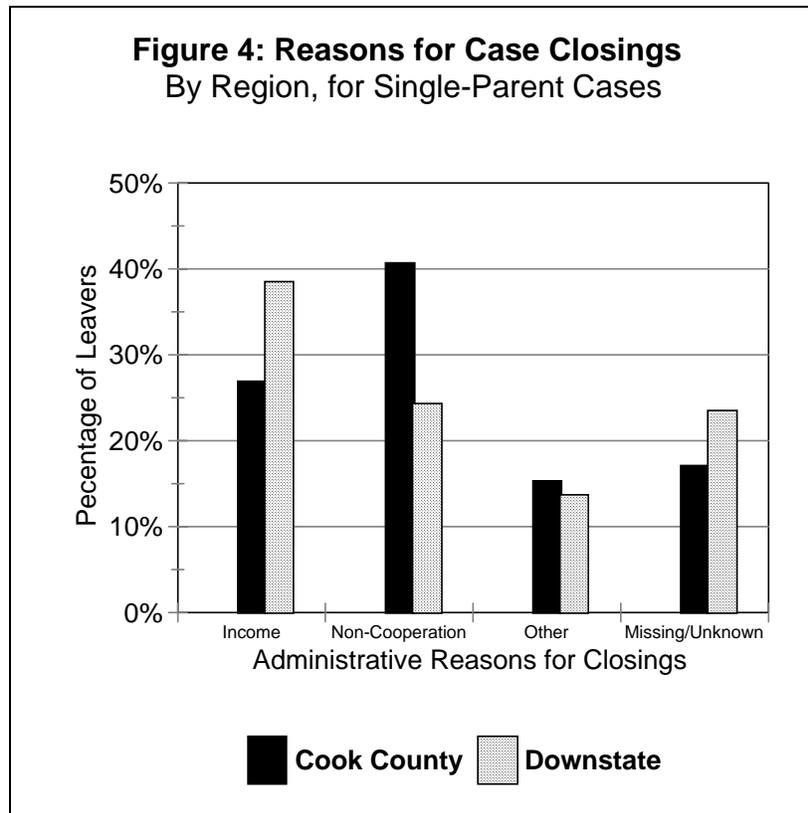
	Single-Parent Cases	Two-Parent Cases	All Cases
Income	31.8%	44.1%	33.0%
Non-Cooperation	33.8%	19.2%	32.4%
Other	14.6%	6.7%	13.9%
Missing/Unknown	19.8%	30.0%	20.7%
Total	100%	100%	100%

Data Source: IDHS Client Database (CDB)

As for regional differences in the administrative reasons for case closure, there is, as shown in Table 19 and illustrated in Figure 4, a higher percentage of cases in Cook County closed for non-cooperation than downstate (40.7% for Cook County versus 24.3% downstate) and a lower percentage closed for earned income reasons (26.9% for Cook County versus 38.5% downstate). Examination of reasons for this difference between Cook County and downstate seems warranted. As noted above, the higher percentage of two-parent cases downstate is perhaps responsible for the higher percentage of identified adult leavers with missing or unknown closing reasons.

Table 19: Administrative Reasons for Case Closures at First Exit by Region, Single-Parent Cases			
	Total	Cook County	Downstate
Income	31.8%	26.9%	38.5%
Non-Cooperation	33.8%	40.7%	24.3%
Other	14.6%	15.3%	13.7%
Missing/Unknown	19.8%	17.1%	23.5%
Total	100%	100%	100%

Data Source: IDHS Client Database (CDB)



Data Source: IDHS Client Database (CDB)

Factors Associated with Administrative Reasons for Case Closings

Table 20 provides an overview of the characteristics of single-parent cases that were closed for income or non-cooperation reasons. For most characteristics the two groups of leavers are quite similar. One exception is that those cases being closed for income reasons were more likely to have completed high school and more likely to have prior work experience (primarily in the service sector).

Table 20: Characteristics of Cases Closed for Income and Non-Cooperation Reasons; Single-Parent Cases		
	Income	Non-Cooperation
Female Leaver	96.3%	95.7%
Median Age of Adult Leaver	28 years old	28 years old
Ethnicity		
African-American	52.4%	61.6%
White	38.3%	26.8%
Hispanic	8.7%	10.6%
Other	0.6%	1.0%
Children		
Child less than 1 year old	10.3%	11.0%
Child less than 6 years old	62.5%	64.1%
Child less than 13 years old	89.6%	89.2%
Marital Status		
Never Married	65.5%	70.1%
Married	7.8%	6.2%
Deserted	11.1%	11.7%
Divorced	12.8%	8.4%
Legally Separated	1.5%	1.7%
Other	3.5%	1.9%
Education		
High School Diploma (or more)	68.9%	53.4%
Work Experience		
Service	40.6%	34.7%
Laborer	19.4%	18.8%
Clerical	11.2%	10.5%
Sales	3.8%	3.5%
Operator	2.6%	2.6%
Manager/Professional	2.9%	2.3%
Crafts	0.4%	0.4%
No Prior Experience	15.9%	24.4%

Data Source: IDHS Client Database (CDB)

Another difference between the income and non-cooperation closings was the ethnicity of the leaver. Over 60 percent of those cases closed for non-cooperation involved cases with African-American leavers. This is considerably higher than the representation of African-Americans in cases closed for income reasons. Because this is an important topic for current policy debates, the higher proportion of African-Americans in the group of cases closed for non-cooperation requires further examination. One possibility is suggested by the regional differences presented in Table 19, with Cook County yielding a particularly high percentage of cases being closed for non-cooperation. Table 21 addresses this possibility by examining the administrative reasons for the three ethnic groups most represented by leavers. While there are overall differences in the proportion of certain reasons across African-American, white, and Hispanic cases, these differences largely disappear when controlling for state region. Within Cook County, white cases are least likely to close for income reasons and most likely to close for non-cooperation but the differences among ethnic groups are not large (24.5% for income for whites versus 27.2% for African-Americans and 28.3% for Hispanic cases; 42.0% for non-cooperation for whites versus 40.6% for African-Americans and 39.7% for Hispanic cases).

Comparing the two regions, African-American cases are more likely to close for income reasons downstate than they are in Cook County (27.2% in Cook County; 37.7% for downstate). The rise in income reasons for whites downstate, however, is even larger (from 24.5% to 39.1%), resulting downstate in a somewhat higher percent of white cases closing for income reasons. These differences, again, are not great, suggesting that different ethnic groups have similar outcomes with regard to administrative reasons for closings.

Table 21: Administrative Reasons for Case Closures at First Exit by Region and Ethnicity, Single-Parent Cases			
	African-American	White	Hispanic
Cook County			
Income	27.2%	24.5%	28.3%
Non-Cooperation	40.6%	42.0%	39.7%
Other	15.7%	14.7%	13.5%
Missing/Unknown	16.5%	18.9%	18.5%
Total	100%	100%	100%
	52,895	8,494	9,665
Downstate			
Income	37.7%	39.1%	36.8%
Non-Cooperation	26.0%	23.0%	31.8%
Other	15.6%	12.7%	12.7%
Missing/Unknown	20.7%	25.2%	18.8%
Total	100%	100%	100%
	17,101	33,567	1,936

Data Source: IDHS Client Database (CDB)

Trends in Administrative Reasons for Case Closings

The last question is whether the relative frequencies of the four administrative reasons for case closings changed during the course of the study period. Evidence of such a trend might be evidence that the criteria for the reasons were being applied differently by the end of the study than at its beginning. Or, such change could reflect changes in the ability of TANF clients to secure steady employment. Table 22 presents evidence on this question. Though there are substantial differences by quarter for income as a reason for exit, there is little evidence of a long-term trend (beginning at around 31.7% and ending at 31.9%). Non-cooperation as a reason, however, does show a general increase for the last three quarters studied, when compared with the first three quarters in the study period.

Table 22: Administrative Reasons for Closures at First-Exit for Single-Parent Cases, by Quarter						
Calendar Quarters						
Administrative Reasons	3rd Qtr, 1997	4th Qtr, 1997	1st Qtr, 1998	2nd Qtr, 1998	3rd Qtr, 1998	4th Qtr, 1998
Income	31.7%	38.0%	29.5%	27.7%	33.1%	31.9%
Non-cooperation	29.3%	24.0%	25.1%	44.8%	36.5%	38.8%
Other	18.1%	18.3%	14.7%	12.6%	13.3%	11.4%
Missing/Unknown	20.9%	19.7%	30.8%	15.0%	17.1%	17.8%
Total Percentages	100%	100%	100%	100%	100%	100%
Total First Exits	20,499	18,915	18,274	24,205	21,869	21,057

Data Source: IDHS Client Database (CDB)

Analysis of Survey Responses for December 1998 Cohort

The administrative data on reasons for case closings leave important questions unanswered. For example, if a TANF client secures employment that results in income beyond TANF limits, he or she might end all contact with the IDHS caseworker and be coded as failing to meet TANF requirements. Though excess income would be the actual reason that the individual is no longer on cash assistance, this case would appear in the administrative record as having been closed for non-compliance. Analysis of the survey responses for the December cohort, though not without its own problems, allows a more nuanced depiction of why clients are leaving TANF. In this section we begin by providing an overview of the self-reported reasons for leaving TANF.

Overview of Self-Reported Reasons for Case Closure

All survey respondents were asked to describe in their own words why they had left TANF. Over 80 percent of leavers mentioned either employment or sanction related reasons as contributing to their exits (see Table 23). Employment reasons were the most common response to this open-ended question, with about 53 percent (52.8%) of respondents citing the beginning of new jobs or increased earnings. About 31 percent (30.8%) of the respondents said that they left because of sanctions or time limits (sanctions/cut-off), with most of these mentioning failure to comply with work and training or other requirements and very few (2%) mentioning time limits.

Consistent with data reported elsewhere in this report on employment levels, Cook County leavers were less likely than downstate leavers to offer an employment-related reason as the reason for exiting TANF. While 63 percent of downstate leavers cited employment reasons, only 49 percent of Cook County leavers did so. In comparison, Cook County leavers were much more likely to report leaving because of sanctions or time limits; over one-third of leavers offered such reasons in Cook County, as compared to nearly one-fifth (19%) downstate.

Reasons Offered for Exit	All Interviews	Cook County	Downstate
Jobs and making money	52.8%	48.8%	62.9%
Sanctions, Cut off - various reasons	30.8%	35.5%	19.1%
Not like/not worth it/redtape/negative about program	13.3%	14.0%	11.4%
Other benefits/child support started	3.7%	2.9%	5.6%
Family composition/children older or leaving	3.5%	3.3%	4.1%
Child care-related	1.4%	1.7%	0.7%
Health-related	0.7%	0.8%	0.5%
Moved out of state	1.5%	1.7%	1.2%
Miscellaneous	3.1%	2.9%	3.5%
Don't know/no answer	0.3%	0.0%	1.1%
<i>weighted n</i>	<i>514</i>	<i>366</i>	<i>148</i>
<i>unweighted n</i>	<i>514</i>	<i>242</i>	<i>272</i>

Data Source: Survey Research Office, University of Illinois at Springfield

Respondents also were asked whether specific reasons elaborated in welfare reform discussions contributed to their leaving TANF. Consistent with the previously discussed open-ended responses and with previous research on welfare exits, receiving more money from a job was the most commonly mentioned contributing factor, indicated by 44 percent of the

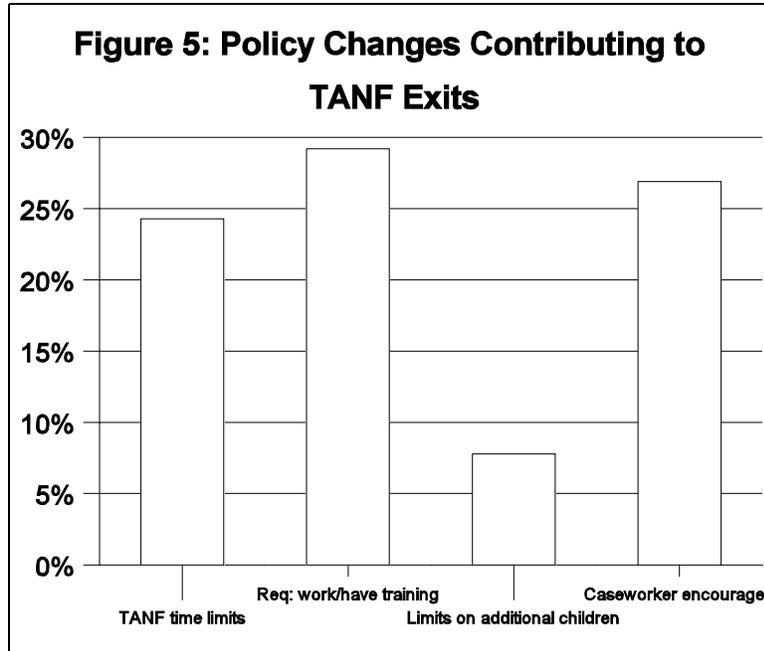
respondents (see Table 24). However, as shown in Figure 5, other factors also appeared to be important to many respondents. Nearly 30 percent (29%) of the respondents said that the requirement of work or training if they stayed on welfare contributed to their decision to leave, and nearly one-quarter (24%) were influenced by perceived time limits on welfare receipt.

Interactions with caseworkers also appeared to influence many leavers' exit decisions. Slightly over half of all respondents indicated that their caseworker had encouraged them to leave the TANF welfare program. Of these, about half said that such caseworker encouragement was part of the reason they left, so that overall 27 percent of all leavers mentioned caseworker encouragement as contributing to their exit. Downstate leavers were more likely than Cook County leavers to report both that caseworkers encouraged them to leave (64% versus 48%) and that such encouragement contributed to their exit (32% versus 25%). However, among those respondents who indicated that their caseworker encouraged them to leave, the percentage who indicated this as a factor in their leaving is very similar between Cook County and downstate leavers (52% and 50%, respectively). Thus, the difference between Cook County and downstate leavers in the percentage who indicate caseworker encouragement as a factor in their TANF exit is a result of the difference in reported caseworker encouragement, rather than a difference in the reported effect of such encouragement on respondents.

Reasons: closed-ended questions	All Interviews	Cook County	Downstate
Time limits on TANF welfare	24.3%	24.8%	23.0%
Requirements that have to work/have training	29.2%	31.4%	23.6%
No added welfare if client has another child	7.8%	8.7%	5.4%
Have more money from a job	44.1%	39.7%	55.0%
Caseworker influence:			
<i>Total indicating caseworker encouraged to leave</i>	<i>52.3%</i>	<i>47.5%</i>	<i>64.2%</i>
<i>Of these, percent who indicated this is a reason</i>	<i>51.4%</i>	<i>52.0%</i>	<i>50.0%</i>
Caseworker encouraged to leave AND a reason	26.9%	24.7%	32.1%
<i>weighted n</i>	<i>514</i>	<i>366</i>	<i>148</i>
<i>unweighted n</i>	<i>514</i>	<i>242</i>	<i>272</i>

Because of multiple responses, percentages add to more than 100%.

Data Source: Survey Research Office, University of Illinois at Springfield



Data Source: Survey Research Office, University of Illinois at Springfield

As shown in Table 25, respondents in single-parent households were more likely to mention being “cut off” by IDHS than were respondents in two-parent households in response to the open-ended question about why they left TANF (32% versus 23%). They were also somewhat more likely to identify some negative aspect of the program in influencing their exit (14% versus 8%). On the other hand, respondents in two-parent households were more likely to mention jobs and making money as the reason for leaving TANF (62% versus 51%). They were also slightly more likely to mention the start of other benefits and family composition reasons than were single-parent respondents. Similar patterns are found in responses to the closed-ended questions, with respondents in two-parent households far more likely to indicate that money from a job was a reason for leaving TANF and single-parent respondents more likely to indicate work and training requirement reasons. Equal percentages of both types of respondents indicated caseworker encouragement as a factor in their leaving.

Table 25: Reasons for Leaving TANF, by Single- or Two-Parent Household		
	Single-Parent	Two-Parent
Reasons in closed-ended questions		
Time limits on welfare	25.3%	19.0%
Requirements that have to work/have training	31.2%	18.8%
No added welfare if have another child	8.8%	2.5%
Have more money from a job	41.0%	60.0%
Caseworker encouraged to leave AND an exit reason	26.7%	26.3%
<i>Total indicating caseworker encouraged to leave</i>	<i>52.8%</i>	<i>48.8%</i>
<i>Of these, percent who indicated this is a reason</i>	<i>50.4%</i>	<i>53.8%</i>
<i>Weighted n (total less than 514 because of rounding)</i>	<i>433</i>	<i>80</i>
Responses to open-ended question		
Jobs and making money	51.1%	62.2%
Cut off by IDHS	32.3%	23.1%
Not like/not worth it/redtape/negative about program	14.2%	8.2%
Other benefits/child support started	3.1%	6.9%
Family composition/children older or leaving	3.0%	6.3%
Child-care related	1.6%	0.0%
Health-related	0.8%	0.5%
Moved out of state	1.2%	3.0%
Miscellaneous	3.5%	0.5%
Don't know/no answer	0.2%	0.0%
<i>Weighted n (total less than 514 because of rounding)</i>	<i>433</i>	<i>80</i>

Data Source: Survey Research Office, University of Illinois at Springfield

Analysis of Self-Reported Reasons by Administrative Reasons

When the responses to the open-ended question are examined by selected administrative closing reasons (see the bottom half of Table 26), we see that the vast majority (70.3%) of those who left TANF for the reason of earned income talked about leaving for employment-related reasons, and this reason far outdistanced any other reason discussed. In contrast, just less than half (47.5%) of those who had a non-cooperation type action reason talked about being cut off of welfare (for various reasons) while only about one-third (36.1%) mentioned employment and additional money. The percentage of respondents who gave various reasons for not liking the

program is the same for those with earned income and non-cooperation as administrative reasons for case closure. The responses of those with missing or unknown type action reasons are closer to those with an earned income reason than they are to those with a non-cooperation reason.

When explicitly asked about selected reasons for leaving the TANF welfare program (the closed-ended questions), the biggest differences between the earned income and non-cooperation groups are found for the respondents having more money from a job (50.3% versus 36.8%, respectively) and for the requirement that respondents would have to work or take training (27.9% versus 36.3%, respectively).

Table 26: Reasons Why Left Welfare by Selected Type Action Reason (Categorized)		
	Earned income	Non-cooperation
Reasons in closed-ended questions		
Time limits on welfare	29.4%	23.9%
Requirements that have to work/have training	27.9%	36.3%
No added welfare if have another child	7.8%	8.0%
Have more money from a job	50.3%	36.8%
Caseworker encouraged to leave AND a reason	34.9%	26.4%
Total indicating caseworker encouraged to leave	52.3%	54.7%
Of these, percent who indicated this is a reason	66.3%	48.2%
<i>weighted n</i>	153	201
Responses to open-ended question		
Jobs and making money	70.3%	36.1%
Cut off by IDHS	15.2%	47.5%
Not like/not worth it/redtape/negative about program	12.7%	12.7%
Other benefits/child support started	2.2%	3.9%
Family composition/children older or leaving	1.7%	2.6%
Child care-related	1.0%	1.8%
Health-related	0.0%	1.5%
Moved out of state	1.3%	1.5%
Miscellaneous	3.9%	3.2%
Don't know/no answer	0.6%	0.3%
<i>weighted n</i>	153	201

Data Source: Survey Research Office, University of Illinois at Springfield

Analysis of Self-Reported Reasons by Employment Status

As expected, respondents' (and their spouses') employment status when leaving TANF is significantly related to the reasons for leaving. When the open-ended reasons for leaving TANF are examined by respondents' employment status at the time of exit, the biggest differences are found for employment and money-related reasons and sanction-related ("cut off") reasons (Table 27). Over two-thirds (70%) of the respondents employed at the time of exit talked about employment and money-related reasons for leaving TANF compared to one-quarter for those who were unemployed. At the same time, just over one-half of the unemployed talked about various sanction related reasons compared to just under one-fifth among those who were employed.

For the selected reasons presented in the closed-ended questions, those respondents employed at time of exit were more likely than those unemployed to indicate that the employment related item was part of the reason for leaving TANF (53% versus 29%), while unemployed respondents were more likely to indicate the item about the requirement regarding having to work or take training (38% versus 24%). Somewhat more of the unemployed than employed respondents also indicated the welfare time limit requirement as playing a role in their leaving (29% versus 22%), while somewhat more of those employed indicated that caseworker encouragement played a role (30% versus 23%).

Table 27: Reasons for Leaving TANF, by Respondent Employment Status When Left TANF		
	Employed when left	Unemployed when left
Reasons in closed-ended questions		
Time limits on welfare	21.7%	28.5%
Requirements that have to work/have training	23.9%	38.3%
No added welfare if have another child	7.5%	8.3%
Have more money from a job	53.1%	29.0%
Caseworker encouraged to leave AND a reason	29.5%	22.8%
Total indicating caseworker encouraged to leave	52.0%	52.6%
Of these, percent who indicated this is a reason	56.5%	42.7%
<i>weighted n</i> *(total more than 514 because of rounding)	322	193
Responses to open-ended question		
Jobs and making money	69.5%	25.0%
Cut off - various reasons	18.5%	51.4%
Not like/not worth it/redtape/negative about program	13.9%	12.2%
Other benefits/child support started	2.2%	6.1%
Family composition/children older or leaving	2.7%	4.9%
Child care-related	0.1%	3.5%
Health-related	0.7%	0.8%
Moved out of state	0.9%	2.6%
Miscellaneous	2.8%	3.4%
Don't know/no answer	0.2%	0.5%
<i>weighted n</i> *	322	192

**The total weighted number of respondents can differ slightly because of rounding.
Data Source: Survey Research Office, University of Illinois at Springfield*

Analysis of Self-Reported Reasons by Ethnicity

In response to the open-ended question about why respondents left TANF, about one-half of the respondents of each race/ethnic group mentioned jobs and making money as reasons for leaving TANF (Table 28). This percentage ranges from a low of 47 percent for Hispanics to a high of 54 percent for African-Americans, with white respondents at 51 percent. Hispanic respondents were most likely to mention non-compliance reasons while white respondents were least likely to do so (37.1% and 27.2%, respectively, with African-Americans at 31.4%). African-American respondents were most likely to mention a negative aspect about the program while Hispanics were least likely to do so (15.7% and 5%, respectively, with white respondents at 10%). White and Hispanic respondents were more likely than African-American respondents to mention other benefits starting, and white respondents were somewhat more likely than the non-white groups to talk about family composition reasons (7.9% and 5%, respectively, compared with African-American respondents at 1.8%).

In response to the closed-ended questions, 40 percent or more of all race/ethnic groups indicated that having more money from a job was a reason for leaving TANF. This percentage was consistent across all groups, ranging only from a low of 40 percent for Hispanics to a high of 46 percent for white respondents, with African-Americans in between at 44 percent. More white and African-American respondents indicated time limits on welfare as a reason for leaving, while more African-American and Hispanic respondents indicated work/training-related requirements and the additional child limitation. Both African-American and white respondents were much more likely than Hispanic respondents to indicate that caseworkers encouraged them to leave welfare (59.3% for whites, 51.9% for African-Americans, and 30.2% for Hispanic leavers). This led to a greater total percent of African-American and white leavers who reported that caseworker encouragement played a role in their leaving TANF (caseworker encouraged them to leave AND this was a reason for leaving: 28.7% for African-Americans, 26.7% for whites, and 14.3% for Hispanic leavers).

Table 28: Reasons for Leaving TANF, by Race/Ethnicity			
	African-American	White	Hispanic
Reasons in closed-ended questions			
Time limits on welfare	25.9%	23.7%	16.3%
Requirements that have to work/have training	31.0%	23.7%	32.6%
No added welfare if have another child	9.0%	3.7%	11.9%
Have more money from a job	43.6%	46.3%	40.5%
Caseworker encouraged to leave AND a reason	28.7%	26.7%	14.3%
<i>Total indicating caseworker encouraged to leave</i>	<i>51.9%</i>	<i>59.3%</i>	<i>30.2%</i>
<i>Of these, percent who indicated this is a reason</i>	<i>54.9%</i>	<i>45.0%</i>	<i>50.0%</i>
<i>weighted n (total less than 514 because of rounding)</i>	<i>335</i>	<i>136</i>	<i>42</i>
Responses to open-ended question			
Jobs and making money	54.2%	51.3%	47.2%
Cut off - various reasons	31.4%	27.2%	37.1%
Not like/not worth it/redtape/negative about program	15.7%	10.0%	5.0%
Other benefits/child support started	1.8%	7.9%	5.0%
Family composition/children older or leaving	2.6%	5.8%	3.6%
Child care-related	1.8%	0.8%	0.0%
Health-related	0.5%	1.7%	0.0%
Moved out of state	1.9%	1.0%	0.0%
Miscellaneous	1.5%	5.6%	7.1%
Don't know/no answer	0.0%	1.2%	0.0%
<i>weighted n (total less than 514 because of rounding)</i>	<i>335</i>	<i>135</i>	<i>42</i>

Data Source: Survey Research Office, University of Illinois at Springfield

Summary

There are two main reasons that cases closed during the study period. Based on administrative data, about one-third of cases were closed for earned income, and one-third were closed due to non-cooperation. As compared to the administrative data on case closure reasons, higher percentage (53%) of survey respondents said that they left TANF for earnings-related reasons. This higher percentage of earned income closures among survey leavers may result partially from some persons failing to notify caseworkers after finding employment, and subsequently being closed as non-cooperation cases.

Single-parent cases were less likely to close for earned income related reasons (32% versus 44% for two-parent cases), and correspondingly more likely to close due to non-cooperation (34% versus 19% for two-parent cases). Among single-parent cases, Cook County leavers were less likely to leave for earned income reasons (27% versus 39% for downstate) and more likely to leave for non-cooperation reasons (41% versus 24% for downstate). Once region was controlled for, there were only minor differences in case closing reasons by ethnicity, but there was a trend in which higher percentages of cases toward the end of the study period were closed for non-cooperation reasons than at the beginning of the period. This highlights the importance of examining why there is a higher percentage of cases closed for non-cooperation in Cook County, and why the percent of cases closed for non-cooperation rose during the study period.

When asked about factors that contributed to their case closing, survey respondents cited both the work and training requirements (29%) and the approaching TANF time limits (24%). Over one-half of the respondents indicated that their TANF caseworker encouraged them to leave TANF, and of these, about half said such encouragement contributed to their decision to leave TANF. Downstate leavers were much more likely to cite caseworker encouragement (64% versus 48% for Cook County). This, again, highlights a difference between Cook County and downstate that needs to be examined.

Chapter 4

What Are the Employment Experiences of TANF Leavers?

One of the primary goals of the TANF welfare initiative, in Illinois as elsewhere, has been to promote employment for those on cash assistance, both to reduce caseloads and to support financial self-sufficiency for those exiting TANF. To examine the extent to which TANF recipients find work, this section begins by presenting the overall employment and earnings information for the 18-month population of TANF leavers, organized by the administrative distinctions of case type (single-parent versus two-parent cases) and region (Cook County versus downstate). These basic analyses are followed by additional analyses that examine the factors associated with employment outcomes. After deriving some general conclusions from the administrative data about the factors associated with employment, the responses of the December 1998 survey cohort are analyzed to provide more detail on the events and experiences associated with the employment outcomes. For example, the survey information allows us to address the following additional questions:

- What types of jobs are held after TANF exit?
- What are the hourly wages and hours worked for these jobs?
- Do leavers experience consistency of employment and changes in wages?
- What barriers to employment exist?

Population Analysis with Administrative Data

The analysis of the employment experiences of the 18-month population of leavers began with an examination of the patterns of employment when disaggregated by case type, state region, and administrative reason for case closing. This description of the employment patterns is followed by an examination of the factors that are associated with employment after exit. Before presenting the findings, however, we introduce the two types of available employment data that were used in the analyses.

Available Employment Outcome Data

The data used to document employment and earnings for the full 18-month population were obtained primarily from unemployment insurance (UI) wage files compiled by the Illinois Department of Employment Security (IDES). These data are introduced below along with the IDHS earned income indicator. Although the UI wage data from IDES will be the focus of this population analysis of employment, the IDHS earned income variable supplements this information.

Unemployment Insurance Quarterly Wage Data

This study focuses on 18 months, or six calendar quarters, of TANF leavers. The IDES wage files were used to match the cases that closed in the study period (124,819 single-parent cases, 12,511 two-parent cases, for a total of 137,330 cases) with quarterly wage information from the second quarter of 1997 to the first quarter of 1999. This results in a matrix of available data for six quarterly cohorts of leavers with eight quarters of wage data. Using single-parent cases as an example, Table 29 illustrates the scope of the data available for analysis. Not all of these data, however, will be used in analyses. Specifically, with the focus on the post-TANF outcomes of leavers, wage data for the quarter before exit will be used for comparison with wages in the quarter of exit and quarters after exit, but data on wages two quarters and more before exit will not be used and so these cells in the matrix are left empty. One consequence of this use of the data is that fewer quarters of wage data will be used for the later cohorts, with, for example, those leaving in the fourth quarter of 1998 having only three quarters of wage data being examined in this study (third quarter of 1998, the fourth quarter of 1998, and the first quarter of 1999).

Table 29: Available Quarters of UI Wage Data; Percentage of Single-Parent Cases with UI Quarterly Wages by Cohort and Calendar Quarter								
	Calendar Quarters (bolded for quarter of exit)							
Cohorts of TANF Leavers	2nd Qtr. 1997	3rd Qtr. 1997	4th Qtr. 1997	1st Qtr. 1998	2nd Qtr. 1998	3rd Qtr. 1998	4th Qtr. 1998	1st Qtr. 1999
3 rd Qtr, 1997	47.3%	53.8%	52.9%	49.3%	51.5%	52.8%	53.0%	49.8%
4 th Qtr, 1997		53.6%	59.3%	55.5%	55.5%	56.4%	56.6%	53.6%
1 st Qtr, 1998			57.0%	57.9%	57.8%	57.4%	57.5%	54.4%
2 nd Qtr, 1998				44.7%	52.2%	52.7%	53.2%	49.8%
3 rd Qtr, 1998					47.2%	55.3%	54.9%	51.0%
4 th Qtr, 1998						47.3%	54.6%	50.7%

Data Source: IDES Quarterly Wage File

Earned Income from the IDHS data

The IDES UI wage files do not provide complete coverage of wages earned by former TANF clients. For example, those employed by the federal government are not represented in these files, nor, of course, do the files cover work in the cash or underground economy, which may be substantial for some TANF leavers. As such, for some analyses the UI data are supplemented by the IDHS earned income indicator, which for this study indicates earned income in the last month before the first exit in the study period. This IDHS indicator also under-represents wages from employment: if, for example, clients do not report income to IDHS,

it would not be recorded. Nonetheless, the IDHS indicator can supplement the UI wage information, with a comparison providing some insights into the degree that each under-reports earned income. Table 30 illustrates the relationship between the IDHS earned income indicator and the UI wage information. Whereas around 30 percent of leavers (29.4%) were recorded as having IDHS earned income in the month before exit, the IDHS data indicate that around 55 percent of leavers (54.9%) had wage income in the quarter of exit. Combining the two indicators of earned income yields an estimate that about 61 percent of leavers had earned income around the time of exit.

Table 30: IDHS Earned Income and Its Relationship to IDHS UI Wage Data	
	Percent of All Leavers
No IDHS earned income (70.6% of total)	
Neither UI wages nor IDHS earned income	39.0%
UI Wages but no IDHS earned income	31.6%
IDHS earned income (29.4% of total)	
IDHS earned income but no UI wages	6.1%
Both IDHS earned income AND UI wages	23.3%
Total Percentages	100%
Total percentage for UI wages (31.6% + 23.3%)	54.9%
Either UI wages or IDHS earned income (100% - 39.0%)	61.0%

Data Sources: IDHS Client Database (CDB) and IDHS UI Wage File

Employment Patterns by Administrative Categories

Employment for the 18-month population is described below in terms of three major distinctions used by the Illinois Department of Human Services: the single-parent versus two-parent case type, Cook County versus the rest of the state, and the administrative reasons for case closures. An additional descriptive analysis is then reported that uses three percentiles— the median, the top 25 percent, and the top 10 percent of quarterly wages—to depict in greater detail the distribution of wages being earned by leavers.

Analysis by Case Type: Single-Parent and Two-Parent Cases

The initial reporting of employment outcomes addresses both single- and two-parent cases and presents both percentages of leavers with UI wage income and the median incomes of those who are employed in given quarters before and after exit. (Summary statistics for employment and other outcomes for single-parent cases are presented in Appendix III).

Percentage with UI Wage Income. Table 31 presents—for single-parent, two-parent, and all cases—the wage information in terms of the percent of those having recorded wage income for a given quarter (any recorded wages, which means wages of \$1.00 or more in a given quarter). For all of the analyses of IDES wages, data are available up to the first quarter of 1999. That means that those leaving in the fourth quarter of 1998 have data for the first quarter after exit but not beyond; third quarter 1998 leavers have data for the second quarter after exit; and second quarter 1998 leavers have data for the third quarter after exit. Only those leaving in the first three quarters of the study period have wage data for all of the first four quarters after exit.

Note that these percentages are presented in two ways. In the top half of Table 31 the percentages refer to only the earned income of the identified adult for each case. The bottom half of the table reports the percentage of cases in which *any* adult associated with the case at exit has reported earned income. As expected, this difference in reporting approach is most important for two-parent cases. For single-parent cases, the differences between the top and bottom halves are small, with, for example, around 55 percent (55.3%) of the identified adults on this type of case having some UI wages in the quarter of exit whereas around 56 percent of the cases (56.1%) having at least one adult with some reported earned income in the quarter of exit. In contrast, for straightforward reasons, the differences between the percentages for two-parent cases shown in the top and bottom halves are substantial. Whereas about 51 percent of identified adults (50.7%) on two-parent cases has wage income in the quarter of exit, almost 70 percent (69.8%) of all closing two-parent cases has at least one adult with earned income in the quarter of exit.

Figure 6 provides a graphic illustration of the relationship between single- and two-parent cases when the wages of all adults associated with the case are taken into account. For single-parent cases the percentage of those with wage income rises slightly from approximately 50 percent (49.9%) in the quarter before exit to about 55 percent (54.9%) in the quarter of exit and remains relatively stable in succeeding quarters. For two-parent cases the level of employment is higher than for single-parent cases, but the pattern is the quite similar. About 60 percent of the two-parent cases have at least one adult with wages in the quarter before exit, and this rises to just under 70 percent (69.8%) of cases having at least one adult wage earner in the quarter of exit, and remaining stable at just over 70 percent for the next four quarters.

This use of wage data for all adults associated with a case can be important in making sense of the financial self-sufficiency of TANF leavers, particularly for two-parent cases. A complication in using wage information for other adults on cases, however, is that there is no evidence in the data as currently compiled that these other adults are still associated with the case in the quarters after exit. Because of this limitation, and because the differences are minor when considering single-parent cases (only around 1% difference between percent of identified leavers and percent of case with at least one adult earning wages), in analyses which focus only on single-parent cases, we will report only the wage income for the identified adults.

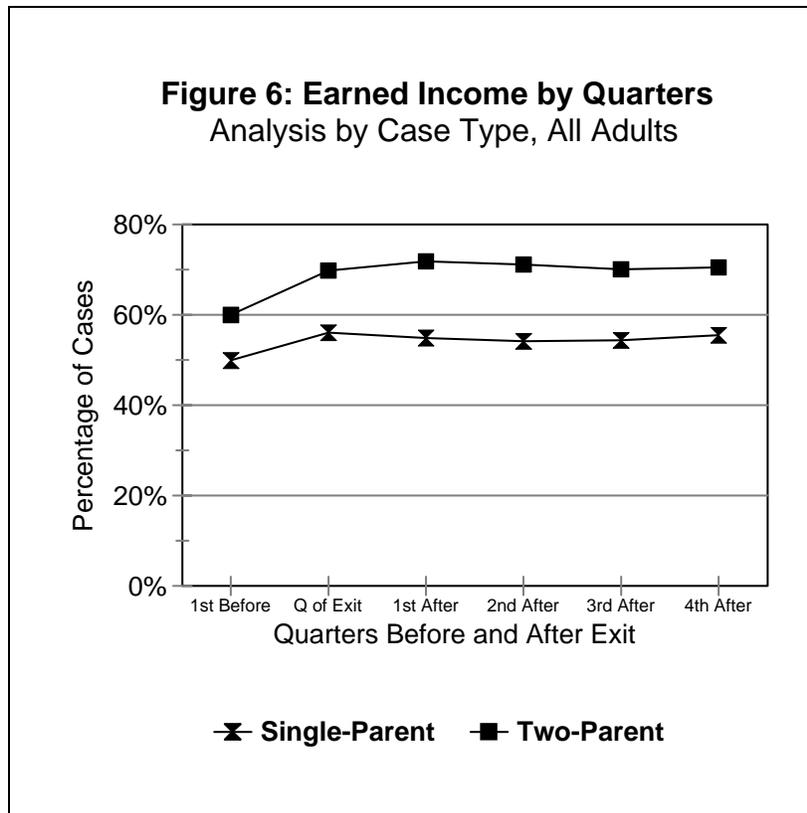
In sum, these results indicate that high percentages of leavers were working before exit. In that working while on TANF is likely providing useful skills and work experiences, this reinforces the importance of earned income disregard policies and supportive services in stimulating work by TANF recipients. Overall, the data in Table 31 reflect a fairly stable aggregate pattern in terms of the percentage of TANF leavers who work, both before and after exits.

Table 31: Wage Earnings in Percentages in Quarters Before and After Exit, By Case Type

Percent with UI Wages for Identified Adult Leaver							
	Quarters Before and After First Exit						
Case Type	Qtr. Before Exit	Qtr. of Exit	1 st Qtr. after Exit	2 nd Qtr. after Exit*	3 rd Qtr. after Exit*	4 th Qtr. after Exit*	Any Qtr. after Exit*
Single-Parent (n=124,819)	49.1%	55.3%	54.0%	53.3%	53.5%	54.5%	69.5%
Two-Parent (n=12,511)	43.6%	50.7%	50.1%	49.7%	49.2%	49.9%	65.7%
All Cases (n=137,330)	48.6%	54.9%	53.6%	52.9%	53.0%	54.1%	69.1%
Percent with UI Wages for Any of the Adults on Case							
	Quarters Before and After First Exit						
Case Type	Qtr. Before Exit	Qtr. of Exit	1 st Qtr. after Exit	2 nd Qtr. after Exit*	3 rd Qtr. after Exit*	4 th Qtr. after Exit*	
Single-Parent (n=124,819)	49.9%	56.1%	54.9%	54.2%	54.4%	55.5%	
Two-Parent (n=12,511)	60.0%	69.8%	71.9%	71.2%	70.1%	70.5%	
All Cases (n=137,330)	50.8%	57.4%	56.4%	55.9%	56.1%	57.0%	

* All cohorts have data for 1st quarter after exit; later cohorts drop out of analyses for 2nd, 3rd, and 4th quarters after exit.

Data Source: IDES Quarterly Wage File and IDHS Client Database (CDB)



All cohorts have data for 1st quarter after exit; later cohorts drop out of analyses for 2nd, 3rd, and 4th quarters after exit.
Data Source: IDES Quarterly Wage File and IDHS Client Database (CBD)

Median and Mean Quarterly Wages for Those Employed. Table 32 provides median and mean wage levels by case type for those with any wages (\$1.00 or more) in a given quarter. As with Table 31, this wage information is presented in two ways, first for information about the identified adult leaver and then for all adults on the cases. Note first that for both the top and bottom halves of Table 32 the mean quarterly wages are higher than the median wages (particularly for two-parent cases), consistent with the skew that results from some cases having very high quarterly wages (e.g., the IDES wage file listed several single-parent cases with quarterly wages after exit in excess of \$50,000). Because of this problem with skewness (made worse if there are recording errors in the data), we focus primarily on the median wages.

Also note that comparisons of the median and mean wages for the identified leavers and all adults on a case reinforces the claim made above regarding single-parent and two-parent cases. Whereas there are major differences in the median and mean wages for two-parent cases when comparing the top and bottom halves of Table 32, the differences between the wages of the identified leaver and the wages of all adults on the case are negligible for single-parent cases. For example, in the first quarter after exit the median wage income for the identified leaver on single-parent cases, the grantee for the case, was \$2,471, whereas the median of the combined wages of all adults on single-parent cases was \$2,497, a difference of \$26.

Thus, when discussing the wage earnings of adults on single-parent cases, the wages of the grantee are sufficient to depict the wages of all adults on the case, but this is not true for two-parent cases. Figure 7 provides a visual comparison of quarterly wage income for the two case types when the wages of all adults associated with the case are considered. For single-parent cases we see a substantial increase in the reported median quarterly wages in the quarter of exit (from \$1,639 in the quarter before exit to \$2,241), followed by a more gradual increase in the quarters after exit. Compared with the less dramatic increase in the percentage of leavers who received wages in the quarter of exit (noted above as increasing from around 50 percent in the quarter before exit to about 56 percent in the quarter of exit), this may indicate that increased earnings among those who are already working triggers many of these exits. Two-parent cases show an even larger jump in wage incomes from before exit to the quarter of exit (\$1,880 to \$2,739). Further, unlike the gradual increase for single-parent cases, the median income for two-parent cases continues to increase noticeably in the quarters after exit.

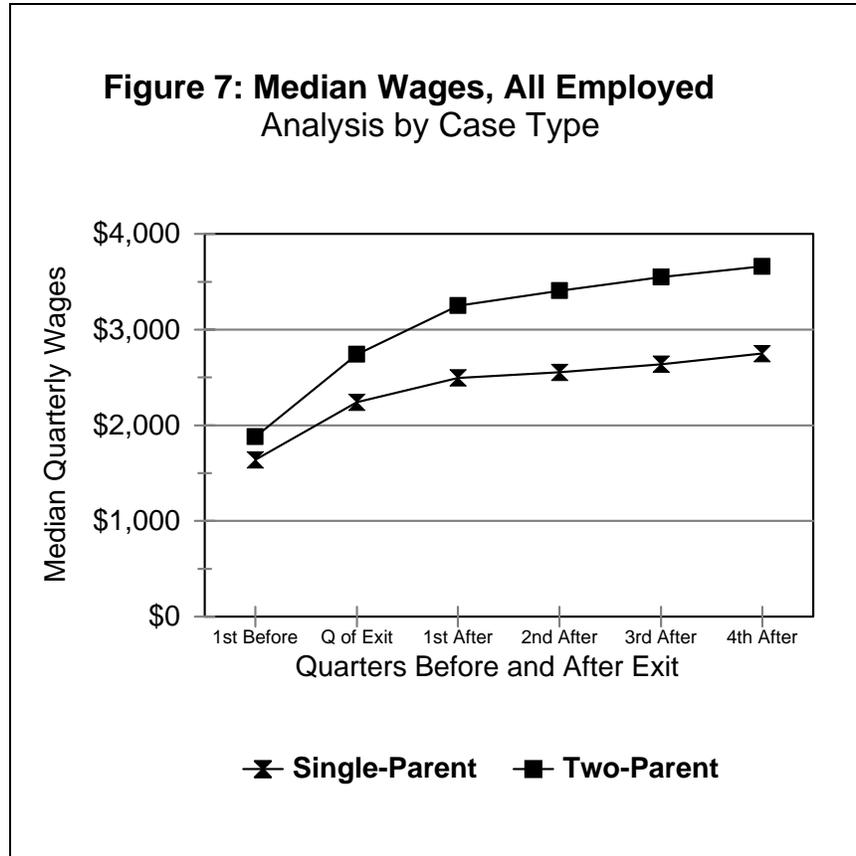
Table 32: Median and Mean Quarterly Wages for Those Employed, By Case Type							
Median and Mean UI Wages for Identified Adult Leaver							
		Quarters Before and After First Exit					
Case Type (sample size varies across quarters)		Quarter Before Exit	Quarter of Exit	1st Qtr. after Exit	2nd Qtr. after Exit	3rd Qtr. after Exit	4th Qtr. after Exit
Single-Parent	Median	\$1,625	\$2,223	\$2,471	\$2,527	\$2,615	\$2,720
	Mean	\$1,916	\$2,420	\$2,663	\$2,746	\$2,846	\$2,959
Two-Parent	Median	\$1,398	\$1,907	\$2,214	\$2,304	\$2,505	\$2,562
	Mean	\$1,779	\$2,293	\$2,624	\$2,750	\$2,952	\$2,981
All Cases	Median	\$1,605	\$2,193	\$2,449	\$2,505	\$2,604	\$2,702
	Mean	\$1,905	\$2,409	\$2,659	\$2,746	\$2,856	\$2,961
Median and Mean UI Wages for All Adults on Case							
		Quarters Before and After First Exit					
Case Type (sample size varies across quarters)		Qtr. Before Exit	Quarter of Exit	1st Qtr. after Exit	2nd Qtr. after Exit	3rd Qtr. after Exit	4th Qtr. after Exit
Single-Parent	Median	\$1,639	\$2,241	\$2,497	\$2,553	\$2,639	\$2,751
	Mean	\$1,932	\$2,447	\$2,697	\$2,784	\$2,889	\$3,010
Two-Parent	Median	\$1,880	\$2,739	\$3,251	\$3,407	\$3,551	\$3,659
	Mean	\$2,268	\$3,152	\$3,731	\$3,914	\$4,151	\$4,269
All Cases	Median	\$1,665	\$2,289	\$2,568	\$2,635	\$2,744	\$2,849
	Mean	\$1,968	\$2,525	\$2,817	\$2,925	\$3,053	\$3,170

All cohorts have data for 1st quarter after exit; later cohorts drop out of analyses for the 2nd, 3rd, and 4th quarters after exit.

Data Source: IDES Quarterly Wage File and IDHS Client Database (CDB)

Distribution of Wage Income for Single-Parent TANF Leavers

The previous table reported the median income for the subset of TANF leavers who are employed. This is important when representing the pay level of jobs being filled by TANF leavers. It is also important to provide tables that characterize the income levels of all TANF leavers. This requires further analyses which, as explained previously, were conducted for the single-parent cases that dominate (constituting over 90%) the population of TANF leavers.



All cohorts have data for 1st quarter after exit; later cohorts drop out of analyses for the 2nd, 3rd, and 4th quarters after exit.

Data Source: IDES Quarterly Wage File and IDHS Client Database (CDB)

Table 33 presents a division of single-parent cases into three groups for each quarter displayed: the median quarterly wage that distinguishes the top 50 percent of cases in terms of wage income; the quarterly wage that distinguishes the top 25 percent of wage earners (presenting the lowest quarterly wage income in this top quartile); and the quarterly wage that identifies the top 10 percent (the lowest quarterly wage in the top 10%) of cases in terms of wage income. This table shows that while the top 10 percent of leavers have attained relatively high and growing wage incomes, most TANF leavers are not earning enough even to approach financial self-sufficiency. For example, in the first quarter after exit, the top 10 percent of leavers by wages earned \$4,222 and above for that quarter, translating to a yearly salary of almost

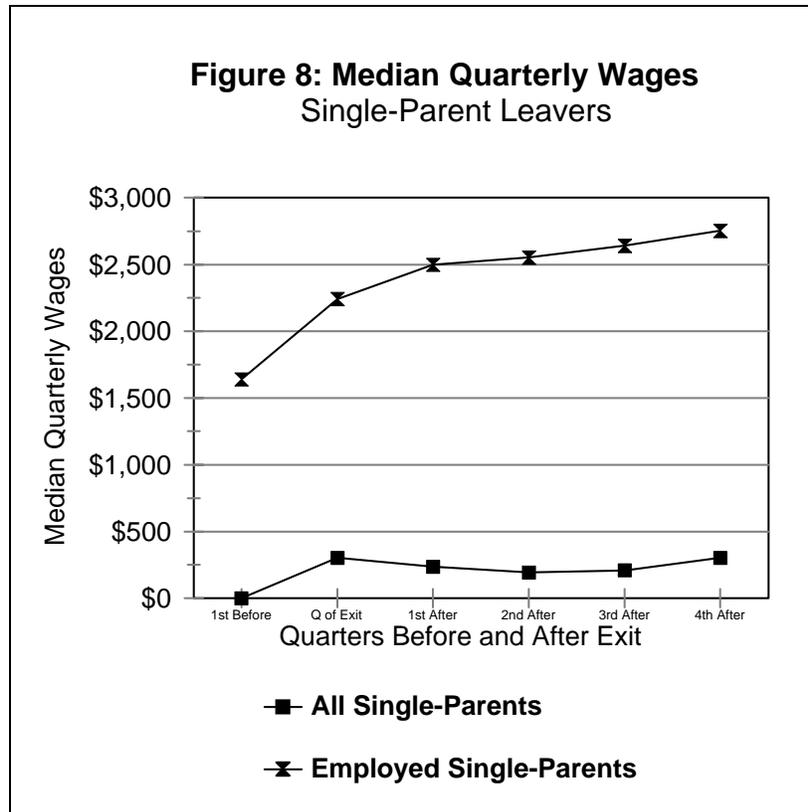
\$17,000 and higher. On the other hand, the median of \$236 for that quarter indicates that 50 percent of leavers were earning \$236 or less for that quarter, or an equivalent yearly salary of around \$1,000 or less. This pattern maintains itself over the next three quarters after exit so that by the fourth quarter after exit the wages of the top 10 percent have risen to \$4,729 for that quarter, while the median quarterly wage has increased only to \$302.

Table 33: Distribution of Quarterly Wages for All Single-Parent Cases (Including Those Not Employed)						
	Quarters Before and After First Exit					
	Quarter Before Exit	Quarter of Exit	1st Qtr. after Exit	2nd Qtr. after Exit	3rd Qtr. after Exit	4th Qtr. after Exit
Median Income (lowest of top 50%)	\$0	\$301	\$236	\$192	\$208	\$302
Top Quartile (lowest of top 25%)	\$1,588	\$2,453	\$2,649	\$2,682	\$2,788	\$2,946
Top 10 Percent (lowest of top 10%)	\$3,115	\$3,905	\$4,222	\$4,344	\$4,522	\$4,729
Mean	\$942	\$1,339	\$1,436	\$1,462	\$1,521	\$1,613

All cohorts have data for 1st quarter after exit; later cohorts drop out of analyses for 2nd, 3rd, and 4th quarters after exit; sample size varies accordingly.

Data Source: IDES Quarterly Wage File and IDHS Client Database (CDB)

This finding that 50 percent of leavers had IDES wages of \$302 per quarter or less is in contrast to the much higher median found when considering only those who are employed. Combining the medians of those with employment with the medians of all leavers, Figure 8 illustrates the stark contrast between those who are successful in finding jobs and those who have, at most, minimal jobs. In addition, the fact that the mean incomes, presented in the bottom row of the table, are so much higher than the median incomes reinforces the skewness in wages where some leavers are doing quite well financially while many are not.



All cohorts have data for 1st quarter after exit; later cohorts drop out of analyses for 2nd, 3rd, and 4th quarters after exit.

Data Source: IDES Quarterly Wage File and IDHS Client Database (CDB)

Analysis of Single-Parent Cases by State Region

The next set of analyses involves looking for differences for single-parent cases in employment outcomes across state regions. As shown in Table 34, there is a generally higher rate of employment in the downstate region compared to Cook County. Whereas almost 60 percent of downstate leavers (59.9%) have wage income of \$1.00 or more in the quarter of exit, only 52 percent of Cook County single-parent leavers have any wage income in the quarter of exit. There is a slight narrowing in this wage gap in the succeeding quarters after exit, down to a difference of only about four percentage points in the fourth quarter after exit, but the higher rates in the downstate region are consistent. The last column of this table provides information on the consistency of employment after leaving TANF. Note that whereas over 50 percent of leavers had wage income in any given quarter after exit, under 40 percent had wage income of \$1.00 or more in all of the first four quarters after exit. This means that approximately 80 percent of those leavers with wage income in the first quarter after exit continued to have some wage income in the second, third, and fourth quarters after exit. These administrative data do not indicate whether leavers had the same job in the quarters after exit, but they do highlight the importance of understanding the degree of job stability for leavers and the factors that support it, issues that are addressed in greater detail when examining the survey responses.

The bottom half of Table 34 builds on the top half but begins with the recognition that financial self-sufficiency requires more than just earning at least one dollar in a given quarter. In addition, it is useful to indicate the percentage of leavers that earn more than some selected minimum income. Choice of a criterion is somewhat arbitrary. The criterion used in the bottom half of Table 34 involves the federally-defined poverty levels and reports the percent of single-parent cases in which the identified adult has IDES wages in a particular quarter that exceed the poverty level for a given family size (as defined for February 1998, a month somewhat in the middle of the study period). Examples of these poverty levels for February 1998 include: \$2,713 per quarter for a family of two; \$3,413 per quarter for a family of three, and \$4,113 per quarter for a family of four. One must be cautious, however, in interpreting these results. First, these poverty levels are based on family size, which is not quite captured by information on the number of individuals on a TANF case. In addition, poverty levels are based on household income, whether wage income or unearned income; this is another distinction that the administrative data are only partially able to address. As such, Table 34 is reporting only whether the wage income of the adults in the single-parent cases would be sufficient, by itself, to raise the leaver families out of poverty. Nonetheless, this use of federally-defined poverty levels does provide an additional perspective on the employment outcomes of leaves.

The most significant pattern in the overall percentages in the bottom half of the table is that they are less than half the size of the percentages in the top half, indicating that less than half of those with quarterly wages have reported wages above the poverty line. In addition, Table 34 highlights that, even though fewer leavers have wage income in Cook County, the wage rates are sufficiently higher so that a higher percent of leavers in Cook County compared with downstate are earning more than the poverty level in any quarter before or after exit. The final two columns of this bottom part of the table parallel the columns in the top half, this time reporting the percentage of leavers whose wages are above the poverty level for any of the four quarters after exit and also the percentage of leavers earning above the poverty level for all of the first four quarters after exit. As above, these columns highlight the concern about employment stability, with, for example, only around 11 percent (10.6%) of all leavers earning above the poverty line in each of the first four quarters after exit.

Table 34: UI Wage Income in Percentages in Quarters Before and After Exit, by Region (Single-Parent Cases; Identified Adult Leavers)

Percent with Any UI Wages	Quarters Before and After First Exit						Full Year	
Region	Qtr. Before Exit	Qtr. of Exit	1 st Qtr. after Exit	2 nd Qtr. after Exit	3 rd Qtr. after Exit	4 th Qtr. after Exit	Wages in any of the 4 qtrs	Wages for all 4 qtrs
Cook County (n=71,838)	45.8%	52.0%	51.2%	50.7%	51.1%	52.6%	66.2%	38.4%
Downstate (n=52,981)	53.7%	59.9%	57.7%	56.5%	56.5%	56.7%	73.0%	39.4%
All Cases (n=124,819)	49.1%	55.3%	54.0%	53.3%	53.5%	54.5%	69.5%	38.9%
Percent with UI Wages Above Poverty per Quarter								
Region	Qtr Before Exit	Qtr of Exit	1 st Qtr. after Exit	2 nd Qtr. after Exit	3 rd Qtr. after Exit	4 th Qtr. after Exit	Above for any of 4 qtrs	Above for all 4 qtrs
Cook County (n=71,838)	10.7%	18.8%	21.1%	21.7%	22.9%	24.8%	35.3%	13.3%
Downstate (n=52,981)	5.9%	12.6%	15.7%	16.2%	17.2%	18.3%	28.6%	7.7%
All Cases (n=124,819)	8.6%	16.2%	18.8%	19.3%	20.3%	21.7%	32.1%	10.6%

All cohorts have data for 1st quarter after exit; later cohorts drop out of analyses for 2nd, 3rd, and 4th quarters after exit.

Data Source: IDES Quarterly Wage File and IDHS Client Database (CDB)

Analysis of Single-Parent Cases by Administrative Reason for Case Closure

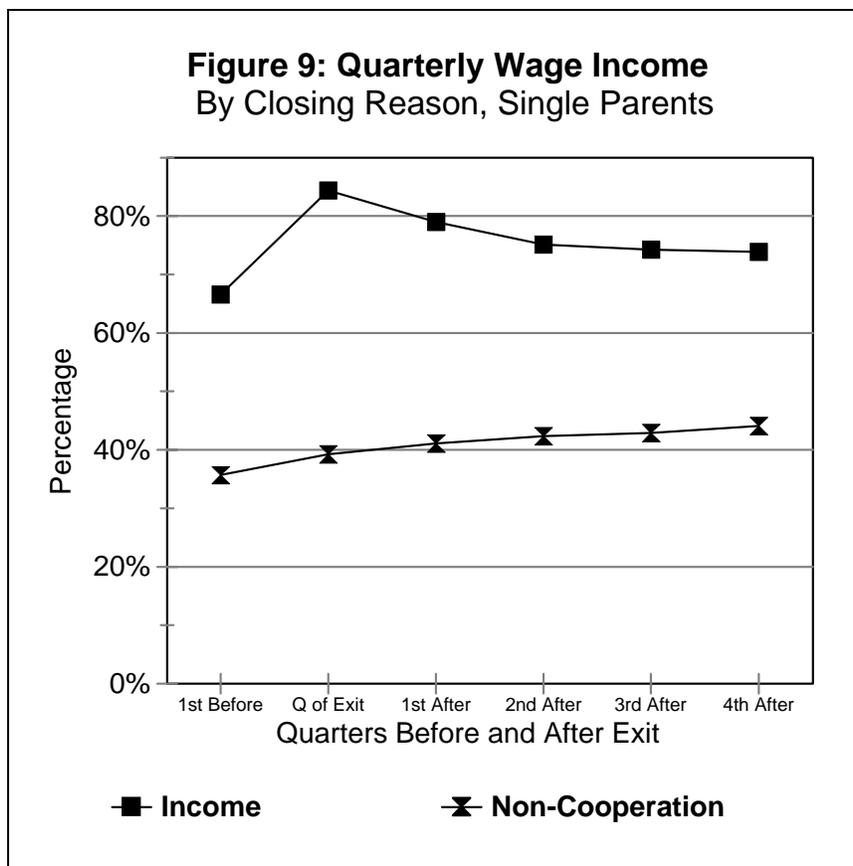
Another factor associated with income and employment is the IDHS administrative reason that a case closes. The two primary reasons for case closure are increases in earned income and non-cooperation. As expected, Table 35 shows that adults from single-parent cases leaving for income-related reasons were far more likely than those closed for non-cooperation to have wage income in any of the quarters before, at, or after exit. This is illustrated in Figure 9, where the percentage of leavers on single-parent cases with wages before and after exit is higher for those cases closed for earned income reasons than for non-cooperation reasons. In the quarter of exit, over 84 percent of those closed for income reasons had recorded wage income whereas only around 39 percent of those closed for non-cooperation had recorded wages. For the quarters before and after exit, the UI wage rates for non-cooperation closure reasons were around 30 percentage points lower than the rates for cases closed for income.

Table 35: Percentage of Cases with UI Wage Income in Quarters Before and After Exit, By Administrative Reason for Closure (Single-Parent Cases)

Percent with UI Wages	Quarters Before and After First Exit						Full Year
	Quarter Before Exit	Quarter of Exit	1 st Qtr. after Exit	2 nd Qtr. after Exit	3 rd Qtr. after Exit	4 th Qtr. after Exit	
Closed for Income Reasons (n=39,738)	66.6%	84.4%	79.0%	75.1%	74.2%	73.9%	60.6%
Closed for Non-Cooperation (n=42,128)	35.7%	39.3%	41.1%	42.3%	42.9%	44.1%	26.6%
Case Closed for Other Reasons (n=18,223)	33.7%	31.1%	30.6%	32.0%	33.5%	33.7%	17.8%
Closing Reason Unknown (n=24,730)	55.2%	55.3%	52.7%	52.6%	53.3%	54.0%	37.5%
All Single-Parent Cases (n=124,819)	49.1%	55.3%	54.0%	53.3%	53.5%	54.5%	38.9%

All cohorts have data for 1st quarter after exit; later cohorts drop out of analyses for 2nd, 3rd, and 4th quarters after exit.

Data Sources: IDHS Client Database (CDB) IDES Quarterly Wage File



*All cohorts have data for 1st quarter after exit; later cohorts drop out of analyses for 2nd, 3rd, and 4th quarters after exit.
Data Sources: IDHS Client Database (CDB) and IDES Quarterly Wage File*

Factors Associated with Employment After First Exit

Having described the employment and quarterly wages of the population of leavers, this section of this chapter examines the factors that may be responsible for the greater employment success that some experience. This examination, based on the administrative data, begins with an account of the characteristics of those with and without wages in the quarter after exit, then considers relationship of ethnicity and the presence of wages, and ends with an analysis, using logistic regression, that attempts to separate out the factors that are most important in differentiating the wages of TANF leavers after exit. As noted previously above, because single-parent cases dominate the TANF caseload and are of greatest concern in assessing the consequences of welfare reform, these analyses will focus exclusively on single-parent cases.

Characteristics of Single-Parent Cases by Employment in Quarter after Exit

The first step in understanding the factors associated with employment after exit is to describe the characteristics of those with employment and compare them to those without employment. Using single-parent cases for this analysis, Table 36 presents the characteristics of

those with and without UI wages in the first quarter after exit. Though similar in many ways (e.g., in terms of the percent with children in specified age ranges, in terms of marital status, and in terms of ethnicity), those with no wages in the quarter after exit are generally older (median age of 30 years old versus 28 years old), less educated (only 52.0% with at least a high school diploma versus 65.6%), and less experienced as workers (25.2% with no prior work experience versus 16.5%) than those with wages in the first quarter after exit. All of these differences are consistent with previous research on welfare leavers who are hard to place in stable jobs. In addition, as expected, those with no wages in the first quarter after exit were much more likely to have had their cases closed due to non-cooperation (43.1% versus 25.7%) and much less likely to have left welfare because of additional earned income (14.5% versus 46.6%) than those with wages in the first quarter after exit.

Table 36: Characteristics of Single-Parent Cases With and Without Wages in Quarter after Exit			
	No Wages in Quarter after Exit	Wages in Quarter after Exit	All First-Exit Cases
Female Leaver	93.5%	95.8%	94.8%
Median Age of Adult Leaver	30 years old	28 years old	29 years old
Ethnicity			
African-American	57.0%	55.3%	56.1%
White	32.3%	34.9%	33.7%
Hispanic	9.5%	9.2%	9.3%
Other	1.3%	0.6%	0.9%
Children			
Child less than 1 year old	10.0%	10.5%	10.3%
Child less than 6 years old	60.1%	63.4%	61.9%
Child less than 13 years old	86.4%	89.7%	88.2%
Marital Status			
Never Married	63.7%	66.7%	65.3%
Married	9.3%	7.3%	8.2%
Deserted	12.6%	11.4%	12.0%
Divorced	10.5%	11.1%	10.8%
Legally Separated	1.8%	1.6%	1.7%
Widowed	0.8%	0.4%	0.6%
Other	1.3%	1.5%	1.4%
Education			
High School Diploma (or more)	52.0%	65.6%	59.4%
Work Experience			
Service	34.8%	40.2%	37.7%
Laborer	19.7%	19.2%	19.4%
Clerical	8.6%	11.2%	10.0%
Sales	3.0%	3.9%	3.5%
Operator	2.7%	2.8%	2.7%
Manager/Professional	2.1%	2.9%	2.5%
Crafts	0.5%	0.4%	0.4%
No Prior Experience	25.2%	16.5%	20.5%
Reason for Case Closure			
Income	14.5%	46.6%	31.8%
Non-Cooperation	43.1%	25.7%	33.8%

Sources: IDHS Client Database (CDB) and IDES Quarterly Wage Files

Analysis of Employment for Single-Parent Cases by Ethnicity and Region

In that there is some evidence that African-American leavers are slightly less represented in the group with employment in the first quarter of exit, with whites more represented in the group with employment, it is important to understand the nature of this difference. The bottom rows of Table 37 indicate that, overall, African-Americans are slightly less likely than whites to have wage income in a given quarter. However, as is often the case, this difference may say more about the regions in Illinois than about problems confronting particular ethnic groups. The other sections of Table 37 show that, when controlling for Cook County versus downstate, a different pattern emerges. For Cook County, a higher percent of African-American leavers than whites have wage jobs in the quarter of exit (53.2% versus 47.2%) and a higher percent in succeeding quarters (53.2% versus 50.0% in the final study quarter). Downstate shows less of a differential in the employment rates of African-Americans and whites, but it is nonetheless important to emphasize that African-American leavers appear to be as successful as white leavers at being employed in either downstate or Cook County.

Table 37: UI Wage Income in Percentages in Quarters Before and After Exit; Single-Parent Cases By Region and Ethnicity						
Percent with UI Wages	Quarters Before and After First Exit					
	Quarter Before Exit	Quarter of Exit	1st Qtr. after Exit	2nd Qtr. after Exit	3 rd Qtr. after Exit	4 th Qtr. after Exit
Cook County						
African-American (n=52,895)	47.5%	53.2%	51.9%	51.1%	51.4%	53.2%
White (n=8,494)	39.5%	47.2%	48.4%	48.7%	48.6%	50.0%
Hispanic (n=9,665)	43.3%	51.4%	51.5%	51.6%	52.8%	52.7%
Downstate						
African-American (n=17,101)	56.3%	60.3%	57.1%	56.2%	55.2%	56.2%
White (n=33,567)	52.4%	59.6%	57.8%	56.6%	57.0%	56.8%
Hispanic (n=1,936)	56.2%	63.8%	61.5%	59.1%	59.9%	60.6%
All						
African-American	49.6%	54.9%	53.2%	52.4%	52.4%	54.0%
White	49.8%	57.1%	55.9%	55.1%	55.4%	55.6%
Hispanic	45.4%	53.5%	53.2%	53.0%	54.1%	54.2%

All cohorts have data for 1st quarter after exit; later cohorts drop out of analyses for 2nd, 3rd, and 4th quarters after exit.

Data Source: IDES Quarterly Wage File and IDHS Client Database (CDB)

Distinguishing Unique Factors Associated with Wages After Exit (Female-Headed Single-Parent Cases)

The last analysis of the factors associated with wages after exit uses logistic regression to further sort out the factors associated with wage income after exit. Before explaining the details of the analysis, it is useful to preview the findings in non-technical terms. First, the major ethnic groups, African-American, white, and Hispanic, were similar in their tendency to have recorded wages in the quarter after exit. Adult leavers between 17 and 30 years old were more likely to have wages than those 16 and under and than those over 30 years old; having younger children made it less likely that the adult would have wages in the quarter after exit. Leavers with education (high school diploma) and prior work experience (particularly prior professional or manager, prior clerical experience, and prior sales experience) were much more likely to have wages in the quarter after exit. Finally, leavers in the collar counties around Cook County were more likely to have wages in the quarter after exit, with Cook County leavers and leavers in the rural southernmost part of the state being less likely to have wages.

Interpreting the results in greater detail, we note first that predicting UI wages in the first quarter after the first exit in the study period with logistic regression (with UI wages coded so that the logistic regression analysis is evaluating the odds of having wage income) allows us, by controlling statistically for the impacts of other variables, to assess the unique relationship between various factors and employment. In an effort to simplify the interpretation of the results, the analysis reported in Table 38 was conducted on a particularly common subset of cases, those single-parent cases headed by a woman. This restricted focus was chosen in order to minimize the problem that emerges when different factors are particularly important for different subgroups. One caution should be emphasized before interpreting the results: the results of logistic regression, as with other variants of regression analysis, are dependent on the predictor variables that are included. If important predictor variables are neglected, and these variables are related to the predictor variables that are included, then the results for the included predictor variables may be misleading.

The first point to make in interpreting Table 38 is that the overall model is statistically significant, as measured by the chi-square statistic that analyzes whether independent variables improve the fit of the model. This suggests that the predictor variables chosen are related in meaningful ways to the presence of wage income in the first quarter after exit.

The next step is to examine each of the other rows in Table 38 to see which variables, when controlling for the other variables, are particularly related to the presence of wage income. In addition to the value of looking at the parameters and standard errors, a particularly important column in Table 38 is the Odds Ratio column. Because of the way that the dependent variable, presence of wage income in the first quarter after first exit, is coded, the ratios in this column represent the “relative probability of having wage income in the first quarter after exit.” For example, because the ratio for the Hispanic leaver row is greater than 1.00 (it is 1.176), Hispanic leavers are, controlling for other factors in the model, more likely than whites to have wages in the first quarter after exit (with a chi-square probability of p less than 0.001). More specifically, the 1.176 ratio for the Hispanic row indicates that whatever the probability is for whites having wage income in the first quarter after exit, Hispanic leavers are, again controlling for other factors, about 18 percent (the ratio of 1.176 indicating that the probability for whites is multiplied by 1.176 to yield the probability for Hispanics) more likely to remain to have UI wages in the quarter after first exit. This comparison to whites is necessary in that the odds ratios for dummy-

coded variables (coded '0' or '1') in logistic regression always compare the probabilities for those coded with a '1' against the probabilities for those coded as a '0.' In this case, where two dummy variables are used to distinguish three groups, the group not explicitly included—whites—is the implicit comparison group (there are a very small number of recipients coded as Asian-Pacific or as Native Americans; in that variables are not entered for them, they are included with whites). When appropriate, these implicit comparison groups are noted in the table.

Continuing with our examination of odd ratios, the age of the leaver is important in understanding employment after exit. The four age groups used in the analysis cover all leavers up to but not including 31 years old. As such, the implicit comparison group for each of the age coefficients is the group of leavers 31 years old and older. Thus, the odds ratio for the age group of 17 to 19 year old leavers, 1.433, indicates that those leavers in the 17 to 19 age range are 43 percent more likely than those 31 years old and older to have UI wages in the first quarter of exit. Leavers who are 20 to 25 years old are almost 60 percent more likely to have wages (the odds ratio equals 1.599), and leavers who are 26 to 30 years old are more than 32 percent more likely than those 31 years old and older to have wage income in the first quarter after exit (the odds ratio equals 1.325). In contrast, the odds ratio for those leavers 16 years old and younger is less than 1.00. This means that leavers in this group are less likely than older leavers to have wages in the first quarter after exit, specifically only around 61 percent as likely than those 31 years old or older.

For family variables, those leavers who have never been married are more likely to have wage income than those either currently married or previously married (odds ratio of 1.176). Having children, however, is associated with a decreased likelihood of having wage income in the first quarter after first exit. This is most pronounced for leavers with children under 1 year old, being only around three-fourths as likely to have wage income as those without a child in this age range.

Education and prior work experience are, as expected, particularly important predictors of wage income. Those with at least a high school diploma or equivalent are 65 percent more likely than those who have not completed high school to have wage income in the first quarter after exit. In interpreting the odds ratios for prior work experience, the implicit comparison group consists of those with no prior work experience. Consistent with expectations, professional or managerial experience is most associated with wage income after exit (over 80% more likely than those with no experience; the odds ratio equals 1.819), but even those with service sector or laborer experience are more likely than those with no experience to have wage income after exit (around 48% for service experience and 38% for laborer experience).

Regional differences in wage income also stand out in this analysis, with the implicit comparison group being leavers in the north and central rural areas of the state (specifically, the geo-economic zones referred to as north rural, north-central rural, and south-central zones; the most southern rural area is broken out from other rural areas because of its unique challenges). The collar county region (the counties that surround the Cook County/Chicago metropolitan area) is the only one with a greater likelihood of wages after exit than the north and central rural regions (with an odds ratio of 1.147). Leavers in Cook County are only around 73 percent as likely to have wages than the rural comparison group, but even lower is the group of leavers in the most southern rural region who are only 68 percent as likely to have wage income in the first quarter after their first exit in the study period (with an odds ratio of 0.681).

Finally, the time variable, cohort month, indicates that those leaving in later cohorts are, controlling for other variables in the analysis, less likely than early leavers in the study to have wage income after exit. This decreasing likelihood of wages in the first quarter after exit may say something about employment opportunities, but remember also that this cohort variable defines leavers in terms of their first exit in the study period and so results in later cohorts including only those who have not left TANF in an increasing span of months (e.g., those classified as leavers in the December 1998 cohort could not have left TANF in the preceding 18 months). This difference between early and later cohorts with regard to TANF may account for the decreasing likelihood of wages after exit for later leavers.

Table 38: Factors Associated with Income in Quarter After Exit; Single-Parent Cases Headed by a Female				
CDB Variable	Parameter Estimate	Standard Error	Chi-Square Probability	Odds Ratio
Ethnicity (Compared to white)				
African-American	.00	.017	.9806	1.000
Hispanic	.16	.025	.0001	1.176
Age of Adult Recipient (Compared to 31 and Older)				
Age: 16 and under	-.49	.236	.0150	.613
Age: 17 to 19	.36	.030	.0001	1.433
Age: 20 to 25	.47	.018	.0001	1.599
Age: 26 to 30	.28	.017	.0001	1.325
Family Variables				
Never married (compared to ever married)	.16	.015	.0001	1.176
Children (each coefficient is compared to those with no child in that age range)				
Child under 1 year old	-.28	.022	.0001	0.758
Child between 1 and 6 years old	-.16	.009	.0001	0.850
Child over 6 and under 13 years old	-.02	.008	.0150	0.982
Education				
High school diploma (or more)	.50	.013	.0001	1.652
Work Experience (Compared to No Prior Work Experience)				
Professional/Managerial experience	.60	.042	.0001	1.819
Clerical experience	.51	.023	.0001	1.658
Sales experience	.50	.035	.0001	1.652
Crafts/Operator experience	.44	.038	.0001	1.553
Service sector experience	.39	.017	.0001	1.475
Laborer experience	.32	.019	.0001	1.375
Geo-Economic Zone (Compared to North and Central Rural Zones)				
Cook County region	-.31	.025	.0001	0.732
Collar county region	.14	.031	.0001	1.147
Downstate urban region	-.13	.025	.0001	0.877
Rural south region	-.38	.035	.0001	0.681
Control Variable				
Cohort Month	-.01	.001	.0001	0.992

Overall model significant (Chi-Square) at $p < 0.0001$, with 22 df.

Data Source: IDES Quarterly Wage File and IDHS Client Database (CDB)

Analysis of the December 1998 Cohort

While the administrative data provide useful information on overall employment in the population, the survey data provide additional details on earnings patterns for a sample of 514 leavers from the December 1998 cohort.

Employment Rates for TANF Leavers

As shown in Table 39, about 63 percent of surveyed leavers were employed at exit, and this percentage remained stable at the time of interviews. Employment levels at exit differed significantly between Cook County and downstate, with 73 percent of downstate leavers but only 58 percent of Cook County leavers employed. This difference narrowed somewhat by the time of interviews, as employment levels rose slightly in Cook County while declining downstate.

Table 39: Respondent Employment Status When Leaving TANF and at Time of Interview				
	Total	Cook County	Downstate	Difference Cook Minus Downstate
Employed when leaving	62.5%	58.2%	73.2%	-15.0%
Employed when interviewed	63.2%	61.1%	68.5%	-7.4%
Employment difference: Interview versus leaving	0.7%	2.9%	-4.7%	NA
<i>weighted n</i>	514	366	148	
<i>unweighted n</i>	514	242	272	

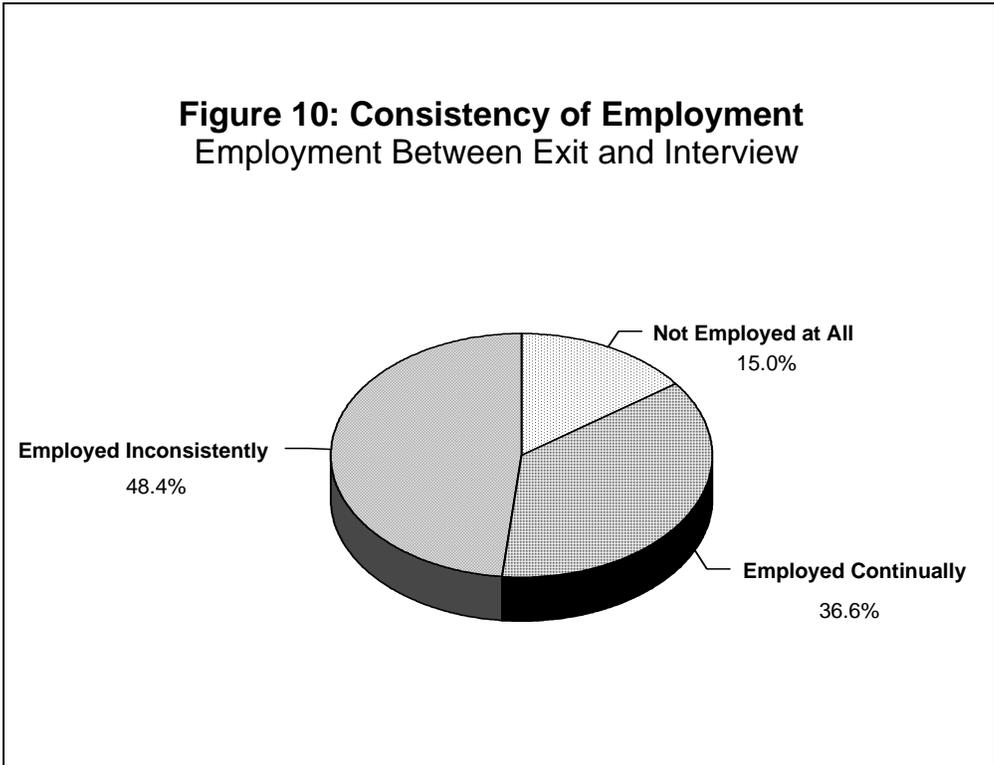
Data Source: Survey Research Office, University of Illinois at Springfield

Analysis of employment patterns during the study period illustrates two important points not discernable from the single point in time data discussed above. First, as Table 40 reports and as illustrated in Figure 10, only 15 percent of TANF leavers did not work at all between their exits and study interviews six to eight months later. This low number of continually unemployed leavers was consistent between Cook County and downstate.

Second, while some employment during the study period was the norm, most TANF leavers did not maintain consistent employment. Eighty-five (85) percent of TANF leavers worked at some point between exiting TANF and being interviewed, but only 37 percent remained employed for the entire period between exit and interview. Downstate leavers were more likely than Cook County leavers to maintain employment for the entire study period, with 44 percent of downstate leavers versus 33 percent of Cook County leavers continually employed.

Table 40: Employment Patterns of TANF Leavers During Study Period			
	Total	Cook County	Downstate
Employed continually	36.6%	33.4%	44.3%
Employed inconsistently	48.4%	51.2%	41.6%
<i>Employed at exit, but some unemployment since</i>	26.1%	24.9%	28.9%
<i>Unemployed at exit, but some employment since</i>	22.6%	26.5%	12.8%
Unemployed continually	15.0%	15.3%	14.1%
<i>weighted n</i>	514	366	148
<i>unweighted n</i>	514	243	271

Data Source: Survey Research Office, University of Illinois at Springfield



Data Source: Survey Research Office, University of Illinois at Springfield

The 48 percent of leavers who were employed inconsistently between TANF exits and interviews included roughly comparable numbers of leavers who were employed at exit but subsequently lost jobs and leavers who were unemployed at exit but subsequently worked. When coupled with the 15 percent of respondents who did not work at all during the study period, 63 percent of leavers were unemployed at some time during the study period. Those who experienced unemployment often were able to find new jobs. For example, 60 percent of those who were unemployed at exit became employed at some point during the study period.

The narrowing of the Cook County-downstate employment differences between the exit and interview points is largely attributable to differences in work patterns for inconsistent workers. As Table 40 shows, it was slightly more likely for unemployed Cook County leavers to have found work than for employed leavers to have lost work during the study period. Downstate, the reverse was true, with 29 percent of those employed at exit subsequently experiencing some unemployment and only 13 percent of those unemployed at exit subsequently finding jobs.

Employment by Partners and Other Household Members

For those living with a spouse or other partner (about 13 percent of respondents were living with a spouse or partner at exit and about 15 percent were at interview), the employment patterns of partners also contribute to the economic well-being of these leavers. About 49 percent of these partners were working at exit, and 60 percent were working at the time of interviews. Like respondents, partner employment tended to be inconsistent. Only 27 percent of the partners who lived with respondents both at exit and at interview maintained consistent employment during the study period.

Table 41 shows employment patterns that result when the employment of partners is also considered. Note first that the percentage of leaver households in which either the respondent or a partner worked rises slightly to 66 percent (applies both at exit and when interviewed). As a result, when leavers were living with partners either the respondent or partner was working when interviewed in 86 percent of such households, as compared to employment rates of 62 percent for single leavers. In addition, while employment rates declined slightly for single leavers between exits and interviews, employment rates for leavers and their partners increased. The percentage of leaver/partner households with at least one person working increased from 79 percent to 86 percent between exits and interviews, while single leaver employment rates declined slightly from 64 percent to 62 percent.

Table 41: Employment of Respondents and Partners by Marital Status and Region						
	% of Total (weighted n = 514)		% of Cook County (weighted n = 366)		% of Downstate (weighted n = 148)	
	When Leaving	When Interviewed	When Leaving	When Interviewed	When Leaving	When Interviewed
Either respondent or partner employed						
Single and employed	65.6%	66.1%	61.2%	63.1%	76.9%	73.7%
Live with partner and one employed	55.3%	52.7%	52.9%	52.5%	61.2%	53.4%
Live with partner and both employed	7.2%	7.4%	5.8%	5.7%	10.9%	11.5%
	3.1%	6.0%	2.5%	4.9%	4.8%	8.8%
Neither respondent nor partner employed						
Single and unemployed	34.3%	33.8%	38.9%	36.9%	23.1%	26.3%
Live with partner and both unemployed	31.6%	31.7%	35.9%	34.7%	21.1%	24.3%
	2.7%	2.1%	3.0%	2.2%	2.0%	2.0%
Percentage of all single respondents who were employed	63.6%	62.4%	59.6%	60.2%	74.4%	68.7%
Percentage of all respondents living with partner who had at least one person employed	79.1%	86.3%	73.2%	83.0%	88.5%	90.9%
Percentage of all respondents living with a partner who had both persons employed	23.9%	38.8%	22.0%	38.3%	26.9%	39.4%
Percentage who lived in a household in which a household member other than a partner was employed	13.2%	14.2%	13.9%	13.7%	11.5%	15.5%

Data Source: Survey Research Office, University of Illinois at Springfield

Finally, in 13 percent (13.2%) of households at exit and 14 percent (14.2%) at interview, an adult other than the leaver or a partner was working. While data on the earnings of these other household members were not collected, this other employment was sometimes the sole source of household income and other times was supplemented by the income of leavers or their partners. For example, in about six percent of leaver households, an adult other than the leaver or a spouse was the only person employed. In that approximately 34 percent of the leaver households had neither the respondent nor any partner working at exit (34.3%) or at interview (33.8%), this six percent of cases with someone other than the respondent or partner working means that the percentage of leaver households in which no one was working is reduced to 28 percent both at exit and at interview.

Employment Transitions and Changes

The preceding pages have presented an overview of employment experiences for TANF leavers at exit and when interviewed. The following analyses examine further how employment changed over the study period, as well as how employment prior to TANF exit may contribute to exit decisions. Of particular concern are wage patterns for those who maintain employment, as well as the wage experiences of both those who maintain single jobs and those who move from one job to another.

Employment Prior to Leaving Welfare

Consistent with previous research, employment for many study leavers began prior to exit. For example, 46 percent of leavers said that they had worked at least some in the six months prior to their TANF exit, as did 40 percent of partners. About half of these leavers reported that they worked for the entire six-month period, and the mean number of months worked was 4.3.

Those leavers who were employed at exit were much more likely to have worked in the six months preceding exits than other leavers (Table 42). Fifty-eight (58) percent of leavers employed at exit had worked at least some in the six months prior to exit. In comparison, only 27 percent of those unemployed at exit had been employed at all during the prior six months. Furthermore, those employed at exit were far more likely than those unemployed at exit to have worked consistently in the prior six months. These findings suggest the importance of earnings disregards and other employment policies in helping recipients transition from welfare to work.

Table 42: Work Experiences of Leavers in the Six Months Prior to TANF Exit			
	All Leavers	Leavers Employed at Exit	Leavers Unemployed at Exit
Worked continuously	23.4%	33.3%	6.8%
Worked inconsistently	23.0%	24.6%	20.3%
Did not work	53.6%	42.1%	72.9%
<i>weighted n</i>	<i>514</i>	<i>325</i>	<i>189</i>

Source: Survey Research Office, University of Illinois at Springfield

Job Changes

As the previously discussed data on job inconsistency suggests, leavers often lost or changed jobs. As Table 43 shows, of those employed at exit, only 47 percent had the same job when interviewed. Of the remaining 53 percent who did not have the same job, 51 percent had moved to a new job and 49 percent were unemployed when interviewed. Cook County leavers who did not maintain the same job were more likely to be unemployed at the time of interviews than to have moved on to a new job, while downstate leavers were more likely to have moved on to a new job.

Those who maintained the same job during the entire study period often experienced wage gains. Forty percent of those who kept the same job had received hourly wage increases by the time of interviews, while 54 percent had the same wage and 6 percent received wage decreases. The average hourly wage increases for these leavers was 43 cents per hour.

	Total	Cook County	Downstate
Had same job when interviewed as at exit	47.2%	47.5%	46.5%
Did not have same job	52.8%	52.5%	53.5%
Currently unemployed (% of those not having same job)	48.8%	54.1%	39.0%
Have a different job (% of those not having same job)	51.2%	45.9%	61.0%
<i>weighted n</i>	322	213	109
<i>unweighted n</i>	338	141	197

Data Source: Survey Research Office, University of Illinois at Springfield

All leavers who had ever worked since exiting also were asked if they had changed jobs at any time since leaving TANF (Table 44). Slightly over one-third of those who had worked since leaving had experienced job changes, with two-thirds of these changing jobs only once and the remaining third changing multiple times. Job changing patterns were similar for Cook County and downstate leavers.

	Total		Cook County		Downstate	
	% of all respondents	% of those who had worked	% of all respondents	% of those who had worked	% of all respondents	% of those who had worked
Ever worked since leaving	85.1%	100.0%	84.7%	100.0%	86.1%	100.0%
Changed jobs at least once	29.0%	34.1%	28.5%	33.7%	30.2%	35.1%
Did not change jobs	56.0%	65.9%	56.2%	66.3%	55.9%	64.9%
<i>weighted n</i>	514	437	365	309	149	128

Data Source: Survey Research Office, University of Illinois at Springfield

Job changers subsequently were asked how their hourly wages and weekly hours worked had changed as the result of their most recent job change. Three-fourths worked at least as many hours on their new job as on their most recent previous job, and 62 percent reported hourly wage increases (Table 45). In comparison, 25 percent of job changers worked fewer hours on their new jobs, and 20 percent earned lower hourly wages. Overall, job changers received median wage increases of 36 cents an hour over their previous jobs, so that median hourly wages on the current or most recent job were \$7.50. Wage increases were much more common for Cook County job changers than downstate job changers, with 68 percent of Cook County but only 46 percent of downstate job changers experiencing pay increases.

Unfortunately, not all study respondents who left jobs had another job lined up when they did so. For example, of those employed inconsistently during the study period, 43 percent had left a job without having another one to go to, and most of these were unemployed at the time of interviews. It thus appears that there is considerable diversity and complexity surrounding the movement into and out of jobs by TANF leavers. While the wage increases for those who maintain jobs or change jobs offer some reason for optimism, the unemployment levels provide continued challenges. Additional research is needed regarding the reasons that many job situations do not last, as well as the supports that may be needed to improve job stability for TANF leavers.

Table 45: Hours Worked and Wage Impacts of Job Changes			
	Total	Cook County	Downstate
	% of Those Who Changed Jobs		
Hours worked per week			
Increased	34.5%	37.5%	27.3%
Stayed the same	40.5%	36.5%	50.0%
Decreased	25.0%	26.0%	22.7%
Hourly wages			
Increased	61.5%	67.6%	45.5%
Stayed the same	18.2%	16.2%	25.0%
Decreased	20.3%	16.2%	29.5%
<i>weighted n</i>	<i>149</i>	<i>105</i>	<i>44</i>
<i>unweighted n</i>	<i>150</i>	<i>69</i>	<i>81</i>

Data Source: Survey Research Office, University of Illinois at Springfield

Hours Worked, Wages, and Household Income

Respondents who had worked since leaving TANF were asked to estimate the weekly hours worked when they left TANF and at the time of the interview. The resulting averages of 37 hours at both exit (just under 37 hours) and interview (just over 37 hours) indicate that working leavers typically found the equivalent of full-time work (Table 46). Over 90 percent of those working at exit, and 95 percent of those working when interviewed, generated these hours from a single job.

Respondents were also asked how many hours they worked on their current or most recent job. (Respondents with more than one current job were asked about their main job.) When only results for current jobs are examined, the resulting average of about 36 hours per week for respondents' only or main jobs indicates that TANF leavers who are currently employed typically have a single full-time job.

Hours-worked patterns are very similar between Cook County and downstate both for total hours worked when leaving TANF and at the time of interviews. When considering weekly hours worked in respondents' current main job, the Cook County average is one hour greater than the downstate average.

Table 46: Hours Worked in Jobs Since Leaving TANF			
	Total	Cook County	Downstate
Mean total hours worked per week when left TANF	36.6	36.6	36.6
Mean total hours worked per week at interview time	37.3	37.3	37.2
Mean hours worked per week in <i>current</i> main job	36.4	36.7	35.7
Mean hours worked per week in <i>current</i> or <i>most recent</i> main job	35.8	35.9	35.6
Mean hours worked per week in <i>recent</i> main job	34.0	33.8	34.7

Data Source: Survey Research Office, University of Illinois at Springfield

TANF leavers were also asked about the hourly pay of their job at the time they left TANF and about the hourly pay of their current or most recent job. (If respondents held more than one job, they were asked about their main job.) Median hourly pay for respondents' current jobs was \$7.41. Relatively small percentages of leavers had either very low wages or higher paying current jobs. For example, about 8 percent of leavers earned the minimum wage of \$5.15 or less at the time of the interview, while 13 percent were earning at least \$10 per hour.

The median hourly pay rates for those employed at the time of interview are more than those of TANF leavers who were employed at the time they left (\$7.41 versus \$7.00; see Table 47.) This holds for both Cook County respondents (current median of \$7.50 versus \$7.18 when left) and downstate respondents (current median of \$7.00 versus \$6.25 when left).

Table 47: Hourly Pay Rates in Jobs Since Leaving TANF

	Total	Cook County	Downstate
Median hourly pay on main job when left TANF	\$7.00	\$7.18	\$6.25
Median hourly pay on main <i>current</i> job	\$7.41	\$7.50	\$7.00
Median hourly pay on main current/most recent job	\$7.09	\$7.50	\$6.75
Median hourly pay on main recent job	\$6.12	\$6.75	\$5.96
Mean hourly pay on main job when left TANF*	\$7.35	\$7.58	\$6.90
Mean hourly pay on main <i>current</i> job*	\$7.89	\$8.10	\$7.43
Mean hourly pay on main/current most recent job*	\$7.57	\$7.73	\$7.20
Mean hourly pay on main recent job	\$6.61	6.71	\$6.27

* Note there is an outlier of \$50/hour for current pay rates for the downstate region and thus for the respondents in total. While the “analysis weight” for this case is less than 1, it still has the effect of increasing these mean scores. Median hourly pay measures are better estimates of the typical respondent’s average pay.
Data Source: Survey Research Office, University of Illinois at Springfield

Respondents were also asked to estimate the total after-tax (i.e., take-home) pay they received from their employment in a typical week—from all jobs and from their only or main job. The median take-home pay in a typical week was \$225 from all jobs worked at exit, and \$250 from all current jobs at the time of the interview (see Table 48). Mean values are also higher at time of interview compared to time of exit (\$281 versus \$255; see Table 49). The same is true for the median and mean values of downstate leavers. For Cook County leavers, the median take-home pay from all jobs is the same at time of exit and at time of interview, but the mean value shows an increase.

As would be expected given the higher wage levels for Cook County respondents, median take-home pay was higher for Cook County leavers who worked. For example, the median take-home pay from all jobs for downstate leavers at the time of the interview was \$224 compared to \$250 for Cook County leavers. The difference is even greater for total take-home pay from all jobs at time of exit.

All of the above findings apply to take-home pay from respondents’ only or main jobs as well as to their total take-home pay for all jobs. For instance, the average for respondents’ current only or main job is greater than the average for respondents’ only or main job when they left TANF (and greater than the average for current unemployed respondents’ most recent job). Also, Cook County respondents’ average take-home pay from only or main jobs is greater than the downstate average.

Table 48: Median Weekly Take-Home Pay in Jobs Since Leaving TANF			
	Total	Cook County	Downstate
Median take-home pay/all jobs when left TANF	\$225	\$250	\$200
Median take-home pay/all jobs at time of interview	\$250	\$250	\$224
Median take-home pay in main job when left TANF	\$225	\$240	\$200
Median take-home pay in <i>current</i> main job	\$250	\$250	\$211
Median take-home pay in current/recent main job	\$236	\$250	\$200
Median take-home pay in recent main job	\$200	\$212	\$198

Data Source: Survey Research Office, University of Illinois at Springfield

Table 49: Mean Weekly Take-Home Pay in Jobs Since Leaving TANF			
	Total	Cook County	Downstate
Mean take-home pay/all jobs when left TANF	\$255	\$275	\$218
Mean take-home pay /all jobs at time of interview	\$281	\$292	\$255
Mean take-home pay in main job when left TANF	\$252	\$269	\$217
Mean take-home pay in <i>current</i> main job	\$274	\$288	\$245
Mean take-home pay in current/recent main job	\$262	\$272	\$237
Mean take-home pay in recent main job	\$222	\$228	\$203

Data Source: Survey Research Office, University of Illinois at Springfield

When current hours worked and pay rates are examined by selected type action reasons, we find that the mean number of current hours worked by those whose cases were closed for non-cooperation reason is about one hour more a week than the mean for respondents with cases closed because of excess earned income (Table 50). While the median take-home pay from all jobs is the same, the mean take-home pay for those with an earned income closing reason is higher than that for those with a non-cooperation reason.

Table 50: Current Hours Worked and Pay Rates by Case Closure Reason		
	Earned Income	Non-Cooperation
Median weekly hours worked on all jobs	40.0	40.0
Mean weekly hours worked on all jobs	37.5	38.7
Median current take-home pay from all jobs	\$250	\$250
Mean take-home pay from all jobs	\$292	\$278
Median pay rate from only/main job	\$7.50/hr	\$6.75/hr
Mean pay rate from only/main job	\$8.06/hr	\$7.09/hr
<i>weighted n</i>	<i>112-114</i>	<i>95-100</i>

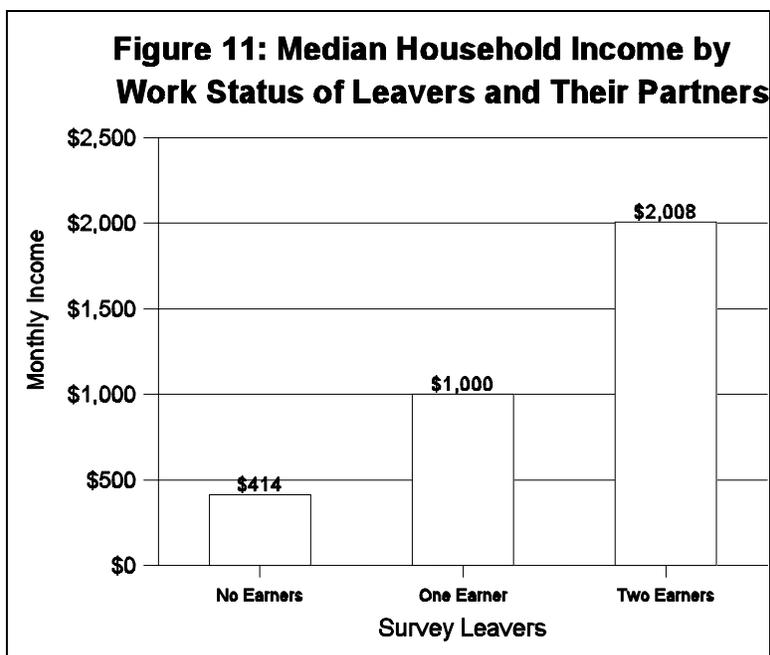
Data Source: Survey Research Office, University of Illinois at Springfield

All respondents were asked to estimate after tax income received from all sources for their household in the last month. The overall resulting median income was \$895, with the downstate median income being slightly higher than the Cook County median income (\$900 versus \$880). The full distributions for grouped income levels are presented in Table 51.

Table 51: Household Income for Previous Month			
Income Category	Total	Cook County	Downstate
None	4.0%	4.3%	3.4%
Up to \$300	10.2%	11.0%	8.2%
\$301 to \$500	13.7%	15.8%	8.5%
\$501 to \$800	19.5%	16.8%	25.8%
\$801 to \$1000	15.4%	16.5%	13.0%
\$1001 to \$1250	10.5%	10.6%	10.5%
\$1251 to \$1500	8.9%	6.7%	13.8%
\$1501 to \$2000	6.9%	5.8%	9.6%
Over \$2000	10.9%	12.5%	7.2%
Mean	\$1,054	\$1,032	\$1,107
Median	\$895	\$880	\$900
<i>weighted n</i>	<i>449</i>	<i>315</i>	<i>134</i>
<i>unweighted n</i>	<i>455</i>	<i>208</i>	<i>247</i>

Data Source: Survey Research Office, University of Illinois at Springfield

Not surprisingly, income levels varied considerably depending on the number of workers in the household. As shown in Figure 11, the median reported income rose from \$414 for households with no earners, to \$1,000 for families with one earner, to \$2,008 for households in which both the respondent and a spouse or partner worked. The low incomes of households without employment frequently necessitated the return to TANF. For example, for those who lived in a household where neither they nor a partner was working when interviewed, 38 percent had returned to TANF at least once during the study period. In comparison, only 9 percent of leavers in households where either the respondent or a partner were working had returned to TANF.



Data Source: Survey Research Office, University of Illinois at Springfield

Average levels of income for the past month are presented for selected types of respondents in Table 52, and the relationships found in this table are all consistent with the results described above. First, the median income of single-parent families was less than that for two-parent families. Second, the median income of respondents with a type action reason of earned income was greater than that for those with a non-cooperation type action reason. And third, those off TANF at the time of the interview had a median income of \$912, nearly twice the median income of those on TANF at the time of the interview (\$500).

	Median Income	Mean Income	Weighted n
Single- or Two-parent Family			
Single-parent family	\$800	\$964	373
Two-parent family	\$1,101	\$1,492	76
Administrative Reason for Case Closing			
Earned income	\$900	\$1,131	143
Non-cooperation	\$773	\$873	160
TANF Welfare Status			
Off TANF since left	\$950	\$1,131	369
Previously on/currently off	\$800	\$826	23
Currently on welfare	\$500	\$632	57
<i>Combinations of the above</i>			
Previously or currently on welfare	\$500	\$687	77
Currently off welfare	\$912	1,114	393

Data Source: Survey Research Office, University of Illinois at Springfield

Types of Jobs

The most common type of occupation for employed respondents in their current jobs (only or main job) at the time of the interview was a clerical job (20%). Other common types were: service jobs (14%); sales/cashier jobs (16%); hospitality jobs (13%); health services jobs (13%); factory/warehouse jobs (9%); and jobs as managers/officials/proprietors (8%). Other types occur much less frequently (see Table 53).

When comparisons are made between types of jobs for currently employed respondents and types of recent jobs for respondents unemployed at the time of the interview, fewer currently employed respondents are found to have sales/cashier jobs (16% versus 28%) and hospitality jobs (13% versus 24%). On the other hand, more currently employed respondents are found to be managers/officials/proprietors (8% versus 0%) and to have health service jobs (13% versus 5%).

A comparison of the distribution of the types of jobs respondents had when they left TANF to that of employed respondents at the time of the interview shows that more currently employed respondents were managers/officials/proprietors (8% versus 3%) and somewhat more held service jobs (14% versus 10%). Fewer currently employed respondents held sales/cashier jobs (16% versus 20%) and hospitality jobs (13% versus 18%).

Type of job	Job when left welfare	Current or most recent job	Current job (among emplyd)	Most Recent (among unempl)
Professional/technical	4.7%	3.5%	4.0%	1.9%
Manager/official/proprietor	3.3%	5.8%	7.8%	0.0%
Clerical	17.8%	18.5%	19.6%	15.3%
Health services	12.3%	10.9%	12.8%	5.2%
Sales/cashiers	19.8%	18.7%	15.5%	28.0%
Factory/warehouse	11.2%	11.0%	9.3%	15.8%
Construction/craftsman/laborer	2.2%	2.0%	2.5%	0.6%
Transportation	1.0%	2.1%	1.9%	2.8%
Hospitality	18.3%	15.6%	12.6%	24.5%
Service	9.8%	12.4%	13.6%	9.0%
Education	1.7%	1.7%	2.0%	0.6%
Miscellaneous	2.0%	1.3%	1.1%	1.8%
<i>weighted n</i>	321	429	321	109

Note: Examples of specific jobs within sales/cashiers occupations include cashiers/checkers (including service station attendants/cashiers); customer service representatives; sales clerks; and inventory-related jobs. Examples within hospitality occupations include restaurant, bar, and fast food-related jobs as well as housekeeping jobs. Examples within service occupations include child care service jobs, social services, security guards, custodians/grounds keepers, and cosmetologists.

Data Source: Survey Research Office, University of Illinois at Springfield

For current or most recent jobs, the largest regional differences are for clerical jobs and hospitality jobs (see Table 54). More Cook County than downstate respondents had clerical jobs (21% versus 12%) while more downstate than Cook County respondents had hospitality jobs (23% versus 12%). These same two regional differences are also apparent when only current jobs are examined. Other regional differences in types of jobs are found for: service jobs, with a greater incidence in Cook County; managerial/official/proprietor jobs, again with a greater incidence in Cook County; and professional/technical jobs, with a greater incidence downstate.

Table 54: Current and Most Recent Occupations by Region				
Type of job	Cook County		Downstate	
	Current or most recent job	Current job (among employed)	Current or most recent job	Current job (among employed)
Professional/technical	2.5%	2.7%	5.8%	6.8%
Manager/official/proprietor	7.0%	9.6%	3.1%	3.9%
Clerical	21.4%	21.9%	11.7%	14.7%
Health services	10.0%	13.0%	13.1%	12.3%
Sales/cashiers	17.4%	14.4%	21.7%	18.1%
Factory/warehouse	11.9%	9.6%	8.7%	8.8%
Construction/craftsman/laborer	1.5%	2.1%	3.3%	3.5%
Transportation	2.5%	2.1%	1.2%	1.5%
Hospitality	12.4%	8.2%	23.2%	22.1%
Service	13.9%	15.8%	8.8%	8.8%
Education	1.0%	1.4%	3.3%	3.5%
Miscellaneous	1.5%	1.4%	0.8%	0.6%
<i>weighted n</i>	<i>304</i>	<i>220</i>	<i>126</i>	<i>100</i>
<i>unweighted n</i>	<i>201</i>	<i>146</i>	<i>228</i>	<i>181</i>

Data Source: Survey Research Office, University of Illinois at Springfield

Factors Associated with Post-TANF Employment

In what follows we analyze several factors that are associated with post-TANF employment. We begin by considering factors that involve employment and training and then consider the impact of potential barriers to employment.

Education and Training

Historically, education and training programs have been promoted as means of improving the human capital of welfare recipients, under the assumption that those with improved skills will gain better employment and hence be less likely to require public assistance. More recently, welfare reform programs have emphasized job search and rapid attachment to the labor force, so that recipients gain employment experience hypothesized to be important in leading to better paying jobs.

Respondents were asked about their experiences with a variety of educational, training, and employment activities in the past two years (Table 55). Respondents first were asked whether they had completed/participated in each type of activity in the past two years. Respondents were asked whether they had *completed* classes and courses and whether they had received degrees or certificates. They were asked whether they had *taken* any job search-related training or any training in job-related attitudes and whether they had *been in* job-subsidized training or in employment where time was spent learning a particular job. Then, they were asked whether any of the activities that they had completed/participated in would be useful in getting a job, keeping a job, getting a pay raise, or getting a job in the future.

As Table 55 shows, survey leavers had participated in a wide range of educational and training activities in the past two years. Education and training activities associated with a rapid labor force attachment approach were most often used, with 44 percent participating in training on work attitudes and job expectations, 36 percent participating in training on how to search for a job, and 27 percent participating in training during which they actually looked for a job.

Education courses also were used frequently, with 27 percent of leavers completing courses towards degrees or certificates beyond high school and 13 percent completing courses for a high school diploma or GED. These activities had culminated in degrees or certificates for many respondents, with 18 percent receiving a degree or certificate beyond high school and 8 percent receiving a high school diploma or GED in the past two years.

Activity	Total	Cook County	Downstate
Received high school diploma or GED	8.4%	8.2%	8.7%
Received degree/certificate past high school	18.3%	20.8%	12.1%
Courses to improve reading, writing, or math skills	23.5%	25.7%	18.2%
Courses which count toward getting GED or high school diploma	13.2%	12.8%	14.2%
Courses which count toward getting degree/certificate past high school	27.1%	28.5%	23.6%
Vocational education classes	17.9%	18.9%	15.4%
Subsidized employment	4.7%	5.5%	2.7%
On the job training	14.2%	13.7%	15.5%
Training on how to look for job, interview, prepare resumes	35.9%	38.4%	29.7%
Job search activities	26.7%	30.1%	18.2%
Work attitudes and expectations	44.2%	47.9%	35.1%
<i>weighted n</i>	<i>514</i>	<i>366</i>	<i>148</i>

Data Source: Survey Research Office, University of Illinois at Springfield

Examining these training activities collectively, Table 56 shows that less than one-third of leavers said they had not completed/participated in any of these types of training activity in the last two years. Furthermore, more than half of all leavers had participated in two or more training activities. Cook County leavers were more likely than downstate leavers to have participated in some training activity, and more likely to have participated in multiple training activities. Likewise, Cook County leavers were more likely to have participated in most of the specific training activities about which they were queried (Table 55). This was especially true for the most basic labor force attachment training activities, and probably reflects lower employment levels for Cook County leavers. However, as shown in Table 55, Cook County leavers also were much more likely to have completed degrees or certificates beyond high school, with 21 percent of Cook County leavers versus only 12 percent of downstate leavers receiving such credentials.

	Total	Cook County	Downstate
None	30.0%	27.4%	36.2%
One	16.0%	15.6%	16.8%
Two-three	29.6%	28.5%	32.2%
Four-five	20.0%	24.4%	9.4%
Six or more	4.5%	4.1%	5.4%
<i>weighted n</i>	<i>514</i>	<i>366</i>	<i>148</i>
<i>unweighted n</i>	<i>514</i>	<i>243</i>	<i>271</i>

Data Source: Survey Research Office, University of Illinois at Springfield

The frequency of training activities was similar between leavers who were employed or unemployed at the time of the interviews (Table 57). Unemployed leavers actually were somewhat more likely than employed leavers to have participated in at least one training activity in the last two years. However, the specific activities in which these two groups participated in varied considerably.

As would be expected, unemployed leavers were more likely to have been involved in basic labor force attachment training, such as training on job expectations, how to look for a job, or actually looking for a job (Table 58). In comparison, leavers employed when interviewed were more likely to have completed courses and completed degrees or certificates beyond high school and also to have been involved with subsidized employment programs.

Table 57: Number of Selected Training Activities by Employed and Unemployed TANF Leavers in Previous Two Years			
	Total	Employed	Unemployed
None	29.8%	32.0%	26.1%
One	16.0%	16.6%	14.9%
Two-three	29.6%	27.7%	33.0%
Four-five	20.1%	18.5%	22.9%
Six or more	4.5%	5.2%	3.2%
<i>weighted sample sizes</i>	<i>514</i>	<i>325</i>	<i>189</i>

Data Source: Survey Research Office, University of Illinois at Springfield

Table 58: Participation in Selected Training Activities by TANF Leavers in Previous Two Years, by Employment Status at Interview

Activity	Total	Employed	Unemployed
Received high school diploma or GED	8.4%	7.4%	10.1%
Received degree/certificate past high school	18.3%	23.4%	9.5%
Completed courses to improve reading, writing, or math skills	23.5%	22.4%	25.5%
Completed courses which count toward getting GED or high school diploma	13.2%	10.4%	18.0%
Completed courses which count toward getting degree/certificate past high school	27.2%	32.3%	18.5%
Completed vocational education classes	17.9%	18.8%	16.5%
Subsidized employment	4.7%	6.8%	1.1%
On the job training	14.2%	14.2%	14.3%
Training on how to look for job, interview, prepare resumes	35.8%	32.6%	41.3%
Job search activities	26.7%	23.4%	32.4%
Work attitudes and expectations	44.2%	41.5%	48.7%
<i>weighted sample sizes</i>	<i>514</i>	<i>325</i>	<i>189</i>

Data Source: Survey Research Office, University of Illinois at Springfield

Of those leavers who had participated in any training, about half thought that at least one activity had been useful in getting a job (Table 59). In addition, forty-three percent said a training activity had been helpful in keeping a job, while only 23 percent identified training activities that they thought resulted in pay raises. Leavers were quite optimistic that the training they had participated in would help them get a job in the future, with 72 percent of respondents voicing this expectation. Perceptions about the usefulness of training were similar between Cook County and downstate leavers.

Table 59: Perceived Impact of Employment and Training Activities on Employment, by Region						
	Total		Cook County		Downstate	
	% of leavers	% of those who were in any activity in last two years	% of leavers	% of those who were in any activity in last two years	% of leavers	% of those who were in any activity in last two years
Helped to get job	35.0	49.9	36.7	50.4	30.9	48.4
Helped to keep job	30.2	42.9	31.8	43.6	26.2	41.1
Helped to get pay raise or better paying job	16.1	23.0	16.2	22.2	16.1	25.3
Will help to get job in future	51.0	72.4	53.7	73.7	44.3	68.8
<i>weighted n</i>	<i>514</i>	<i>361</i>	<i>366</i>	<i>266</i>	<i>148</i>	<i>95</i>

Data Source: Survey Research Office, University of Illinois at Springfield

Leavers employed when interviewed were much more likely to indicate that training activities completed in the past two years had been beneficial to them. Of those leavers who had completed any type of training, employed leavers were more than twice as likely to report that such training had helped them keep a job or get a pay raise (Table 60). Employed leavers also were more likely to indicate that such training helped them get a job. In contrast, unemployed leavers were slightly more likely to indicate that the completed employment and training activities would help them get a job in the future, with 76 percent of unemployed leavers voicing this optimistic sentiment.

Table 60: Perceived Impact of Employment and Training Activities On Employment, by Employment Status when Interviewed						
	Total		Employed		Unemployed	
	% of leavers	% of those who were in any activity in last two years	% of leavers	% of those who were in any activity in last two years	% of leavers	% of those who were in any activity in last two years
Helped to get job	35.0	49.9	37.8	55.7	30.2	40.7
Helped to keep job	30.2	43.1	36.0	52.9	20.1	27.3
Helped to get pay raise or better paying job	16.0	22.8	19.7	29.0	10.5	12.9
Will help to get job in future	51.0	72.4	48.0	70.3	56.1	75.7
<i>weighted n</i>	<i>514</i>	<i>361</i>	<i>325</i>	<i>221</i>	<i>189</i>	<i>140</i>

Data Source: Survey Research Office, University of Illinois at Springfield

Finally, those respondents who said that employment and training had helped them get employment were asked an open-ended question about the specific training that had been helpful. As shown in Table 61, respondents reported that interview training and vocational training for a specific job had been most useful in getting a job, with about one-fourth of respondents citing each of these activities. A wide array of other training activities was viewed as useful by respondents. Interestingly, only two percent identified high school or GED courses as having helped them get a job. This represents about one-fourth of those respondents who had completed high school or received GEDs in the past two years.

Table 61: Types of Education and Training that TANF Leavers Said Helped Them Get A Job			
	Total *	Cook County*	Downstate*
General skills courses	9.4%	10.3%	6.5%
Computers	9.9%	11.5%	5.1%
Job preparedness courses	13.6%	16.1%	6.4%
Resume building	15.5%	16.1%	13.7%
Interview training	25.5%	27.6%	19.4%
Job application procedures	3.7%	2.3%	7.9%
High school or GED courses	1.9%	1.1%	4.0%
College courses/ degrees	9.2%	8.0%	12.6%
Job attitude training	9.8%	9.2%	11.5%
Vocational training (for a specific job)	23.2%	21.8%	27.1%
Miscellaneous	1.8%	1.1%	3.7%
General response that “Public aid training program” helped	9.7%	10.3%	7.8%
Respondent reported “Everything helped”	2.1%	2.3%	1.4%
<i>weighted n</i>	<i>514</i>	<i>366</i>	<i>148</i>
<i>unweighted n</i>	<i>514</i>	<i>243</i>	<i>271</i>

* Totals exceed 100 percent, because some respondents indicated that more than one type of training had been helpful in getting a job.

Data Source: Survey Research Office, University of Illinois at Springfield

Barriers to Employment

Previous research has shown that welfare recipients and other low-income workers often experience barriers that limit employment success. Consequently, study leavers were asked if they had experienced problems that kept them from getting or keeping a job. These included

problems with physical or mental health, child care, transportation, education and training, lack of jobs, and family problems. Because of the recognized importance of child care for working leavers, responses to the child care questions will be presented first. Then, discussion of the other issues will follow.

Child-Care Barriers. Respondents were asked whether they had experienced four types of child-care problems that made it difficult to obtain or keep a job. Child-care issues included leavers having difficulty in finding someone to take care of their children, the fit between work hours and available child care, paying for child care, and transporting the child to and from child care. As Table 62 shows, each of these child-care issues was seen as a problem by a substantial number of leavers. Forty (40) percent indicated that finding someone to care for their children was a barrier, while about one-third said that the fit between work hours and child care and paying for child care were problems.³

While the patterns of greatest child-care concerns were similar between Cook County and downstate leavers, Cook County leavers were more likely to report each of the child-care barriers than their downstate counterparts. The greatest differences were in paying for child care (35% for Cook County versus 24% downstate) and in child-care transportation (24% for Cook County and 14% downstate).

Table 62: Percentage of Respondents with Child-Care Barriers			
	Total	Cook County	Downstate
Paying for child care	31.8%	35.0%	24.2%
Finding someone to care for children	40.0%	41.4%	36.5%
Fit between work and child care	32.7%	33.8%	29.9%
Transportation to/from child care	20.6%	23.5%	13.5%
<i>weighted n</i>	<i>514</i>	<i>366</i>	<i>148</i>
<i>unweighted n</i>	<i>514</i>	<i>243</i>	<i>271</i>

Data Source: Survey Research Office, University of Illinois at Springfield

As might be expected, leavers who were unemployed when interviewed were more likely to report each child care problem than those who were employed (Table 63).

Over one-half of unemployed leavers reported problems in finding someone to care for their children, and 42 percent said they had problems in finding child care for the particular hours they worked. Unemployed leavers also were twice as likely to report problems in transporting their children to and from child care.

While child care barriers thus appeared to be more substantial for unemployed leavers, such problems still were common among those who were employed. For example, one-third of leavers employed when interviewed indicated problems in finding someone to care for their

³The incidence and types of child care are reported later in this summary.

children, and over one-fourth reported problems in paying for child care and finding care for the hours that they worked.

	Total	Currently Employed	Currently Unemployed
Paying for child care	31.8%	29.2%	36.8%
Finding someone to care for children	40.0%	33.2%	51.6%
Fit between work and child care	32.7%	27.2%	42.2%
Transport to/from child care	20.6%	14.9%	29.9%
<i>weighted n</i>	<i>514</i>	<i>325</i>	<i>189</i>

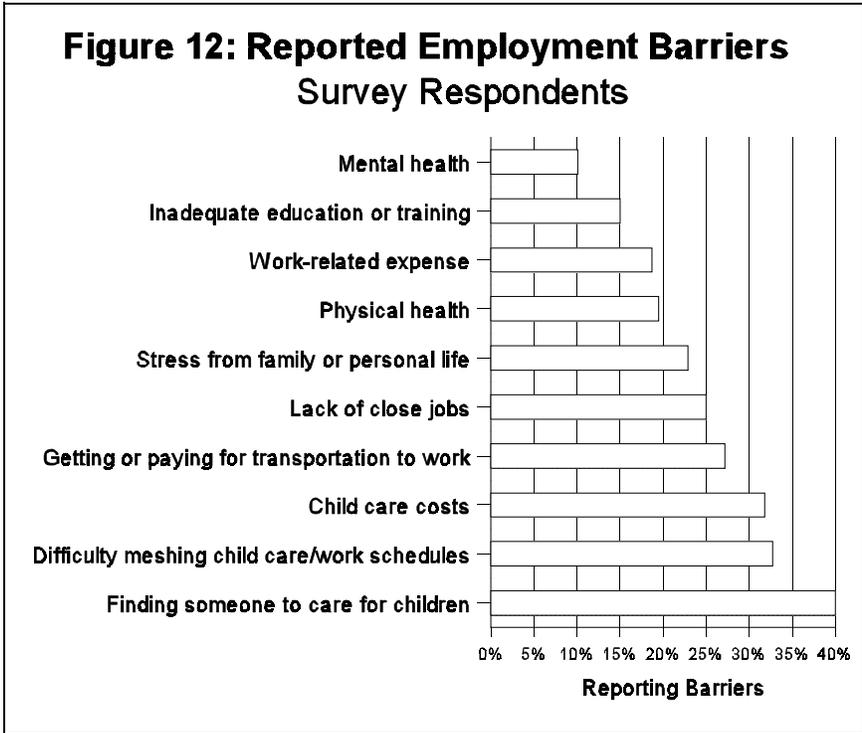
Data Source: Survey Research Office, University of Illinois at Springfield

Other Employment Barriers. Respondents commonly reported that several other problems affected their efforts to get or keep a job. Table 64 shows that 27 percent indicated they had problems getting or paying for transportation to and from work, and 25 percent stated there was a lack of jobs near their place of residence. Health and family issues also were fairly prevalent, with 20 percent reporting physical problems and 23 percent indicating stress from their family or personal lives. Figure 12 illustrates the relative frequency with which these barriers were reported.

The frequency of these other barriers generally was similar between Cook County and downstate. The greatest regional differences concerned physical health problems and proximity of available jobs. Downstate leavers were more likely to report physical health problems, while Cook County leavers more frequently indicated problems in finding jobs close to where they lived.

	Total	Cook County	Downstate
Physical health	19.5%	17.3%	24.8%
Mental health	10.1%	9.0%	12.8%
Getting or paying for transportation to work	27.2%	27.7%	26.2%
Work related expenses	18.7%	19.5%	16.9%
Inadequate education/training	15.0%	16.1%	12.2%
Lack of close jobs	25.0%	26.8%	20.3%
Stress from family/personal life	22.9%	23.2%	22.1%
<i>weighted n</i>	<i>514</i>	<i>366</i>	<i>148</i>

Data Source: Survey Research Office, University of Illinois at Springfield



Data Source: Survey Research Office, University of Illinois at Springfield

Differences between unemployed and employed leavers were striking on each of these employment barriers as shown in Table 65. As expected, those unemployed reported more barriers than those employed, but it is informative to note how the magnitude of these differences varied according to the barrier considered. For example, four of the potential barriers had a difference between unemployed percentages and employed percentages of around 12 to 16 percentage points (physical health, mental health, work-related expenses, and stress from family or personal life). Another way to look at these differences is in terms of the percent increase when comparing the unemployed respondents to the employed ones. For example, the percentage of unemployed leavers reporting family or personal stress as an employment barriers (31.7%) was around 80 percent higher than the percentage of employed leavers citing this as a barrier (17.5%). On the other hand, the reporting rate for mental health as an employment barrier was around 200 percent higher for unemployed leavers (17.5%) than for employed leavers (5.8%).

The difference between the unemployed and the employed in viewing inadequate education or training as a barrier was even larger, nearly 20 percentage points (or 225% higher for unemployed leavers when compared with employed leavers), than the four barriers just described. However, the percentage point differences in perceived barriers were particularly salient on the two items that addressed being able to get to a job. Whereas 41 percent of unemployed leavers indicated problems in getting and paying for transportation to and from work, these problems were seen as barriers by only 19 percent of employed leavers (a difference of over 100%). Further, nearly 46 percent of unemployed leavers reported problems in finding

jobs close to where they lived, compared with 13 percent of employed leavers (or, over 250% higher for unemployed leavers).

	Total	Employed	Unemployed
Physical health	19.6%	12.6%	31.7%
Mental health	10.1%	5.8%	17.5%
Getting or paying for transportation to work	27.2%	19.4%	40.7%
Work related expense	18.7%	12.9%	28.7%
Inadequate education or training	15.1%	8.3%	27.0%
Lack of close jobs	25.0%	12.9%	45.7%
Stress from family or personal life	22.8%	17.5%	31.7%
<i>weighted n</i>	<i>514</i>	<i>325</i>	<i>189</i>

Data Source: Survey Research Office, University of Illinois at Springfield

Domestic Abuse and Relationship Problems as Employment Barriers. Finally, respondents were asked whether domestic abuse and relationship problems were factors in their ability to get or keep a job. Over one-fourth of the respondents indicated that they had ever experienced some form of domestic abuse and 35 percent of those who reported abuse said that it had been a problem in keeping a job (Table 66). Reported abuse was more than twice as high among downstate respondents, with 43 percent of downstate leavers indicating that they had been abused.

Respondents also were asked if partners or ex-partners had engaged in several specific actions in the past 12 months that might have served as employment barriers. For example, Table 66 shows that 22 percent of respondents overall reported that their partners or ex-partners had refused to help with child care, transportation, or housework, with this problem reported by 27 percent of downstate respondents.

	Total	Cook County	Downstate
Ever in abusive relationship	26.7%	20.2%	42.9%
Of those ever in abusive relationship, problem in getting/keeping job	35.0%	36.5%	33.3%
In last 12 months:			
Prevented from finding a job or going to work	7.4%	6.3%	10.1%
Discouraged from finding a job	8.2%	7.1%	10.7%
Made to feel guilty about work	10.1%	9.0%	12.8%
Refused to help with child care, transportation, or housework	21.8%	19.7%	27.0%
Made it difficult to attend classes	10.3%	9.6%	12.1%
<i>weighted n</i>	<i>514</i>	<i>366</i>	<i>148</i>
<i>unweighted n</i>	<i>514</i>	<i>243</i>	<i>271</i>

Data Source: Survey Research Office, University of Illinois at Springfield

Table 67 presents selected domestic violence information by employment status. The table shows that the percentages of the employed (25.8%) and unemployed (28.4%) who experienced domestic violence problems were similar. However, of those who reported abuse, unemployed respondents were much more likely to indicate that the abuse had been a problem in getting or keeping a job. Over 45 percent of unemployed leavers who had been involved in abusive relationships said the abuse had been a problem in getting or keeping a job.

Table 67: Percentage of Respondents Reporting Domestic Abuse and Relationship Barriers to Employment, by Employment Status			
	Total	Employed	Unemployed
Ever in abusive relationship	26.7%	25.8%	28.4%
Of those ever in abusive relationship, problem in getting or keeping job	35.0%	26.9%	45.3%
In last 12 months:			
Made to feel guilty about work	10.1%	10.2%	9.9%
Refused to help with child care, transportation, or housework	21.8%	20.1%	24.3%
<i>weighted n</i>	<i>514</i>	<i>325</i>	<i>189</i>

Data Source: Survey Research Office, University of Illinois at Springfield

Summary

The majority of leavers had jobs when they left TANF (55% with IDES wages in the quarter of exit; 63 percent of survey respondents indicating employment at exit). Indeed, only slightly lower percentages of leavers (49%) had IDES wages in the quarter before leaving TANF, suggesting that combining TANF with employment was a common strategy preceding TANF exits.

Study findings show that, for those who worked, there were aggregate wage gains over the study period. For example, for identified adults on single-parent cases, the median IDES earnings of those employed rose from \$2,223 for the quarter of exit to \$2,720 in the fourth quarter after exit, an increase of 22 percent. These wage levels nonetheless suggest continued economic vulnerability for many TANF leavers, as median wages in the fourth quarter after exit still equate to only \$10,880 on an annualized basis.

Employment among TANF leavers tended to be inconsistent, which results in two somewhat contradictory effects. On the positive side, because of movement in and out of jobs over the study period, almost 70 percent of leavers had IDES wages in at least one quarter in the first year after exit. Furthermore, 85 percent of survey respondents reported being employed at some point in the 6 to 8 months after TANF exit. However, only 37 percent of survey leavers worked consistently in the 6 to 8 months following exit and, similarly, only 39 percent of single parent leavers had IDES wages in all four quarters in the first year after exit.

The lack of employment for some and the inconsistency of employment for others raises concerns about the short-term prospects of TANF leavers working their way out of poverty. Examining the IDES wages for the entire population of leavers, not merely those with jobs, the median quarterly earned income of all single-parent leavers is \$301 in the quarter after exit and \$302 in the fourth quarter after exit. These quarterly wage levels indicate that half of all single-parent leavers had \$301 or less in reported earned income in the first quarter after exit. Expressing this apparent hardship in another way, only 19 percent of all leavers had IDES wages in the first quarter after exit that, by themselves, would have lifted the leavers' cases above the federal poverty level. Household income reported by survey respondents was higher in general than the IDES wages, with a median monthly income of \$895 (\$10,740 per year if income were consistent throughout the year). This monthly income was largely a function of the number of earners in the household: with no one working the median monthly income was \$414, with one earner it was \$1,000, and with two earners the median monthly income was \$2,008.

Overall, these findings suggest that there are reasons for optimism in assessing the employment outcomes of leavers, but there are also many reasons for concern. One of the concerns centers around the barriers confronting those TANF leavers that are having a difficult time getting and keeping jobs. Problems in arranging adequate child care were the most frequently cited barriers to employment, though many others mentioned problems in arranging transportation to and from work. Taken together, therefore, child care and transportation to employment warrant greater attention for policy initiatives that seek to enhance job stability for TANF leavers.

Chapter 5

Who Returns to TANF Cash Assistance and Why?

The goals of welfare reform have included the expectation that efforts to reduce caseloads will lead to greater self-sufficiency for most of the TANF leavers. Self-sufficiency, in turn, is expected to avoid or delay the need for leavers to return to cash assistance. This chapter reports on the findings of this study to address both the question of what types of cases end up returning to active TANF status and the question of why people return.

Population Analysis with Administrative Data

Recidivism for the 18-month population is analyzed first in terms of all cases in the study period, distinguishing single-parent and two-parent cases and distinguishing the two major administrative regions of the state. These analyses of identified adults are followed by a description of the percent of children who return to TANF after case closure.

We then examine the factors associated with recidivism, beginning with an account of the characteristics of recidivists compared to non-recidivists, and then analyzing differences associated with the administrative reasons for TANF case closings and the differences associated with whether the adult leaver had recorded earnings in the quarter of exit. Trends in recidivism are then examined by comparing those who left TANF in the beginning of the study period with those who left in later calendar quarters. Finally, logistic regression is used to identify the unique influences that are associated with recidivism. As with previous chapters, because of the primary interest in single-parent cases, which predominate the population of TANF leavers, several preliminary analyses will address both single- and two-parent cases, but the majority of analyses focus on single-parent cases.

Recidivism Outcome Measures

This chapter examines recidivism in two ways. The first approach, referred to as **current recidivism**, considers which cases are currently active on TANF cash assistance in a particular month after the first exit in the study period. In that clients were defined as exiting TANF only if they remained off cash assistance for at least two months, all those who exited TANF in July 1997 but returned to cash assistance in September would define “current recidivism” for September 1997. In the next month, October, some of these return cases might again be closed and so they would not be counted for current recidivism for this cohort. On the other hand, additional members of the July 1997 leavers might have returned to cash assistance and so would be included in the October current recidivism measure for the cohort. Information on TANF current recidivism for this study extends from September 1997 to July 1999.

In addition to knowing the percentage of identified TANF leavers who are active in a particular month, it is important to understand the degree to which TANF leavers ever return over an extended period. **Cumulative recidivism** is defined for this study as the percentage of identified adult leavers in a given quarterly cohort who have returned to cash assistance *at any point prior to or during* a particular follow-up month. Thus, cumulative recidivism for six months after exit is the percent of a cohort who have returned to active TANF status at some

point, even if for just one month, during those six months after exit. One implication of this definition of cumulative recidivism is that, unlike current recidivism, the rate for a given cohort cannot decrease as more months go by after exit. As the follow-up period is extended, fewer cases have remained closed continuously since exit. As with current recidivism, information on TANF cumulative recidivism for this study extends from September 1997 to July 1999.

Table 68 represents the data available for analyses of recidivism, using current recidivism for single-parent cases as an example. One important point to note from Table 68 is that the length of follow-up is less for later cohorts of leavers. For example, those who left in December 1998 have follow-up data only to seven months after exit (to July 1999, with no recidivism in January 1999 because of the “two month off” rule for inclusion in the study). Another point is that the rising and falling of the recidivism rates for any month of leavers is related more to the number of months after exit than to the calendar months used to define the columns. This argues for presenting the analyses based on the number of months after exit, an approach used consistently in this chapter.

Table 68: Available Recidivism Data; Current Recidivism by Calendar Month, Single-Parent Cases																							
Monthly Cohorts	9/97	10/97	11/97	12/97	1/98	2/98	3/98	4/98	5/98	6/98	7/98	8/98	9/98	10/98	11/98	12/98	1/99	2/99	3/99	4/99	5/99	6/99	7/99
July 97	12.1	17.7	20.4	22.3	24.3	24.2	24.0	23.4	22.9	21.4	19.9	19.9	19.7	18.5	18.0	17.4	16.7	16.3	15.7	14.3	13.7	13.2	12.6
August 97		14.1	18.9	21.5	24.6	24.5	24.3	24.0	22.2	21.2	21.4	21.4	20.8	19.6	19.2	18.2	17.1	16.9	16.3	14.8	14.4	13.8	13.2
Sept. 97			11.1	14.8	19.2	19.1	20.4	20.2	18.9	18.0	18.4	18.4	18.2	16.6	16.1	15.6	14.6	14.3	13.9	12.6	12.4	11.7	11.0
Oct. 97				8.7	14.2	14.1	15.3	15.7	15.3	14.8	15.4	15.4	15.1	14.2	14.2	13.6	12.6	12.4	11.8	10.6	10.6	10.2	9.4
Nov. 97					13.5	13.7	16.5	17.5	17.9	16.9	16.7	17.0	16.7	16.2	15.9	15.5	14.9	14.3	13.4	12.3	12.0	11.3	10.1
Dec. 97						1.9	5.6	8.0	9.8	10.5	10.9	11.3	11.8	11.4	11.5	11.1	10.9	10.5	10.1	9.2	8.8	8.3	7.7
Jan. 98							10.4	13.7	15.0	15.3	15.0	16.1	16.2	15.5	15.4	14.8	13.9	13.7	13.3	11.6	11.4	11.1	10.2
Feb. 98								35.9	40.1	38.1	35.7	36.3	34.4	31.5	30.6	30.4	28.6	27.8	27.0	24.3	23.4	22.6	20.4
March 98									8.6	11.1	12.3	13.5	14.3	14.4	14.4	13.9	13.8	13.7	13.0	11.8	11.3	11.0	10.7
April 98										8.5	11.0	12.9	14.1	14.1	14.3	14.3	13.7	13.5	13.1	11.9	11.5	11.3	10.7
May 98											14.6	20.0	21.7	22.0	22.1	21.7	21.4	21.1	19.9	18.5	18.3	17.6	16.6
June 98												17.7	22.7	24.4	25.4	25.0	24.4	24.2	23.1	21.4	20.7	20.2	19.3
July 98													11.5	14.9	16.3	16.7	16.5	16.8	16.3	15.1	14.7	14.5	13.9
August 98														13.3	16.5	17.6	18.2	18.2	18.3	16.9	16.4	16.4	15.9
Sept. 98															13.2	16.5	17.2	17.6	17.8	16.9	16.8	16.2	15.6
Oct. 98																11.7	14.3	14.9	15.3	14.2	14.1	13.8	13.0
Nov. 98																	14.1	17.9	18.6	18.5	18.6	18.5	18.0
Dec. 98																		19.4	21.8	22.0	22.6	22.5	21.5

Data Source: IDHS Client Database (CDB)

Description of Recidivism in the Population

The description of the recidivism findings begins by presenting an analysis that distinguishes the single- and two-parent cases. We then focus on single-parent cases with an analysis that differentiates Cook County and the rest of the state of Illinois. The last analysis in this section addresses the children on the cases that closed during the 18-month study period.

Analysis by Case Type: Single-Parent and Two-Parent Cases

The distinction was made above between current recidivism and cumulative recidivism. The analyses that follow use these two views of recidivism to describe the recidivism rates for single-parent and two-parent cases.

Current Recidivism by Month after Exit. The top section of Table 69 reports the percentage of single-parent and two-parent cases in that cohort that have reopened and are active in particular months after exit. The most apparent finding is that recidivism rates for single-parent cases are considerably higher than the rates for two-parent cases. For example, whereas over 18 percent (18.6%) of single-parent cases are active six months after their first exit in the study period, less than 9 percent (8.9%) of two-parent cases are active at six months after exit. A second point is that the recidivism rates remain relatively constant over time for both single-parent and two-parent cases.

Cumulative Recidivism by Month after Exit. The patterns of cumulative recidivism in the bottom half of Table 69 complement the findings for the current recidivism rates presented in the top of the table. Again, single-parent cases have higher recidivism rates than two-parent cases. At six months after exit, the cumulative recidivism rate for two-parent cases is ten percentage points lower than for single-parent cases (23.7% for single parents compared to 13.4% for two-parent cases). Another point is that the cumulative rate shows the greatest increases in the months leading up to six months after exit. By six months after exit over one-fifth of all cases that close (22.8%) have become active again at least once. By nine months after exit, this cumulative percentage has increased only a little more than two additional percentage points (25.4%), and by 12 months after exit, the cumulative recidivism rate reaches just under 28 percent. This pattern suggests that the majority of those who will return to TANF during the first year after exit will do so within six months after exit.

Table 69: TANF Recidivism After First Exit, by Case Type

Current Recidivism	Months After First Exit*											
	2 Mo. after Exit	3 Mo. after Exit	4 Mo. after Exit	5 Mo. after Exit	6 Mo. after Exit	7 Mo. after Exit	8 Mo. after Exit	9 Mo. after Exit	10 Mo. after Exit	11 Mo. after Exit	12 Mo. after Exit	
Single-Parent (n=124,819)	12.5%	16.2%	17.6%	18.5%	18.6%	18.5%	18.1%	17.5%	17.4%	16.9%	16.3%	
Two-Parent (n=12,511)	6.1%	7.8%	8.6%	8.9%	8.9%	8.7%	8.3%	7.8%	7.4%	7.0%	6.5%	
All Cases (n=137,330)	11.9%	15.4%	16.8%	17.6%	17.8%	17.6%	17.2%	16.5%	16.4%	15.9%	15.3%	
Cumulative Recidivism	Months After First Exit*											
	2 Mo. after Exit	3 Mo. after Exit	4 Mo. after Exit	5 Mo. after Exit	6 Mo. after Exit	7 Mo. after Exit	8 Mo. after Exit	9 Mo. after Exit	10 Mo. after Exit	11 Mo. after Exit	12 Mo. after Exit	
Single-Parent (n=124,819)	12.5%	17.2%	20.0%	22.1%	23.7%	24.9%	25.6%	26.4%	27.6%	28.3%	28.9%	
Two-Parent (n=12,511)	6.1%	8.6%	10.6%	12.0%	13.4%	14.3%	15.2%	15.9%	16.7%	17.4%	17.9%	
All Cases (n=137,330)	11.9%	16.5%	19.2%	21.2%	22.8%	24.0%	24.7%	25.4%	26.5%	27.2%	27.8%	

* As delineated by the bold line, all cohorts have data for seven months after exit; later cohorts drop out of analyses on eight or more months after exit.
Data Source: IDHS Client Database (CDB)

Analysis of State Regions: Cook County versus Downstate Counties

To compare the recidivism rates of Cook County and the downstate counties, the following analyses focus on single-parent cases. This maintains the intended emphasis on single-parent cases and avoids the confounding factor that two-parent cases have lower recidivism rates and they are much more common among the downstate leavers. Keep in mind, however, that single-parent cases and Cook County versus downstate cases are defined by information available at the first exit in the 18-month study period. Some of these “single-parent leavers” may be on two-parent cases when they return to TANF cash assistance, and some of those classified as Cook County cases (or downstate cases) may return to TANF while living downstate (or in Cook County). The proper interpretation, therefore, is that these analyses focus on recidivism for adult leavers who were on single-parent cases and living in the specified state region at their first exit in the study period. As before, we address first current recidivism and then cumulative recidivism.

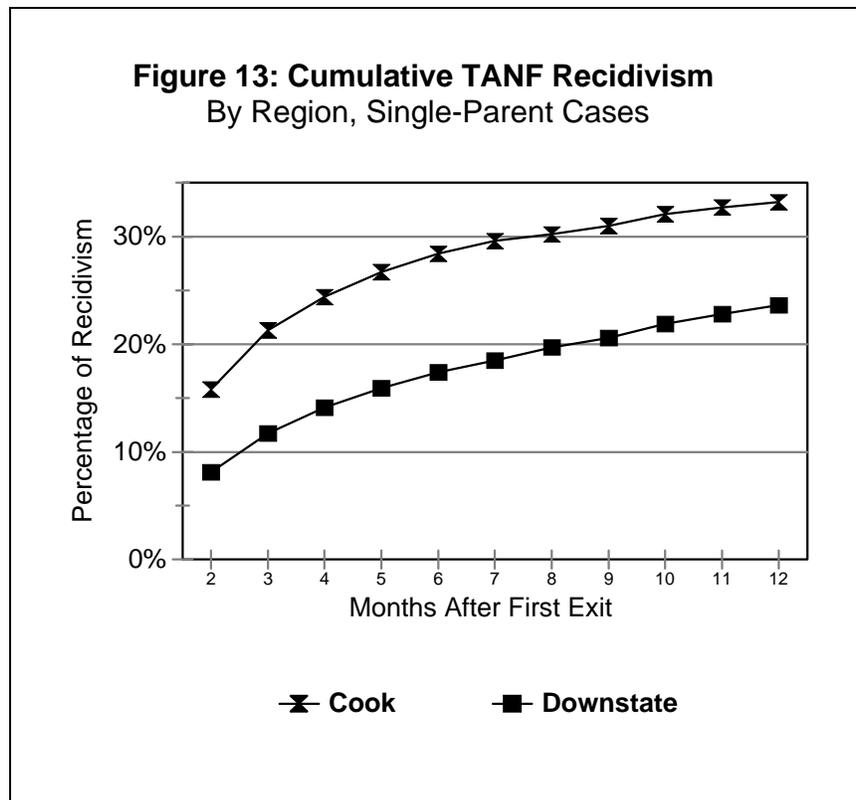
Current Recidivism. The top half of Table 70 shows substantial differences in the current recidivism rates of Cook County and the rest of the state. Within two months after exit, the current recidivism rate for single-parent cases in Cook County is almost twice that of the downstate counties (15.8% versus 8.1%) and continues at about that ratio for the remainder of the 12-month follow-up period. For example, six months after exit 23 percent of the Cook County single-parent leavers are again active on TANF, whereas less than 13 percent (12.7%) of the downstate leavers are active. Similarly, 12 months after exit over 20 percent (20.5%) of the Cook County single-parent leavers are active, in contrast to only 11 percent of the downstate leavers being active then.

Cumulative Recidivism. Comparing Cook County and downstate counties on cumulative recidivism rates for single-parent cases reveals a pattern similar to that found for current recidivism (see Figure 13). By six months after first exit in the study period, over 28 percent of Cook County single-parent leavers have returned to TANF cash assistance at some point, whereas only 17 percent of downstate single-parent leavers have returned by that time. This difference of 10 percentage points remains stable in the subsequent months. For example, by 12 months after first exit around a third (33.2%) of the Cook County single-parent leavers had returned at one point. In contrast only around 24 percent (23.6%) of the downstate single-parent leavers had returned by 12 months after first exit.

Table 70: TANF Recidivism After First Exit; Single-Parent Cases by Region

Current Recidivism	Months After First Exit*											
	2 Mo. after Exit	3 Mo. after Exit	4 Mo. after Exit	5 Mo. after Exit	6 Mo. after Exit	7 Mo. after Exit	8 Mo. after Exit	9 Mo. after Exit	10 Mo. after Exit	11 Mo. after Exit	12 Mo. after Exit	
Cook County (n=71,838)	15.8%	20.1%	21.7%	22.7%	23.0%	22.9%	22.3%	21.7%	21.6%	21.1%	20.5%	
Downstate (n=52,981)	8.1%	10.8%	12.1%	12.7%	12.7%	12.6%	12.5%	12.1%	11.9%	11.6%	11.0%	
All Single-Parent Cases (n=124,819)	12.5%	16.2%	17.6%	18.5%	18.6%	18.5%	18.1%	17.5%	17.4%	16.9%	16.3%	
Months After First Exit*												
Cumulative Recidivism	2 Mo. after Exit	3 Mo. after Exit	4 Mo. after Exit	5 Mo. after Exit	6 Mo. after Exit	7 Mo. after Exit	8 Mo. after Exit	9 Mo. after Exit	10 Mo. after Exit	11 Mo. after Exit	12 Mo. after Exit	
Cook County (n=71,838)	15.8%	21.3%	24.4%	26.7%	28.4%	29.6%	30.2%	31.0%	32.1%	32.7%	33.2%	
Downstate (n=52,981)	8.1%	11.7%	14.1%	15.9%	17.4%	18.5%	19.7%	20.6%	21.9%	22.8%	23.6%	
All Single-Parent Cases (n=124,819)	12.5%	17.2%	20.0%	22.1%	23.7%	24.9%	25.6%	26.4%	27.6%	28.3%	28.9%	

*As delineated by the bold line, all cohorts have data for seven months after exit; later cohorts drop out of analyses on eight or more months after exit.
Data Source: IDHS Client Database (CDB)



*All cohorts have data for seven months after exit; later cohorts drop out of analyses on eight or more months after exit.
Data Source: IDHS Client Database (CDB)*

Analysis of Children Returning to Active TANF Cases

Table 71 changes the population of concern to the children on the TANF cases that closed at least once in the study period. This change of focus is needed because the outcomes children experience are a major concern in policy debates on welfare reform. If the recidivism rates for children were markedly different than those for the identified adult leavers, many of the analyses reported here would be of questionable relevance for children. With this in mind, it is reassuring that the cumulative recidivism rates shown in Table 71 are substantially similar to those presented above in Table 69. For example, whereas the cumulative recidivism rate at six months is about 24 percent (23.7%) for adults on single-parent cases (see Table 69), the corresponding rate for children on single-parent cases is also 24 percent (23.8%; see Table 71). Similarly, the six-month cumulative rate for all adult leavers is about 23 percent (22.8%; see Table 69), and the six-month cumulative rate for all children is also 23 percent (22.6%; see Table 71). Note that some differences in percentages are expected in that the numbers for children represent returns after the adult left TANF. In that some children did not leave TANF when the adult left, the non-leaving children cannot return to TANF and so may affect the recidivism rates somewhat.

Case Structure	Cohort Size	3 Mo. after Exit	6 Mo. after Exit	9 Mo. after Exit	12 Mo. after Exit
All children	244,939	13.4%	22.6%	26.1%	28.1%
Children on cases with 4 or more children	46,549	18.4%	28.4%	31.3%	32.2%
Children on single-parents cases	218,613	14.1%	23.8%	27.4%	29.4%

All cohorts have data for six months after exit; later cohorts drop out of analyses on 9 months and 12 months after exit.

Data Source: IDHS Client Database (CDB)

Factors Associated with Recidivism

The differences in recidivism rates for single and two-parent cases and for Cook County and downstate counties suggest several factors that might influence recidivism. The following analyses examine these indications, first by providing descriptive statistics on those who do and do not return to TANF in the first six month after first exit, then by disaggregating the results by the administrative reason for case closure, by wages in quarter of exit, and by quarterly cohorts, and finally by conducting a logistic regression analysis that allows consideration of the unique impacts that the various factors might have on recidivism.

Characteristics of Those Who Do and Do Not Return to Cash Assistance

Several characteristics distinguish those who return to TANF within six months after their first study exit from those who do not, as shown in Table 72. First, those who return to TANF within six months after their first exit in the study period tend to be younger than those who do not return (median of 27 years and 29 years), more likely to have never married, more likely to have children under six years old (67.5% versus 59.5%) and under thirteen years old (91.5% versus 86.8%), and more likely to be African-American (68.7% versus 50.8%). Furthermore, recidivists are more likely to have no prior work experience (26.2% versus 18.1%), are less likely to have left TANF for earned income reasons (22.7% versus 35.7%), more likely to have left TANF because of non-cooperation (46.5% versus 28.4%). This last point is of particular interest and so will now be investigated separately.

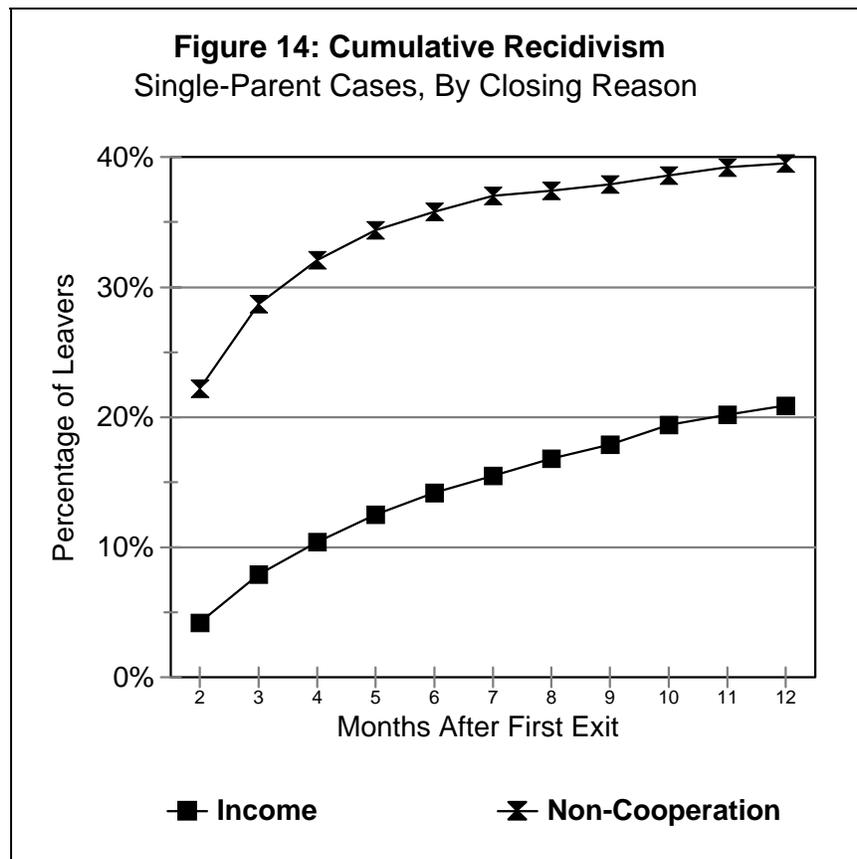
Table 72: Characteristics of Those Who Do and Do Not Return to TANF in Six Months After Exit, Single-Parent Cases			
	No Return to TANF	Return to TANF	All First-Exit Cases
Female Leaver	94.0%	96.6%	94.8%
Median Age of Adult Leaver	29 years old	27 years old	29 years old
Ethnicity			
African-American	50.8%	68.7%	56.1%
White	38.3%	22.9%	33.7%
Hispanic	9.9%	7.8%	9.3%
Other	1.1%	0.6%	0.9%
Children			
Child less than 1 year old	10.3%	10.1%	10.3%
Child less than 6 years old	59.5%	67.5%	61.9%
Child less than 13 years old	86.8%	91.5%	88.2%
Marital Status			
Never Married	61.3%	74.9%	65.3%
Married	9.3%	5.7%	8.2%
Deserted	13.0%	9.5%	12.0%
Divorced	12.3%	7.1%	10.8%
Legally Separated	1.9%	1.3%	1.7%
Widowed	0.7%	0.4%	0.6%
Education			
High School Diploma (or more)	62.7%	51.4%	59.4%
Work Experience			
Service	39.9%	34.8%	37.7%
Laborer	20.0%	18.1%	19.4%
Clerical	10.1%	9.6%	10.0%
Sales	3.5%	3.5%	3.5%
Operator	2.8%	2.5%	2.7%
Manager/Professional	2.8%	1.9%	2.5%
Crafts	0.5%	0.3%	0.4%
No Prior Experience	18.1%	26.2%	20.5%
Reason for Case Closure			
Income	35.7%	22.7%	31.8%
Non-Cooperation	28.4%	46.5%	33.8%

Data Source: IDHS Client Database (CDB)

Analysis by Administrative Reasons for Case Closing

As expected, those leaving TANF for income reasons were much less likely to return to cash assistance than those whose cases were closed for non-cooperation. Indeed, whereas only four percent of those leaving for income reasons returned two months after first exit in the study period, over one-fifth (22.2%) of cases closed for non-cooperation had become active again two months after exit (see Table 73). This pattern continued such that at six months after exit, 11 percent of those closed for income reasons had returned to TANF cash assistance.

The high rate of recidivism for those who close for non-cooperation is even more apparent when considering cumulative recidivism. As shown in Table 74 and illustrated in Figure 14, over a third (35.8%) of the non-cooperation group had returned at some point during the six months after first exit, and almost 40 percent (39.5%) had returned at some point in the twelve months after first exit. This compares to 14 percent (14.2%) six months after exit and 21 percent (20.9%) at twelve months after exit for those leaving due to earned income reasons.



All cohorts have data for seven months after exit; later cohorts drop out of analyses on eight or more months after exit.

Data Source: IDHS Client Database (CDB)

Analysis by Wages in Quarter of Exit

Parallel to the analyses by reason for case closing, those with wages in the quarter of exit are expected to be less likely to return to TANF in subsequent months. Table 75 shows that this expectation was confirmed. Around 15 percent (14.9%) of those with wages at exit were active on TANF again six months after their first exit in the study period; in contrast, over 23 percent (23.3%) of those without wages at exit were active again. For cumulative recidivism this pattern shows itself again with almost 20 percent of those with wages in the quarter of exit having returned to TANF at some point to TANF in the six months after first exit and almost 30 percent (29.1%) of those with no wages in the quarter of exit returning to TANF at some point in the first six months after exit.

Table 73: Current Recidivism After First Exit for Single-Parent Cases, by Type Action Reason											
Type Action Reason	Months After First Exit*										
	2 Mo. after Exit	3 Mo. after Exit	4 Mo. after Exit	5 Mo. after Exit	6 Mo. after Exit	7 Mo. after Exit	8 Mo. after Exit	9 Mo. after Exit	10 Mo. after Exit	11 Mo. after Exit	12 Mo. after Exit
Closed for Income Reasons (n=39,738)	4.2%	7.5%	9.2%	10.4%	11.1%	11.5%	11.8%	11.6%	11.8%	11.5%	11.1%
Closed for Non-Cooperation (n=42,128)	22.2%	27.1%	28.4%	28.8%	28.2%	27.5%	26.4%	25.2%	24.4%	23.7%	22.9%
Closed for Other Reasons (n=18,223)	6.4%	9.3%	11.1%	12.3%	13.3%	13.7%	13.6%	13.6%	13.8%	13.7%	13.5%
Closing Reason Unknown (n=24,730)	14.0%	16.6%	17.7%	18.3%	18.3%	18.3%	17.8%	17.2%	17.4%	17.0%	16.2%
All Single-Parent Cases (n=124,819)	12.5%	16.2%	17.6%	18.5%	18.6%	18.5%	18.1%	17.5%	17.4%	16.9%	16.3%

* As delineated by the bold line, all cohorts have data for seven months after exit; later cohorts drop out of analyses on eight or more months after exit.
Data Source: IDHS Client Database (CDB)

Table 74: Cumulative Recidivism After First Exit for Single-Parent Cases, by Type Action Reason												
Type Action Reason	Months After First Exit*											
	2 Mo. after Exit	3 Mo. after Exit	4 Mo. after Exit	5 Mo. after Exit	6 Mo. after Exit	7 Mo. after Exit	8 Mo. after Exit	9 Mo. after Exit	10 Mo. after Exit	11 Mo. after Exit	12 Mo. after Exit	
Closed for Income Reasons (n=39,738)	4.2%	7.9%	10.4%	12.5%	14.2%	15.5%	16.8%	17.9%	19.4%	20.2%	20.9%	
Closed for Non-Cooperation (n=42,128)	22.2%	28.7%	32.1%	34.4%	35.8%	37.0%	37.4%	37.9%	38.6%	39.2%	39.5%	
Case Closed for Other Reasons (n=18,223)	6.4%	9.8%	12.3%	14.3%	16.1%	17.4%	18.4%	19.3%	20.5%	21.5%	22.3%	
Closing Reason Unknown (n=24,730)	14.0%	18.1%	20.4%	22.4%	24.1%	25.1%	25.8%	26.9%	28.2%	28.9%	29.9%	
All Single-Parent Cases (n=124,819)	12.5%	17.2%	20.0%	22.1%	23.7%	24.9%	25.6%	26.4%	27.6%	28.3%	28.9%	

* As delineated by the bold line, all cohorts have data for seven months after exit; later cohorts drop out of analyses on eight or more months after exit.
Data Source: IDHS Client Database (CDB)

Table 75: Recidivism by UI Wages in Quarter of Exit, Single-Parent Cases

Current Recidivism	Months After First Exit*											
	2 Mo. after Exit	3 Mo. after Exit	4 Mo. after Exit	5 Mo. after Exit	6 Mo. after Exit	7 Mo. after Exit	8 Mo. after Exit	9 Mo. after Exit	10 Mo. after Exit	11 Mo. after Exit	12 Mo. after Exit	
Case Type												
Wages in Quarter of Exit (n=69,054)	9.6%	12.5%	13.8%	14.7%	14.9%	14.9%	14.6%	14.2%	14.2%	13.9%	13.4%	
No Wages in Quarter of Exit (n=55,765)	16.2%	20.7%	22.4%	23.1%	23.3%	23.0%	22.4%	21.6%	21.3%	20.7%	20.0%	
All Cases (n=124,819)	12.5%	16.2%	17.6%	18.5%	18.6%	18.5%	18.1%	17.5%	17.4%	16.9%	16.3%	
Cumulative Recidivism	Months After First Exit*											
Case Type												
Wages in Quarter of Exit (n=69,054)	9.6%	13.5%	15.9%	17.9%	19.4%	20.5%	21.4%	22.4%	23.6%	24.4%	25.1%	
No Wages in Quarter of Exit (n=55,765)	16.2%	21.9%	25.1%	27.4%	29.1%	30.3%	30.9%	31.6%	32.6%	33.2%	33.8%	
All Cases (n=124,819)	12.5%	17.2%	20.0%	22.1%	23.7%	24.9%	25.6%	26.4%	27.6%	28.3%	28.9%	

* As delineated by the bold line, all cohorts have data for seven months after exit; later cohorts drop out of analyses on eight or more months after exit.
Data Sources: IDHS Client Database (CDB) and IDES Quarterly Wage File

Analysis of Trends Across Quarters in Study

To examine whether there are any trends or other patterns in current recidivism, Table 76 presents an analysis that is structured differently than most of the others in this report. Instead of reporting on first exits in the study period, this trend analysis examines all cases that closed in a given quarter (regardless of whether that case had closed previously in the study period; this approach is referred to as involving all-exit cohorts). As noted in the methodology chapter, it is necessary to switch to this focus on all-exit cohorts when examining trends in order to avoid the bias that might result from excluding from later cohorts those with multiple recent case closings.

Disaggregating by all-exit cohorts suggests that there were two quarters—the third quarter of 1997 and the second quarter of 1998—that had consistently higher recidivism rates than the other quarters. Conversely, the fourth quarter of 1997 has recidivism rates much lower than the others. Other than these three quarters, there does not seem to be any consistent pattern of increase or decrease in current recidivism for later quarterly cohorts. For example, the current recidivism at six months after exit ranges from the high quarters at around 23 percent to the low quarter with a 15 percent recidivism rate. These three quarterly cohorts notwithstanding, the rates for the other three quarters are fairly consistent at around 17 and 18 percent, with the last two quarters—the third and fourth quarters of 1998—having rates quite similar to the overall average.

Examining the individual columns in Table 77 reveals a similar lack of evidence of a lowering or raising of cumulative recidivism rates for the later quarterly cohorts. We see, for example, that six months after exit the cumulative recidivism rate for the third quarter 1997 cohort is over 26 percent (26.3%). This rate drops to under 19 percent (18.7%) for the next cohort, the fourth quarter of 1997, but then rises again for the second quarter of 1998 (27.0%) and then returns to around 24 percent for the last two quarters.

Table 76: Trend Analysis of Current Recidivism for Single-Parent Cases

Current Recidivism	Months After First Exit											
	2 Mo. after Exit	3 Mo. after Exit	4 Mo. after Exit	5 Mo. after Exit	6 Mo. after Exit	7 Mo. after Exit	8 Mo. after Exit	9 Mo. after Exit	10 Mo. after Exit	11 Mo. after Exit	12 Mo. after Exit	
All-Exit Cohort												
3 rd Qtr. 97 (n=20,499)	12.5%	17.2%	20.4%	22.0%	23.1%	23.2%	23.0%	22.3%	21.4%	20.5%	19.8%	
4 th Qtr. 97 (n=19,225)	8.3%	12.0%	13.2%	14.6%	15.0%	14.9%	14.7%	14.7%	14.8%	14.5%	13.9%	
1 st Qtr. 98 (n=19,272)	12.6%	15.8%	16.6%	17.1%	17.3%	17.6%	17.3%	16.6%	16.5%	15.9%	15.1%	
2 nd Qtr. 98 (n=26,902)	13.8%	18.2%	19.9%	20.8%	20.8%	20.5%	20.3%	19.6%	18.5%	17.7%	17.1%	
3 rd Qtr. 98 (n=25,306)	12.7%	16.0%	17.1%	17.6%	17.6%	17.4%	16.7%	15.9%	15.5%			
4 th Qtr. 98 (n=26,056)	14.9%	17.8%	18.4%	18.6%	18.1%	17.8%						
Average (n=137,260)	12.5%	16.2%	17.6%	18.5%	18.6%	18.5%	18.1%	17.5%	17.4%	16.9%	16.3%	

Data Source: IDHS Client Database (CDB)

Table 77: Trend Analysis of Cumulative Recidivism for Single-Parent Cases

Cumulative Recidivism	Months After First Exit											
	2 Mo. after Exit	3 Mo. after Exit	4 Mo. after Exit	5 Mo. after Exit	6 Mo. after Exit	7 Mo. after Exit	8 Mo. after Exit	9 Mo. after Exit	10 Mo. after Exit	11 Mo. after Exit	12 Mo. after Exit	
All-Exit Cohort												
3 rd Qtr. 97 (n=20,499)	12.5%	17.9%	21.8%	24.1%	26.3%	27.3%	28.7%	29.9%	30.9%	31.6%	32.3%	
4 th Qtr. 97 (n=19,225)	8.3%	12.7%	14.5%	16.8%	18.7%	20.2%	21.5%	22.6%	23.7%	24.6%	25.4%	
1 st Qtr. 98 (n=19272)	12.6%	16.8%	19.3%	21.4%	23.1%	24.6%	25.6%	26.6%	27.4%	27.9%	28.3%	
2 nd Qtr. 98 (n=26,902)	13.8%	19.4%	22.8%	25.3%	27.0%	28.3%	29.3%	30.0%	30.5%	31.0%	31.5%	
3 rd Qtr. 98 (n=25,306)	12.7%	17.2%	19.9%	21.8%	23.3%	24.4%	25.2%	25.8%	26.3%			
4 th Qtr. 98 (n=26,056)	14.9%	19.4%	22.0%	23.7%	24.9%	25.8%						
Average (n=137,260)	12.5%	17.2%	20.0%	22.1%	23.7%	24.9%	25.6%	26.4%	27.6%	28.3%	28.9%	

Data Source: IDHS Client Database (CDB)

Distinguishing Unique Effects of Factors on Recidivism (Female-Headed, Single-Parent Cases)

The analyses reported thus far have suggested several factors that affect recidivism. To examine the relative importance of these factors more closely, logistic regression was used to analyze the factors that affect recidivism within six months after first exit. In an effort to simplify the interpretation of the results, the analysis reported in Table 78 was conducted on a particularly common subset of cases, those single-parent cases headed by a woman. This restricted focus was chosen in order to minimize the problem that emerges when different factors are particularly important for different subgroups. One caution should be emphasized: the results of logistic regression, as with other variants of regression analysis, are dependent on the predictor variables that are included. If important predictor variables are neglected, and these variables are related to the predictor variables that are included, then the results for the included predictor variables may be misleading.

We begin the interpretation by previewing the results of this analysis and then consider the points made in greater detail. First, unlike the analysis of wages after exit, ethnicity is important, with African-American leavers more likely to return to TANF within six months. Second, younger leavers are more likely to return than older ones, and those never married are more likely to return. Cases closed for non-cooperation reasons are particularly likely to return to active TANF status, whereas cases closed for income-related reasons are less likely to return. And, the longer the welfare spell before first exit, the more likely the leaver is to return. Those with a high school diploma or prior work experience are less likely to return to TANF. Finally, whereas leavers in the collar counties that surround Cook County are less likely to return to active TANF status, Cook County and the rural south section of the state are regions in which the recidivism rates are particularly high.

Examining the analysis in greater detail, we note first that predicting recidivism with logistic regression (with recidivism for the identified adult coded so that the analysis is considering the likelihood of returning to TANF cash assistance) allows us, by controlling statistically for the impacts of other variables, to assess the unique relationship between various factors and recidivism. As noted when discussing logistic regression in the previous chapter, the first point to make in interpreting Table 78 is that the overall model is statistically significant, as measured by the chi-square statistic that analyzes whether independent variables improve the fit of the model. This suggests that the predictor variables chosen are related in meaningful ways to recidivism.

The next step is to examine each of the other rows in Table 78 to see which variables, when controlling for the other variables, are particularly related to recidivism. Because of the way that the dependent variable, recidivism, is coded, the ratios found in the column labeled "Odds Ratio" represent the relative probability of returning to TANF assistance. For example, because the odds ratio for the African-American row is greater than 1.00 (it is 1.794), African-Americans are, controlling for other factors in the model, more likely than whites to return to cash assistance. More specifically, the 1.794 odds ratio for the African-American row indicates that whatever the probability is for whites remaining off assistance, adults who are recorded as African-American are, again controlling for other factors, almost 80 percent more likely than whites to return to active status (1.794 being close to 1.80). As mentioned above, this comparison to whites is necessary in that the odds ratios for dummy-coded variables (coded '0' or '1') in logistic

regression always compare the probabilities for those coded with a '1' against the probabilities for those coded as a '0.' In this case, where two dummy variables are used to distinguish three groups, the group not explicitly included—whites—is the implicit comparison group (there are a very small number of recipients coded as Asian-Pacific or as Native Americans; in that variables are not entered for them, they are included with whites). When appropriate, these implicit comparison groups are noted in the table.

As for other family characteristics, those leavers with children between 1 and six and between 6 and 13 were more likely to return to TANF (odds ratios of 1.184 and 1.137), but, interestingly, cases with children under 1 years old were marginally less likely to return to active TANF assistance (not statistically significant). Also, younger leavers were more likely to return to cash assistance than were leavers over 30 years old, with those in the 17 to 19 age range being almost twice as likely as those over 30 to return to assistance in 12 months after exit.

As expected, those cases closed for non-cooperation were more likely to return to active TANF status (odds ratio of 1.919), while those closed for income reasons were less likely to recidivate (odds ratio of .722). Similarly, those with self-reported earned income in the month prior to exit, those with wage income in the first quarter after exit, and those with a high school degree, were all less likely to return to cash assistance.

Prior work experience was, in general, a predictor of lower post-exit recidivism, with the lowest likelihood of returning to cash assistance being associated with experience as a professional or manager (odds ratio of .752) or a clerical worker (odds ratio of .836). Experience in the service sector or as a laborer appears less effective in reducing recidivism (with odds ratios closer to 1.00).

Region makes a difference for recidivism. The highest recidivism rates were in Cook County and the most southern rural region of Illinois, with the lowest recidivism being in the more suburban collar counties that surround Cook County and the implicit comparison group of the northern and central rural areas.

Finally, the time variable, cohort month, indicates that later leavers (such as those leaving for the first time in the study period in the third and fourth quarters of 1998) were slightly less likely than earlier leavers to return to TANF within six months of the first study exit. This may reflect the long-term trend, shown in Figure 1, of decreasing unemployment in Illinois. Alternatively, this lower propensity toward recidivism in later cohorts may be a function of how the population is defined. Recall that, by definition, those coded as leaving in the fourth quarter of 1998 had not left TANF previously in the prior five calendar quarters (if they had, they would have been assigned to an earlier first-exit cohort). As illustrated in Tables 14 and 15, this restriction did not apply to those leaving in the earlier first-exit cohorts, resulting in systematic differences between early and later cohorts, only some of which were accounted for by measured variables. As such, this time variable may contribute by controlling for these differences.

Table 78: Factors Associated with TANF Recidivism After First Study Exit, Single-Parent Cases Headed by a Female

CDB Variable	Parameter Estimate	Standard Error	Chi-Square Probability	Odds Ratio
Ethnicity (Compared to white)				
African-American	.58	.021	.0001	1.794
Hispanic	-.03	.031	.3272	0.970
Age of Adult Recipient (Compared to 31 and Older)				
Age: 16 and under	.23	.233	.3306	1.254
Age: 17 to 19	.64	.033	.0001	1.888
Age: 20 to 25	.38	.020	.0001	1.360
Age: 26 to 30	.02	.021	.4517	1.016
Family Variables				
Never married (compared to ever married)	.24	.019	.0001	1.266
Children (compared to those with no child in age range)				
Child under 1 year old	-.02	.026	.4025	0.978
Child over 1 and under 6 years old	.17	.011	.0001	1.184
Child between 6 and 13 years old	.13	.009	.0001	1.137
Welfare Variables				
Case Closed for Non-Cooperation	.65	.018	.0001	1.919
Case Closed for Earned Income	-.33	.021	.0001	0.722
Length of welfare spell (months) before first exit	.002	.0004	.0001	1.002
Education/Employment				
High school diploma (or more)	-.28	.016	.0001	0.759
Reported Earned Income in Month Prior to Exit	-.16	.019	.0001	0.850
Wages in First Quarter after Exit	-.36	.016	.0001	0.697
Work Experience (Compared to Other Work Experience)				
Professional/Managerial experience	-.28	.055	.0001	0.752
Clerical experience	-.18	.028	.0001	0.836
Sales experience	-.11	.041	.0057	0.893
Crafts/Operator experience	-.17	.047	.0004	0.847
Service sector experience	-.09	.020	.0001	0.915
Laborer experience	-.08	.023	.0004	0.922
Geo-Economic Zone (Compared to Central Rural Zones)				
Cook County region	.25	.034	.0001	1.373
Collar county region	-.12	.042	.0049	0.965
Downstate urban region	.10	.035	.0033	1.185
Rural south region	.21	.048	.0001	1.359
Control Variable				
Cohort Month	-.01	.001	.0001	0.989

Data Source: IDHS Client Database (CDB) and IDES Quarterly Wage Files

Analysis of the December 1998 Cohort

According to reports of leavers in the survey interview, nearly 82 percent (81.5%) of survey respondents had remained off the TANF welfare program continually during the study period, while nearly 19 percent (18.5%) had returned to TANF at least once in the six to eight months between exits and interviews. Only 14 percent were on TANF at the time of the interviews, in part because about one-fourth of those who had returned to TANF during the study period had exited again by the time they were interviewed (Table 79). Return rates were much higher in Cook County than downstate, with 22 percent of Cook County leavers returning during the study period compared to 9 percent of downstate leavers. The following analyses describe the characteristics associated with recidivism in the survey cohort and report the reasons given by respondents for returning to TANF cash assistance.

Table 79: Self-reported Recidivism Since December 1998 Exit			
	Total	Cook County	Downstate
Did not return to welfare since sample month	81.5%	77.8%	90.6%
Off welfare now but have returned since left in sample month	4.8%	5.8%	2.7%
Currently on welfare	13.7%	16.4%	6.7%
<i>weighted n</i>	<i>514</i>	<i>366</i>	<i>148</i>
<i>unweighted n</i>	<i>514</i>	<i>242</i>	<i>272</i>
Total who were off welfare when interviewed	86.3%	83.6%	93.3%
Total who returned to welfare since left in sample month	18.5%	22.2%	9.4%

Data Source: Survey Research Office, University of Illinois at Springfield

Characteristics Associated with Recidivism in the December 1998 Cohort

Selected characteristics of TANF leavers were examined to determine if they are associated with exit stability. Educational level and race appear to be important in this regard. As Table 80 shows, those without a high school degree were about twice as likely to have returned to TANF as those who completed high school or obtained a GED. The higher recidivism rates in Cook County do not result from lower educational levels, as recidivism rates for Cook County leavers were about double those for downstate leavers with comparable educational levels.

Recidivism rates also vary by race/ethnicity, with Hispanic leavers particularly likely to return to TANF—and African-American leavers more likely to do so than white leavers. Thirty-seven (37) percent of Hispanic leavers returned to TANF during the study period, as compared to 18 percent for African-Americans and 12 percent for whites. (The high recidivism rate for Hispanics found in the survey data appears to be related to low educational levels. Respondent Hispanic leavers were about twice as likely as African-American or white leavers to not have completed high school, and those who did not complete high school were much more likely than

their African-American and white counterparts to return to TANF. In comparison, Hispanics with high school degrees or GEDs were less likely to return to TANF than their African-American or white counterparts. Note that the relatively small number of Hispanic respondents makes these conclusions merely suggestive in nature.)

As noted for the administrative data, the higher recidivism rates for African-Americans versus whites results primarily from the concentration of African-Americans in Cook County, where recidivism rates were higher for all race/ethnicity groups. In fact, whites and African-Americans have quite similar recidivism rates in Cook County (with whites actually having a slightly higher rate among the respondents). Downstate, African-Americans were nearly twice as likely to return to TANF as white leavers.

Due to the possibility that those with young children may have more difficulty staying off TANF, the return patterns of those with and without a child under 3 were analyzed. For all respondents, there was virtually no difference in the return rate. This also was the case in Cook County. However, for downstate leavers, those with children less than 3 years old were nearly twice as likely to return to TANF compared to those without such children.

As might be expected, those with selected employment related characteristics experienced lower recidivism rates than those who did not. Results in Table 80 show the following.

- About one-fourth (24.5%) of leavers unemployed at sample month exit returned to TANF during the study period, as compared to 15 percent (14.9%) of those who were employed at exit.
- Nearly 30 percent (28.9%) of those whose TANF case closed for a non-cooperation reason returned to TANF prior to the interview, compared to about half this number (15%) for those whose case was closed for excess earned income.
- Somewhat less than 30 percent (27.8%) of those with no reported income in the fourth quarter of 1998 returned to TANF, compared to just less than half this number for those with reported income (12.8%).
- Only one in twenty (5.3%) of those employed consistently since they left TANF in the sample month returned to welfare during the study period compared to nearly one-quarter (23.8%) for those with inconsistent employment and about one-third (33.8%) who were consistently unemployed during this time period.

The above patterns are generally similar in both Cook County and downstate. However, for every employment (and unemployment) subgroup, the Cook County recidivism rate is greater than that found in downstate.

Table 80: Self-Reported Recidivism Rates for Selected Characteristics						
	Total	<i>wtd n</i>	Cook County	<i>n*</i>	Downstate	<i>n*</i>
Education						
Less than high school degree	28.0%	157	33.3%	75	15.9%	81
High school degree or more	14.3%	357	17.5%	167	6.7%	191
Race/ethnicity						
White	11.9%	135	23.4%	31	6.7%	170
African-American	18.5%	335	19.9%	187	11.5%	90
Hispanic	37.2%	43	41.7%	24	14.3%	10
Children less than 3 years old						
No children less than 3	18.4%	282	23.0%	135	6.4%	144
Have children less than 3	18.5%	232	21.5%	107	12.7%	128
Employment at exit						
Employed at exit	14.9%	322	18.3%	141	8.3%	197
Unemployed at exit	24.5%	192	27.6%	101	12.9%	75
Type action reason						
Earned income	15.0%	153	20.8%	63	6.8%	106
Non-cooperation	28.9%	201	30.3%	116	19.2%	45
Any income in 4th Qtr, 1998						
No income reported	27.8%	205	31.1%	108	14.3%	79
Income reported	12.8%	298	15.3%	130	6.9%	181
Employed consistency since left						
Employed consistently since left	5.3%	189	7.4%	81	1.5%	121
Inconsistent employment	23.8%	248	26.7%	124	14.8%	111
Unemployed consistently	33.8%	77	41.1%	37	15.0%	40

* To inform the reader about the actual number of respondents upon which these results are based, actual ns for the two regions are reported. The weighted n for Cook County is 1.52 x the actual n. For downstate, the weighted n is just over half the actual number.

Data Sources: Survey Research Office, University of Illinois at Springfield, IDHS Client Database (CDB), and IDES Wage File

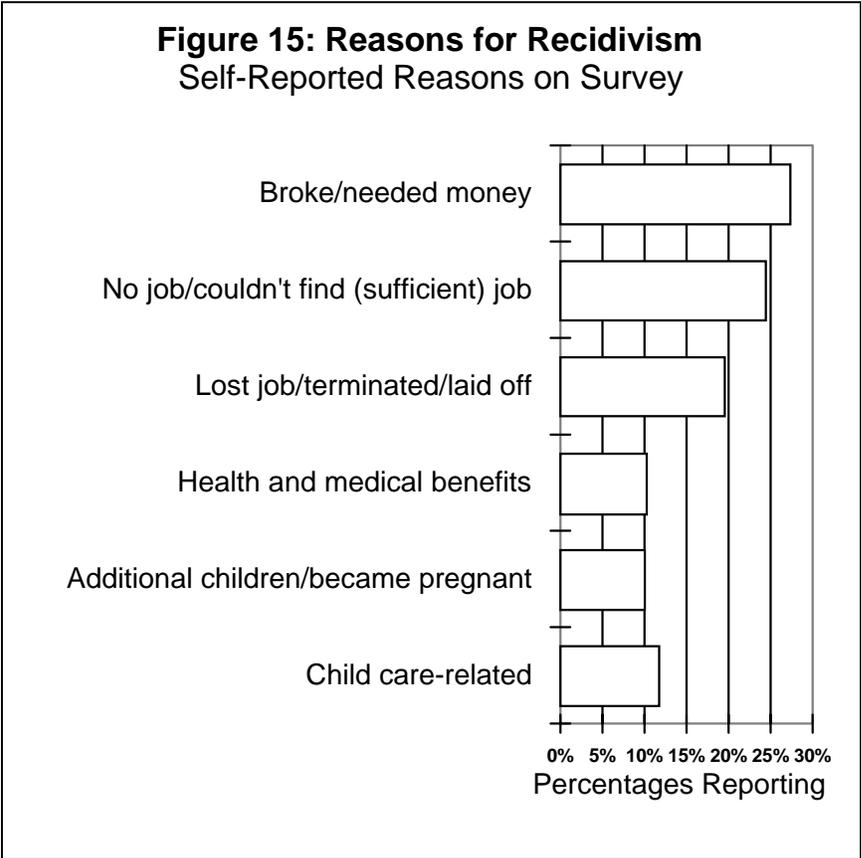
Reasons for Recidivism

Those who had returned to TANF during the study period were asked to describe why they had returned (Table 81). As illustrated in Figure 15, problems associated with employment were easily the most frequently mentioned response. Over 40 percent of the returnees said that they either could not find any or sufficient work (24%) or else had lost a job (19%). In addition, over one-quarter (27%) indicated that they were broke or needed (more) money to support their families, and it is likely that many of these also experienced employment difficulties.

Health and family composition issues also were important in explaining some returns to TANF. About one-tenth of the returnees cited a health or medical benefit problem for themselves or another family member as precipitating a return to TANF, while about the same number either were pregnant or had another child. Child care related problems were mentioned by about 12 percent of the returnees.

Table 81: Reasons Cited for Returning to TANF			
	Total	Cook County	Downstate
Broke/needed money	27.1%	27.8%	22.9%
No job/couldn't find (sufficient) job	24.2%	25.9%	13.7%
Lost job/terminated/laid off	19.4%	20.4%	13.7%
Health and medical benefits	10.1%	9.3%	15.4%
Additional children/became pregnant	9.9%	7.4%	24.6%
Child care-related	11.6%	13.0%	3.2%
Miscellaneous	7.6%	5.6%	20.1%
No answer	1.6%	1.9%	0.0%
<i>weighted n</i>	95	82	14
<i>unweighted n</i>	79	54	25

Data Source: Survey Research Office, University of Illinois at Springfield



Data Source: Survey Research Office, University of Illinois at Springfield

Summary

Approximately 23 percent of the TANF leavers return to cash assistance at some point within the first six months after their first exit in the study period, and around 28 percent return at some point within the first year after exit (though data for 12-month follow-up are available only for some of the exit cohorts). Survey responses suggest the prominence of employment difficulties in explaining returns to TANF. About 40 percent of those who returned to TANF cited not being able to find a job or else losing a job as the primary reason for returning to TANF, and 25 percent said they had been unable to support their families.

In the analysis of administrative data, large differences in recidivism rates were found according to region and reasons for case closing. For example, leavers in Cook County were more likely to return to TANF within six months than were leavers downstate (28% versus 17% for downstate). Also, cases closed for non-cooperation reasons were more likely than those closed for earnings-related reasons to return to active status within 6 months (36% versus 14%). Further, regression results showed that, when holding other factors constant, limited education and work experience as well as region were associated with recidivism. A better understanding of the reasons for these recidivism differences is needed as welfare reform proceeds in Illinois.

Chapter 6

What Services and Supports do TANF Leavers Use and Need?

To understand what happens after clients leave TANF and how recidivism might be avoided or at least delayed, it is important to examine the other public services that are being used after exit. Similarly, it is important to consider the more informal supports that leavers may need and use after exit. This chapter addresses how leavers use public services and informal supports.

Population Analysis of Use of Services Reported in Administrative Data

Analysis of the administrative data is focused primarily on the food stamp and Medicaid programs, two programs used by almost all TANF clients while on cash assistance and believed to provide important support after exit. After we consider the usage levels of these two programs after exit, we examine how TANF leavers use several other services provided by IDHS, as well as information on child abuse services and foster care placements coordinated by the Illinois Department of Child and Family Services (IDCFS).

Use of Food Stamps

Eligibility for food stamps is not dependent on TANF status. Indeed, because the income limits and program requirements are stricter for TANF than for food stamps, most former TANF recipients continue to be eligible for the food stamp program. Depending on the reason for TANF cancellation, food stamp enrollment may or may not continue automatically when TANF is canceled. When it does not continue, the family can reapply for food stamps. Families leaving TANF, however, may not know that they can receive food stamps without TANF or may not take the necessary steps to establish their continued eligibility. This raises the concern that many TANF leavers who are eligible for food stamps may not be receiving this support. To the extent that this leads to greater hardships or higher levels of TANF recidivism, it is important to understand this post-exit outcome.

The analyses that follow of this access to food stamps are hampered, however, by the quality of the data available on program participation. Specifically, there are two ways of authorizing food stamps in Illinois, and one of them, referred to as one-month issuances, was not included in the data made available to the UIS evaluation team. Special one-month issuances are made to most TANF leavers who are not continued on the regular food stamp rolls. Notification of this coverage is accompanied by a note that indicates that food stamp receipt will end unless the individual reapplies. In those cases in which the individuals do reapply, special one-month issuances are made until the case can be reactivated on the regular food stamp rolls. As such, the available data, without the one-month issuances, underestimate food stamp participation in the months after exit. There will even be some underestimation in subsequent months after exit, but, as discussed below, the percentages of survey respondents indicating that they were receiving food stamps at interview (6 to 8 months after exit) or at any time since exiting were consistent with the administrative data. This suggests that the problem of missing food stamp payment

data applies most significantly to the month of exit and the first month after exit, and so, in order not to misrepresent the magnitude of those not receiving food stamps, we have chosen not to report food stamp participation data for the month of exit and the first month after exit.

Analysis by Case Type

In representing the use of food stamps after exit, it is important to distinguish different questions and the analyses that address these questions. First, as with recidivism to cash assistance, one needs to distinguish current participation in the program in a given month after the first exit from cumulative participation, receiving food stamps in any of the subsequent months after exit. Current participation in the food stamps program provides an answer to the question of what percent of leavers are covered in any particular month after first exit. Cumulative participation, when compared to current participation, addresses the degree to which TANF leavers rely on this nutrition support service at all after exit.

The second distinction to make is whether the participation in food stamps is to be calculated for all TANF leavers or for only those who are not receiving cash assistance. Calculating food stamp participation for all TANF leavers provides an overall measure of program use. A separate question, however, concerns the ease of access to food stamp participation for those not on cash assistance. In that return to the food stamp program is often initiated when leavers return to cash assistance, this second question is not addressed by overall rates of food stamps usage by those who exit TANF. Instead, this question requires looking at those who are not on TANF cash assistance in the months after exit and reporting the percentages of this non-active group who have received food stamps, either for a current month or cumulatively, in the months after exit. Analyses based on these distinctions are reported below.

Current Use of Food Stamps Before and After Exit. The top half of Table 82 notes a dramatic decrease in food stamp use at point of exit. For single-parent cases, food stamp usage one month prior to exit was about 87 percent, while two months after exiting TANF, food stamp use was under 30 percent. The percentage of those receiving food stamps increased to a high of almost 35 percent in subsequent months, indicating that at least 65 percent of the single-parent case TANF leavers are not receiving food stamps in any given month after exit.

Two-parent cases show a similar decline at exit. Whereas in the month prior to exit food stamp usage was approximately 92 percent, two months after exit the percentage dropped to around 31 percent. This participation rate remained quite stable in subsequent months so that in the following four months after exit around 68 percent of the identified leavers were not receiving food stamps for that month.

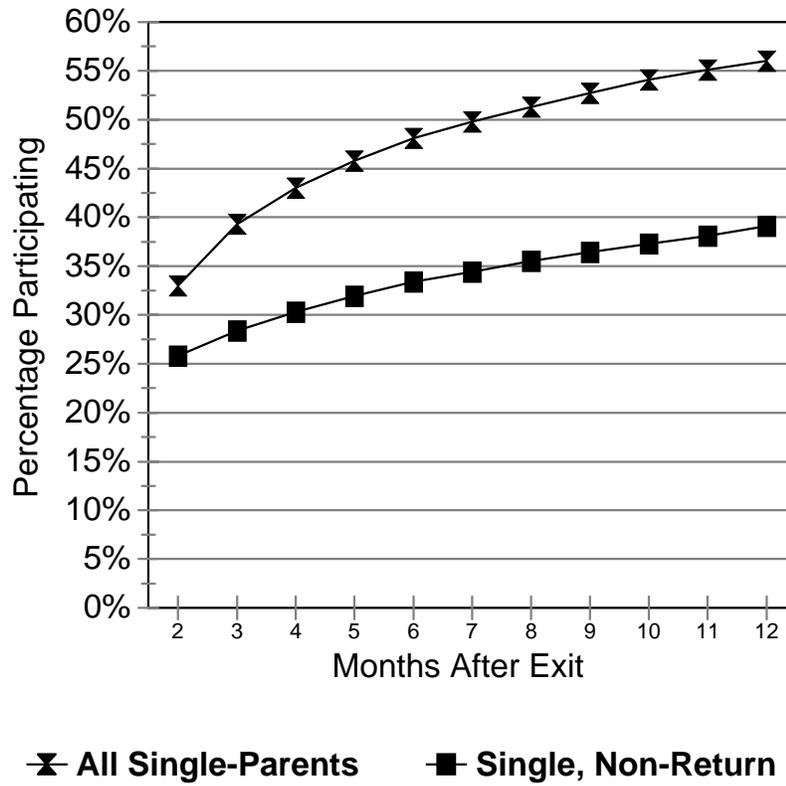
Current Use of Food Stamps in Non-Active Cases. In that some of the food stamp participation reported in top half of Table 82 is the result of cases becoming active again for cash assistance, the percentages reported there do not address whether leavers are managing to return to food stamps as a support without having to return to cash assistance. The alternative explanation for the post-exit use of food stamps is that much of it is just an artifact of some leavers returning to active TANF status. Thus, another perspective in understanding food stamp usage after exit is developed by considering only a subset of leavers, those who are not receiving TANF cash assistance. The bottom half of Table 82 reports the percent by month of use for

those who are not currently receiving cash assistance. Note that for single-parent cases, use of food stamps remains fairly constant after exit at around 22 percent. This suggests that almost all of the post-exit increase in current food stamp usage comes about when clients return to active TANF assistance and are registered for this service as part of this return to active status.

Cumulative Use of Food Stamps After Exit. In addition to examining the use of food stamps for each month after exit, it is useful also to examine the cumulative use of this service after exit. In the same way that cumulative TANF recidivism was examined in the previous chapter, the top half of Table 83 reports the percent of cases that ever used food stamps in the months after exit. Note, for example, that by six months after their first exit in the study period, almost half of the leavers (48.1% of single-parent cases and 47.7% of two-parent cases) have received food stamps at some point since their case was closed. That these percentages are around 13 to 16 percentage points higher than the rates for current participation reported in Table 82 (34.8% for single-parent cases; 31.6% for two-parent cases) indicates that food stamp participation is temporary for many after exiting TANF.

Cumulative Use of Food Stamps After Exit by Non-Recidivists. Just as it was important to examine monthly use of food stamps by those who were not currently receiving TANF cash assistance, so it is in understanding the cumulative use of food stamps after exit. For this purpose a different approach is used in selecting those not on TANF. Rather than consider the subset of leavers not currently on TANF, this analysis examines the subset of TANF leavers whose cases closed but did not reopen in the subsequent 12 months (there were 73,546 total cases that had data for the entire 12 months after exit and did not return to TANF during those 12 months). The bottom half of Table 83 provides the results of this analysis. As illustrated in Figure 16, much of the rise in the cumulative use of food stamps in the months following exit is due to the leavers who return to TANF cash assistance. For example, whereas the increase in cumulative food stamp use for all single-parent cases between the second month after exit and six months after exit was 15 percentage points (33% to 48.1%), the increase for single-parent cases which did not return to TANF for at least 12 months was much less (25.8% to 33.4%, or an increase of 7.6 percentage points).

Figure 16: Cumulative Food Stamp Use
 All Single-Parent and Non-Return Cases



All cohorts have data for seven months after exit; later cohorts drop out of analyses for eight months or more after exit.
 Data Source: IDHS Client Database (CDB)

Table 82: Food Stamp Receipt Before and After First Exit, By Case Type

Including Current TANF Cases	Months After First Exit* (Percentages)															
	3 Mo. before Exit	2 Mo. before Exit	1 Mo. before Exit	Mo. of Exit	1 Mo. after Exit	2 Mo. after Exit	3 Mo. after Exit	4 Mo. after Exit	5 Mo. after Exit	6 Mo. after Exit	7 Mo. after Exit	8 Mo. after Exit	9 Mo. after Exit	10 Mo. after Exit	11 Mo. after Exit	12 Mo. after Exit
Single-Parent (n=124,819)	85.1%	87.3%	87.2%			29.5%	33.0%	34.1%	34.6%	34.8%	34.8%	34.7%	34.2%	33.9%	33.4%	32.8%
Two-Parent (n=12,511)	83.7%	88.9%	92.3%			30.7%	32.2%	32.4%	32.0%	31.6%	31.3%	30.9%	30.3%	29.6%	28.9%	28.6%
All Cases (n=137,330)	85.0%	87.5%	87.6%			29.6%	32.9%	33.9%	34.4%	34.5%	34.5%	34.3%	33.8%	33.5%	33.0%	32.4%
Excluding Current TANF Cases**	Months After First Exit* (Percentages)															
Case Type	2 Mo. after Exit	3 Mo. after Exit	4 Mo. after Exit	5 Mo. after Exit	6 Mo. after Exit	7 Mo. after Exit	8 Mo. after Exit	9 Mo. after Exit	10 Mo. after Exit	11 Mo. after Exit	12 Mo. after Exit					
Single-Parent	21.1%	21.8%	21.9%	22.0%	21.9%	22.0%	22.1%	21.9%	21.7%	21.5%	21.3%					
Two-Parent	26.8%	27.1%	26.7%	26.1%	25.6%	25.4%	25.2%	25.0%	24.4%	24.1%	24.1%					
All Cases	21.7%	22.4%	22.4%	22.4%	22.3%	22.3%	22.4%	22.3%	22.0%	21.8%	21.6%					

* All cohorts have data for seven months after exit; later cohorts drop out of analyses for eight months or more after exit.

** When excluding current TANF cases, the sample size changes each month and so is not reported here; Table 69 reports on non-active TANF cases.

Data Source: IDHS Client Database (CDB)

Table 83: Cumulative Food Stamp Receipt in Months After First Exit, By Case Type

All Cases	Months After First Exit* (Percentages)											
	2 Mo. after Exit	3 Mo. after Exit	4 Mo. after Exit	5 Mo. after Exit	6 Mo. after Exit	7 Mo. after Exit	8 Mo. after Exit	9 Mo. after Exit	10 Mo. after Exit	11 Mo. after Exit	12 Mo. after Exit	
Case Type												
Single-Parent (n=124,819)	33.0%	39.3%	43.0%	45.8%	48.1%	49.8%	51.3%	52.7%	54.1%	55.1%	56.0%	
Two-Parent (n=12,511)	36.3%	40.8%	43.8%	45.9%	47.7%	49.1%	50.7%	51.9%	53.1%	54.2%	55.2%	
All Cases (n=137,330)	33.3%	39.4%	43.1%	45.8%	48.0%	49.7%	51.3%	52.6%	54.0%	55.0%	55.9%	
Only Cases that Remain Closed for 12 Months	Months After First Exit* (Percentages)											
Case Type												
Single-Parent (n=64,958)	25.8%	28.4%	30.3%	31.9%	33.4%	34.4%	35.5%	36.4%	37.3%	38.1%	39.1%	
Two-Parent (n=8,588)	32.8%	35.6%	37.7%	39.0%	40.3%	41.4%	42.4%	43.4%	44.1%	44.9%	45.9%	
All Cases (n=73,546)	26.6%	29.3%	31.1%	32.7%	34.2%	35.3%	36.3%	37.3%	38.1%	38.9%	39.9%	

* All cohorts have data for seven months after exit; later cohorts drop out of analyses for eight months or more after exit.
Data Source: IDHS Client Database (CDB)

Analysis by State Region for Single-Parent Cases

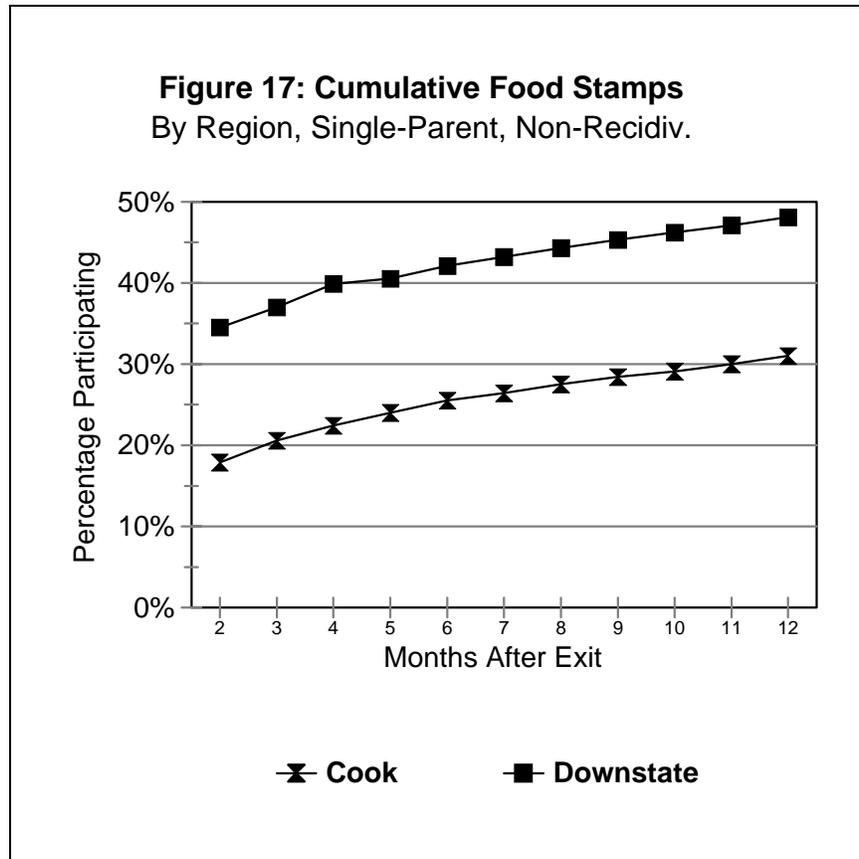
One of the concerns with welfare reform is that particular groups may not be receiving the services that are available to help them remain off TANF cash assistance. Given the challenges that seem to exist for TANF leavers in urban areas, the following analyses describe the differences in use of food stamps between Cook County leavers and downstate leavers. As with the analyses in previous chapters, we now shift our attention to single-parent cases in an effort to maintain clarity when disaggregating by region and to retain the focus on the type of cases that predominate in TANF caseloads.

Current Use for Single-Parent Cases. The percent receiving food stamps while on cash assistance was similar for cases in Cook County and downstate. As Table 84 shows for single-parent cases, however, the drop in receipt of food stamps after exit was much greater in Cook County than downstate. Specifically, the percent of leavers receiving food stamps two months after exit was almost eight percentage points higher downstate (34%) than in Cook County (26.3%). The top half of Table 84 shows that use of food stamps converges for the two regions in later months after exit, to the point where the percentages are equal 12 months after exit. The bottom half of Table 84 considers only those cases that are not active on TANF in a particular month after exit, and, as with the analyses by case type, it shows that much of the increase in participation from two months after exit and beyond is a function of the leavers returning to cash assistance. When cases that are currently active again on TANF are excluded, the differences between the two regions become even more striking. For example, two months after exit the participation rate downstate for those not active on TANF is almost twice that of Cook County (29.1% versus 14.7%). In subsequent months after exit the downstate region maintains a nearly 10 percentage point difference in usage from Cook County.

Cumulative Use After Exit for Single-Parent Cases. Table 85 shows a similar difference between Cook County and downstate counties, here with regard to the cumulative use of food stamps after exit. The top half of Table 85 records the percentage of Cook County and downstate leavers that have ever received food stamps after exit. As with the analysis by case type, downstate leavers are much more likely than Cook County leavers to have ever received food stamps in the first few months after exit, but the gap between the two regions decreases in subsequent months as use in Cook County increases. The bottom half of Table 85 and Figure 17, however, show that most of the increases in cumulative food stamp use after exit are due to a return to TANF assistance. When analyzing only those leavers who did not return to cash assistance in the subsequent 12 months, the gap between Cook County and downstate counties remains around 16 or 17 percentage points.

Analysis by Administrative Reason for Case Closing for Single-Parent Cases

Eligibility for food stamps after leaving TANF is not determined by the administrative reason for case closure (see the discussion below for Medicaid). Nonetheless, there is some concern that those whose TANF cases are closed for non-cooperation reasons may be particularly at risk for not receiving important services for which they are eligible. In what follows, we analyze food stamp participation, both current use and cumulative use, by the administrative reason for case closing. We focus on single-parent cases as this type constitutes over 90 percent of TANF leavers.



*All cohorts have data for seven months after exit; later cohorts drop out of analyses on eight or more months after exit.
Data Source: IDHS Client Database (CDB)*

Current Use for Single-Parent Cases. In trying to understand the difference between Cook County and downstate usage of food stamps, one factor to consider is the administrative reason for case closure. Knowing that cases in Cook County are much more likely to be closed for non-cooperation than downstate cases, one might expect that cases closed for non-cooperation would be less likely to receive food stamps after exit than are cases closed for earned income reasons. As shown in Table 86, there is some difference in the second month after exit

(24.8% for non-cooperation reasons versus 30.7% for earned income reasons), but this gap decreases in subsequent months.

A different view of the problems confronting those whose cases close for non-cooperation is seen in Table 87. When those returning to cash assistance are excluded from the analysis, it is apparent that the rise in food stamp participation for non-cooperation cases is driven by the high rate at which they return to TANF after exit. Excluding those who return to TANF makes the cases closed for non-cooperation reasons stand out in comparison with all others. Whereas around 28 percent of cases closed for income reasons and not currently on TANF were receiving food stamps in the second month after exit, only seven percent of cases closed for non-cooperation reasons and not on TANF received food stamps in that month. This the gap remains, with the rate of food stamp participation for those closing for income reasons being around twice the rate for non-cooperation cases by six months after exit (25.4% versus 12.6%)

Cumulative Use After Exit for Single-Parent Cases. The cumulative levels of receipt of food stamps in any month after exit show similar distinctions between those closed for income reasons and those closed for non-cooperation. Shown in Table 88, the rates for those in the income and non-cooperation categories are similar by seven months after exit (51.7% for those closed for income reasons and 47% of those closed for non-cooperation). But, as before and as shown in Table 89, this growing convergence is largely the result of TANF leavers returning to cash assistance in the time after exit. When excluding those who return to TANF assistance within 12 months after first exit, the food stamp participation of those closed for non-cooperation is less than half that of those closed for income reasons (22.2% versus 49.2%).

Table 84: Food Stamp Receipt Before and After First Exit for Single-Parent Cases, By Region

Including Current TANF Cases	Months After First Exit* (Percentages)															
	3 Mo. before Exit	2 Mo. before Exit	1 Mo. before Exit	Mo. of Exit	1 Mo. after Exit	2 Mo. after Exit	3 Mo. after Exit	4 Mo. after Exit	5 Mo. after Exit	6 Mo. after Exit	7 Mo. after Exit	8 Mo. after Exit	9 Mo. after Exit	10 Mo. after Exit	11 Mo. after Exit	12 Mo. after Exit
Cook County (n=71,838)	86.8%	88.1%	86.5%			26.3%	31.3%	32.7%	33.8%	34.1%	34.2%	34.1%	33.6%	33.6%	33.3%	32.8%
Downstate (n=52,981)	82.8%	86.3%	88.1%			34.0%	35.4%	35.9%	35.8%	35.7%	35.6%	35.4%	34.9%	34.3%	33.6%	32.8%
All Single-Parent Cases (n=124,819)	85.1%	87.3%	87.2%			29.5%	33.0%	34.1%	34.6%	34.8%	34.8%	34.7%	34.2%	33.9%	33.4%	32.8%
Excluding Active TANF Cases**	Months After First Exit* (Percentages)															
Case Type	3 Mo. after Exit	4 Mo. after Exit	5 Mo. after Exit	6 Mo. after Exit	7 Mo. after Exit	8 Mo. after Exit	9 Mo. after Exit	10 Mo. after Exit	11 Mo. after Exit	12 Mo. after Exit	13 Mo. after Exit	14 Mo. after Exit	15 Mo. after Exit	16 Mo. after Exit	17 Mo. after Exit	18 Mo. after Exit
Cook County	14.7%	16.2%	16.7%	17.2%	17.4%	17.5%	17.5%	17.6%	17.3%	17.4%	17.5%	17.5%	17.6%	17.6%	17.6%	17.7%
Downstate	29.1%	28.7%	28.2%	27.7%	27.5%	27.3%	27.0%	26.4%	27.5%	27.5%	27.5%	27.3%	26.4%	25.8%	25.4%	25.4%
All Single-Parent Cases	21.1%	21.8%	21.9%	22.0%	22.0%	22.1%	21.9%	21.7%	21.9%	22.0%	22.0%	22.1%	21.7%	21.5%	21.3%	21.3%

* All cohorts have data for seven months after exit; later cohorts drop out of analyses for eight months or more after exit
 ** When excluding active TANF cases, sample size varies from month to month and is not reported here; Table 70 provides this information.
 Data Source: IDHS Client Database (CDB)

**Table 85: Cumulative Food Stamp Receipt in the Months After First Exit for Single-Parent Cases,
By State Region**

All Cases	Months After First Exit* (Percentages)											
	2 Mo. after Exit	3 Mo. after Exit	4 Mo. after Exit	5 Mo. after Exit	6 Mo. after Exit	7 Mo. after Exit	8 Mo. after Exit	9 Mo. after Exit	10 Mo. after Exit	11 Mo. after Exit	12 Mo. after Exit	
Cook County (n=71,838)	27.9%	35.3%	39.5%	42.6%	45.0%	46.8%	48.2%	49.5%	51.1%	52.1%	53.0%	
Downstate (n=52,981)	40.0%	44.7%	47.8%	50.2%	52.3%	53.8%	55.5%	56.8%	57.9%	58.8%	59.6%	
All Single-Parent Cases (n=124,819)	33.0%	39.3%	43.0%	45.8%	48.1%	49.8%	51.3%	52.7%	54.1%	55.1%	56.0%	
Only Cases that Remain Closed for 12 Months	Months After First Exit* (Percentages)											
Cook County (n=34,010)	17.9%	20.6%	22.4%	24.0%	25.5%	26.4%	27.5%	28.4%	29.1%	30.0%	31.0%	
Downstate (n=30,948)	34.5%	37.0%	39.9%	40.5%	42.1%	43.2%	44.3%	45.3%	46.2%	47.1%	48.1%	
Single-Parent Non- Recidivist (n=64,958)	25.8%	28.4%	30.3%	31.9%	33.4%	34.4%	35.5%	36.4%	37.3%	38.1%	39.1%	

* All cohorts have data for seven months after exit; later cohorts drop out of analyses for eight months or more after exit.
Data Source: IDHS Client Database (CDB)

Table 86: Food Stamps Receipt in Months Before and After First Exit for Single-Parent Cases, by Reason for Case Closure

Including Current TANF Cases	Months After First Exit* (Percentages)																
	3 Mo. before Exit	2 Mo. before Exit	1 Mo. before Exit	Mo. of Exit	1 Mo. after Exit	2 Mo. after Exit	3 Mo. after Exit	4 Mo. after Exit	5 Mo. after Exit	6 Mo. after Exit	7 Mo. after Exit	8 Mo. after Exit	9 Mo. after Exit	10 Mo. after Exit	11 Mo. after Exit	12 Mo. after Exit	
Closing Reason																	
Closed for Income Reasons (n=39,738)	87.6%	89.9%	90.3%			30.7%	32.1%	32.4%	32.6%	32.9%	33.4%	33.9%	33.7%	33.3%	32.9%	32.9%	32.9%
Closed for Non-Cooperation (n=42,128)	83.0%	85.0%	84.5%			24.8%	31.3%	33.2%	34.1%	34.4%	34.2%	33.7%	32.9%	32.5%	31.9%	31.2%	31.2%
Closed for Other Reasons (n=18,223)	83.7%	86.3%	85.8%			21.9%	25.9%	27.5%	28.6%	29.3%	29.4%	29.2%	29.1%	29.4%	29.2%	28.4%	28.4%
Closing Reason Unknown (n=24,730)	85.8%	87.8%	87.7%			41.4%	42.6%	43.0%	43.3%	42.6%	42.2%	41.5%	40.5%	40.7%	39.5%	38.2%	38.2%
All Single-Parent Cases (n=124,819)	85.1%	87.3%	87.2%			29.5%	33.0%	34.1%	34.6%	34.8%	34.8%	34.7%	34.2%	33.9%	33.4%	32.8%	32.8%

* All cohorts have data for seven months after exit; later cohorts drop out of analyses for eight months or more after exit.
Data Source: IDHS Client Database (CDB)

**Table 87: Food Stamps Receipt in Months After First Exit for Non-Active, Single-Parent Cases,
by Reason for Case Closure**

Excluding Current TANF Cases	Months After First Exit* (Percentages)											
	2 Mo. after Exit	3 Mo. after Exit	4 Mo. after Exit	5 Mo. after Exit	6 Mo. after Exit	7 Mo. after Exit	8 Mo. after Exit	9 Mo. after Exit	10 Mo. after Exit	11 Mo. after Exit	12 Mo. after Exit	
Closing Reason												
Closed for Income Reasons**	27.9%	27.0%	26.2%	25.6%	25.4%	25.6%	25.9%	25.8%	25.3%	25.1%	25.3%	
Closed for Non-Cooperation**	7.0%	9.4%	10.8%	11.8%	12.6%	13.1%	13.3%	13.4%	13.5%	13.5%	13.4%	
Closed for Other Reasons**	17.1%	19.1%	19.4%	19.7%	19.6%	19.4%	19.2%	19.2%	19.3%	19.1%	18.6%	
Closing Reason Unknown**	34.0%	33.4%	32.9%	32.6%	31.6%	31.2%	30.5%	29.5%	29.7%	28.8%	27.7%	
All Single-Parent Cases**	21.1%	21.8%	21.9%	22.0%	21.9%	22.0%	22.1%	21.9%	21.7%	21.5%	21.3%	

* All cohorts have data for seven months after exit; later cohorts drop out of analyses for eight months or more after exit.

** When excluding current TANF cases, sample size changes each month and so is not reported here; see Table 73 for recidivism rates by case closure reasons.

Data Source: IDHS Client Database (CDB)

Table 88: Cumulative Food Stamps Receipt in Months After First Exit for Single-Parent Cases, by Reason for Case Closure

Including Current TANF Cases	Months After First Exit* (Percentages)											
	2 Mo. after Exit	3 Mo. after Exit	4 Mo. after Exit	5 Mo. after Exit	6 Mo. after Exit	7 Mo. after Exit	8 Mo. after Exit	9 Mo. after Exit	10 Mo. after Exit	11 Mo. after Exit	12 Mo. after Exit	
Closing Reason												
Closed for Income Reasons (n=39,738)	37.5%	42.4%	45.4%	47.8%	49.9%	51.7%	53.9%	55.6%	57.1%	58.2%	59.4%	
Closed for Non-Cooperation (n=42,128)	25.5%	34.2%	39.3%	42.7%	45.2%	47.0%	48.2%	49.3%	50.2%	51.1%	51.7%	
Closed for Other Reasons (n=18,223)	23.7%	29.4%	33.2%	36.1%	38.5%	40.2%	41.9%	43.4%	45.0%	46.5%	47.6%	
Closing Reason Unknown (n=24,730)	45.5%	50.1%	52.9%	55.3%	57.2%	58.5%	59.3%	60.0%	62.4%	62.8%	63.0%	
All Single-Parent Cases (n=124,819)	33.0%	39.3%	43.0%	45.8%	48.1%	49.8%	51.3%	52.7%	54.1%	55.1%	56.0%	

* All cohorts have data for seven months after exit; later cohorts drop out of analyses for eight months or more after exit.
Data Source: IDHS Client Database (CDB)

Table 89: Cumulative Food Stamps Receipt in Months After First Exit for Non-Recidivist, Single-Parent Cases, by Reason for Case Closure

Excluding Cases that Return to TANF within 12 Months	Months After First Exit* (Percentages)											
	2 Mo. after Exit	3 Mo. after Exit	4 Mo. after Exit	5 Mo. after Exit	6 Mo. after Exit	7 Mo. after Exit	8 Mo. after Exit	9 Mo. after Exit	10 Mo. after Exit	11 Mo. after Exit	12 Mo. after Exit	
Closing Reason												
Closed for Income Reasons (n=23,010)	35.5%	38.2%	39.9%	41.3%	42.8%	44.0%	45.1%	46.1%	47.0%	47.9%	49.2%	
Closed for Non-Cooperation (n=17,494)	7.9%	10.6%	12.7%	14.4%	16.1%	17.3%	18.5%	19.4%	20.2%	21.2%	22.2%	
Closed for Other Reasons (n=10,817)	19.8%	23.1%	25.2%	26.9%	28.2%	29.2%	30.1%	31.0%	31.7%	32.5%	33.3%	
Closing Reason Unknown (n=13,637)	37.1%	39.0%	40.6%	42.2%	43.6%	44.5%	45.5%	46.3%	47.2%	47.9%	48.6%	
All Single-Parent Cases (n=64,958)	25.8%	28.4%	30.3%	31.9%	33.4%	34.4%	35.6%	36.4%	37.3%	38.1%	39.1%	

* All cohorts have data for seven months after exit; later cohorts drop out of analyses for eight months or more after exit.
Data Source: IDHS Client Database (CDB)

Participation in Medicaid

The second major service outcome tracked for this study is the percentage of TANF leavers who continue to receive Medicaid after exit. Most former TANF recipients are potentially eligible for Medicaid or KidCare, the Illinois Child Health Insurance Program. Eligibility for these programs is not dependent solely on TANF status. Families who qualify for Medicaid or KidCare may be enrolled when the TANF case is canceled. When that does not happen, the family can reapply for those programs. However, families leaving TANF may not know that they can receive Medicaid or KidCare without TANF or may not take the necessary steps to establish their eligibility.

Families with new or increased earnings which result in cancellation of TANF automatically receive extended Medicaid (transitional Medicaid) for six months and most can qualify for an additional six months. Most families canceled for failure to cooperate with TANF employment and training requirements are potentially eligible for Medicaid because those requirements do not affect Medicaid eligibility. Those who leave TANF because of unearned income may still qualify for Medicaid, or their children may qualify for KidCare. Some circumstances, such as failure to keep an appointment to verify continued eligibility, may end eligibility for both Medicaid and TANF.

Analysis by Case Type: Single-Parent and Two-Parent Cases

Our analyses of Medicaid participation begin with an overview of all TANF leaver cases, both single- and two-parent cases. As with food stamps, the initial concern is the degree to which TANF leavers are covered by this important support program, both in terms of current (monthly) and cumulative participation after exit.

Current Participation in Medicaid Before and After Exit. The top half of Table 90 reports the monthly participation in Medicaid by case type. Reviewing first the single-parent cases, the table indicates that adult participation in Medicaid is almost universal in the month before exit, around 99 percent (98.7%), but in the month of exit coverage drops to around 42 percent (41.8%). There is some subsequent increase so that by three months after exit 57 percent of the single-parent adult leavers in the study population are participating in this program.

A similar pattern was observed for two-parent cases, though the overall level of after-exit participation is higher. Approximately 100 percent (99.9%) of the identified adult leavers in two-parent cases are covered by Medicaid in the month before exit, and, on average, around 57 percent (56.5%) are covered in the month of exit. This average percentage of coverage increases so that by the third month after exit almost 65 percent are participating in Medicaid.

Current Participation in Medicaid for Non-Active Cases. Given the assumption that access to services like food stamps and Medicaid might help leavers remain off of TANF cash assistance, it is useful to examine the patterns of Medicaid participation by those leavers not on TANF in a given month. It is useful to know, for example, whether the increases in Medicaid coverage after exit represent efforts by caseworkers to alert leavers to their possible eligibility and seek to enroll them. An alternative explanation for this increase is that many of those who

left without Medicaid are returning to active TANF status and so receive Medicaid coverage automatically.

To examine these possibilities, the bottom half of Table 90 presents the participation rates for Medicaid for those who have not returned to TANF assistance in the year following exit. As with food stamps, this subgroup lets us see if there is an increase in participation separate from returning to TANF assistance. We see, for example, in the row for single-parent cases in the bottom half of Table 90 that, while there is an increase of around seven percentage points in the average of Medicaid coverage between the month of exit and third month off assistance (from 41.8% to 48.9%), this increase is about half of the increase for single-parent cases in the top half of the table (41.8% to 57%, or 15.2 percentage points). This suggests that there is some increase in Medicaid coverage after exit even without a return to TANF, but most of the increase is due to returning to active TANF status.

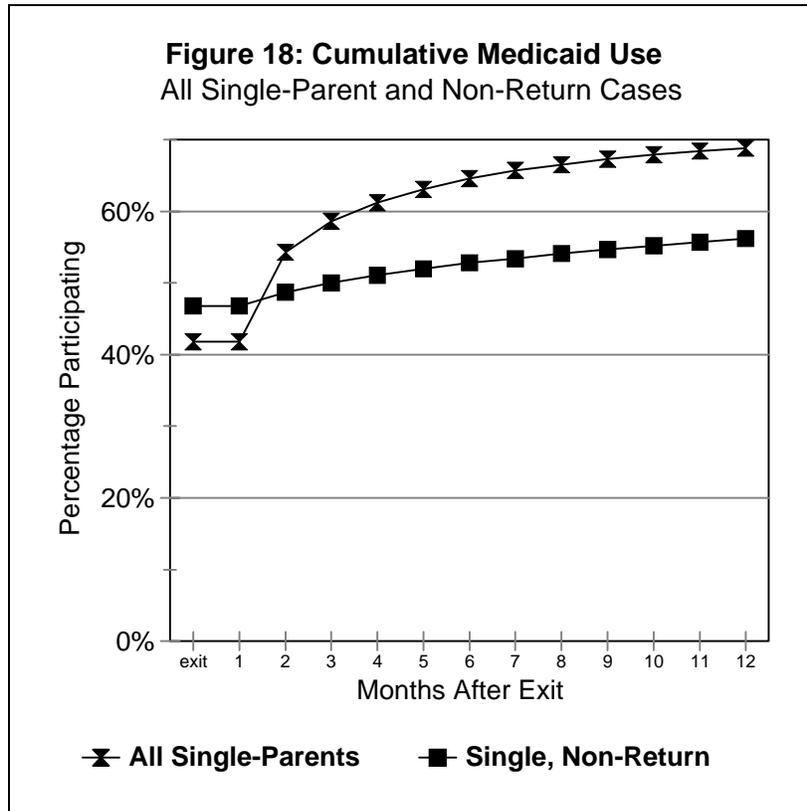
A similar pattern was found with two-parent cases, but, perhaps because a higher percentage receive Medicaid after exit, the contrast is less notable between the top and bottom halves of Table 90. Whereas the increase in Medicaid coverage for all two-parent cases increases around eight percentage points from the month of exit to three months after exit (from 56.5% to 64.7%), when considering only those who are not active on TANF the increase is only around five percentage points from month of exit to three months after exit (56.5% to 61.7%).

Cumulative Participation in Medicaid. To understand the participation in Medicaid by leavers it is useful also to examine the cumulative levels that represent the percentage of leavers that have been covered by Medicaid at any point after their first study exit. The top half of Table 91 presents these cumulative rates and shows, for example, that by three months after first exit around 59 percent (58.6%) of single-parent cases had participated in Medicaid at some point after leaving TANF; by six months after exit another six percent had participated in Medicaid (to 64.6%) and by 12 months after exit the cumulative rate climbed to around 69 percent (68.8%).

Two-parent cases had higher cumulative rates of participation in Medicaid after exit. Around two-thirds (66.3%) had participated in Medicaid by three months after exit. This rises to over 70 percent (70.3%) six months after exit and to over 73 percent (73.5%) within a year after exit.

Cumulative Participation in Medicaid by 12-Month Non-Recidivists. As with the numbers for current use, cumulative participation in Medicaid can be interpreted also in terms of the coverage among those who do not return to active TANF status. The bottom half of Table 91 reports the participation rates for those who do not return to TANF for at least 12 months after first exit. As shown in Figure 18, when excluding those who return to TANF, there is a much smaller increase between exit and three months after exit in the percentage who have participated in Medicaid. The increase in cumulative participation for all single-parent cases in that time period (as shown in the top half of Table 91) was about 17 percentage points (41.8% to 58.6%). But the increase for all non-recidivist single-parent cases (as shown in the bottom half of Table 91) was only about three percentage points (from 46.8% to 50%) between the month of exit and three months after exit. At six months after exit, non-recidivist cumulative participation for single-parent cases had climbed only to 53 percent (52.8%). As with current participation in Medicaid, the two-parent cases revealed a similar pattern as the single-parent cases, but the

participation rates were higher and the contrast was smaller between statistics for all two-parent cases and those not returning to TANF for one year.



All cohorts have data for seven months after exit; later cohorts drop out of analyses on eight or more months after exit.

Data Source: IDHS Client Database (CDB)

Table 90: Medicaid Participation Before and After First Exit, by Case Type

Including Current TANF Cases	Months After First Exit*															
	3 Mo. before Exit	2 Mo. before Exit	1 Mo. before Exit	Mo. of Exit	1 Mo. after Exit	2 Mo. after Exit	3 Mo. after Exit	4 Mo. after Exit	5 Mo. after Exit	6 Mo. after Exit	7 Mo. after Exit	8 Mo. after Exit	9 Mo. after Exit	10 Mo. after Exit	11 Mo. after Exit	12 Mo. after Exit
Single-Parent (n=124,819)	92.8%	96.0%	98.7%	41.8%	41.5%	53.7%	57.0%	57.6%	55.8%	51.7%	50.0%	47.9%	47.4%	47.1%	44.9%	40.0%
Two-Parent (n=12,511)	89.4%	95.0%	99.9%	56.5%	55.9%	62.5%	64.7%	65.0%	62.4%	56.4%	54.0%	51.1%	50.3%	49.9%	46.7%	39.2%
All Cases (n=137,330)	92.5%	95.9%	98.8%	43.1%	42.8%	54.5%	57.7%	58.3%	56.4%	52.1%	50.4%	48.2%	47.6%	57.4%	45.1%	39.9%
Excluding Current TANF Cases**	Months After First Exit*															
Case Type	3 Mo. before Exit	2 Mo. before Exit	1 Mo. before Exit	Mo. of Exit	1 Mo. after Exit	2 Mo. after Exit	3 Mo. after Exit	4 Mo. after Exit	5 Mo. after Exit	6 Mo. after Exit	7 Mo. after Exit	8 Mo. after Exit	9 Mo. after Exit	10 Mo. after Exit	11 Mo. after Exit	12 Mo. after Exit
Single-Parent				41.8%	41.5%	47.2%	48.9%	48.7%	45.9%	40.8%	38.8%	36.6%	36.4%	36.1%	33.9%	28.5%
Two-Parent				56.5%	55.9%	60.1%	61.7%	61.8%	58.8%	52.2%	49.7%	46.7%	46.1%	45.9%	42.7%	35.0%
All Cases				43.1%	42.8%	48.4%	50.1%	50.0%	47.2%	42.0%	39.9%	37.6%	37.4%	37.2%	34.9%	29.2%

* All cohorts have data for seven months after exit; later cohorts drop out of analyses for eight months or more after exit.

** When excluding current TANF cases, sample size changes each month and so is not reported here; see Table 69.

Data Source: IDHS Client Database (CDB)

Table 91: Cumulative Medicaid Participation in Months After First Exit, by Case Type

		Months After First Exit*											
Case Type	Month of Exit	1 Mo. after Exit	2 Mo. after Exit	3 Mo. after Exit	4 Mo. after Exit	5 Mo. after Exit	6 Mo. after Exit	7 Mo. after Exit	8 Mo. after Exit	9 Mo. after Exit	10 Mo. after Exit	11 Mo. after Exit	12 Mo. after Exit
Single-Parent (n=124,819)	41.8%	41.8%	54.3%	58.6%	61.2%	63.1%	64.6%	65.7%	66.5%	67.3%	67.9%	68.4%	68.8%
Two-Parent (n=12,511)	56.5%	63.4%	66.3%	68.3%	69.5%	70.5%	71.3%	72.0%	72.6%	73.1%	73.2%	73.5%	73.5%
All Cases (n=137,330)	43.1%	55.1%	59.3%	61.9%	63.7%	65.1%	66.2%	67.0%	67.8%	68.4%	68.9%	69.3%	69.3%
Excluding TANF Recidivism in 12 Months		Months After First Exit* (Percentages)											
Case Type	Month of Exit	1 Mo. after Exit	2 Mo. after Exit	3 Mo. after Exit	4 Mo. after Exit	5 Mo. after Exit	6 Mo. after Exit	7 Mo. after Exit	8 Mo. after Exit	9 Mo. after Exit	10 Mo. after Exit	11 Mo. after Exit	12 Mo. after Exit
Single-Parent (n=64,958)	46.8%	46.8%	48.7%	50.0%	51.1%	52.0%	52.8%	53.4%	54.1%	54.7%	55.2%	55.7%	56.2%
Two-Parent (n=8,588)	58.2%	60.8%	62.3%	63.4%	64.1%	64.7%	65.3%	65.8%	66.4%	66.9%	67.4%	67.8%	67.8%
All Cases (n=73,546)	48.1%	50.1%	51.5%	52.5%	53.4%	54.2%	54.8%	55.5%	56.0%	56.6%	57.1%	57.6%	57.6%

* All cohorts have data for seven months after exit; later cohorts drop out of analyses for eight months or more after exit.
Data Source: IDHS Client Database (CDB)

Analysis by State Region

Having presented an overview of Medicaid participation after exit, we now shift to a focus on single-parent cases (which constitute over 90% of all case closures) disaggregated by region. The concern to be addressed in these analyses is whether TANF leavers face greater challenges in being enrolled in Medicaid in Cook County or downstate.

Current Use for Single-Parent Cases. The differences in Medicaid participation rates for Cook County and downstate counties parallel the results found for food stamps. As before, those in Cook County are less likely to receive Medicaid in the first few months after exit, but this gap decreases over the subsequent months (see Table 92). The bottom half of Table 92 presents a somewhat different perspective, wherein those returning to TANF assistance are excluded and only those not active in a particular month are used to note the differences in Medicaid coverage between Cook County leavers and downstate leavers. Seen this way the gap between Cook County and downstate leavers starts at around 18 percentage points (34% to 52.3%) and narrows to about 9 percentage points (24.3% to 33.2%) at 12 months after exit.

Cumulative Use After Exit for Single-Parent Cases. Cumulative participation in Medicaid, presented in Table 93, also highlights the gap between Cook County and downstate, with downstate leavers being more likely to participate in Medicaid after exit. The bottom half of Table 93, and Figure 19, confirms that, when excluding anyone who has returned to cash assistance in 12 months, the gap between Cook County and downstate remains fairly constant, at around 14 percentage points in subsequent months after exit. The administrative data do not provide direct evidence of why this gap exists between Cook County and downstate— there may be differences in IDHS activities in the two regions or it may be that other regional factors are responsible. The persistence of this gap, however, suggests that it reflects a problem that does require further attention for possible policy solutions.

Table 92: Medicaid Participation Before and After First Exit, by Region

Including Current TANF Cases	Months After First Exit*															
	3 Mo. before Exit	2 Mo. before Exit	1 Mo. before Exit	Mo. of Exit	1 Mo. after Exit	2 Mo. after Exit	3 Mo. after Exit	4 Mo. after Exit	5 Mo. after Exit	6 Mo. after Exit	7 Mo. after Exit	8 Mo. after Exit	9 Mo. after Exit	10 Mo. after Exit	11 Mo. after Exit	12 Mo. after Exit
Cook County (n=71,838)	94.4%	96.9%	98.6%	34.0%	33.8%	49.5%	53.7%	54.6%	53.3%	50.1%	48.8%	46.8%	46.2%	45.8%	43.9%	39.7%
Downstate (n=52,981)	90.7%	94.8%	98.7%	52.3%	51.9%	59.3%	61.4%	61.7%	59.2%	53.9%	51.7%	49.3%	48.9%	48.7%	46.2%	40.4%
All Single-Parent Cases (n=124,819)	92.8%	96.0%	98.7%	41.8%	41.5%	53.7%	57.0%	57.6%	55.8%	51.7%	50.0%	47.9%	47.4%	47.1%	44.9%	40.0%
Excluding Current TANF Cases**	Months After First Exit*															
	3 Mo. before Exit	2 Mo. before Exit	1 Mo. before Exit	Mo. of Exit	1 Mo. after Exit	2 Mo. after Exit	3 Mo. after Exit	4 Mo. after Exit	5 Mo. after Exit	6 Mo. after Exit	7 Mo. after Exit	8 Mo. after Exit	9 Mo. after Exit	10 Mo. after Exit	11 Mo. after Exit	12 Mo. after Exit
Cook County				34.0%	33.8%	40.2%	42.2%	42.1%	39.7%	35.4%	33.7%	31.8%	31.5%	31.1%	29.1%	24.3%
Downstate				52.3%	51.9%	55.8%	56.9%	56.6%	53.4%	47.3%	44.8%	42.2%	42.0%	41.8%	39.3%	33.2%
All Single-Parent Cases				41.8%	41.5%	47.2%	48.9%	48.7%	45.9%	40.8%	38.8%	36.6%	36.4%	36.1%	33.9%	28.5%

*All cohorts have data for seven months after exit; later cohorts drop out of analyses for eight months or more after exit.

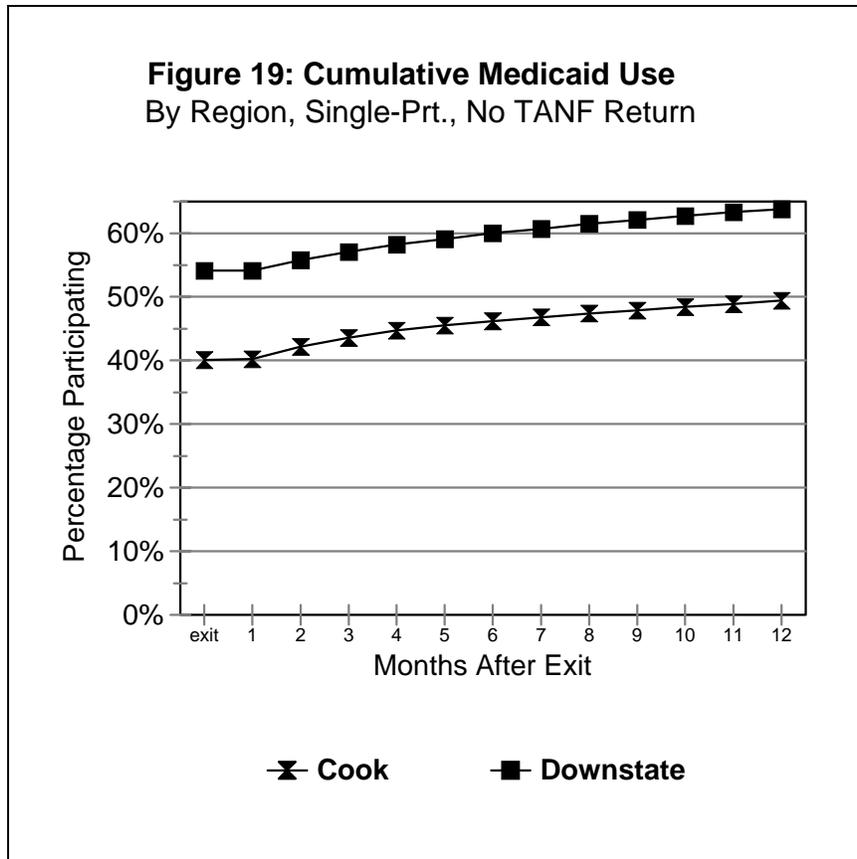
** When excluding current TANF cases, sample size changes each month and so is not reported here; see Table 70 for recidivism rates by region.

Data Source: IDHS Client Database (CDB)

Table 93: Cumulative Medicaid Participation in Months After First Exit, by Region

Including TANF Recidivists	Months After First Exit*												
	Month of Exit	1 Mo. after Exit	2 Mo. after Exit	3 Mo. after Exit	4 Mo. after Exit	5 Mo. after Exit	6 Mo. after Exit	7 Mo. after Exit	8 Mo. after Exit	9 Mo. after Exit	10 Mo. after Exit	11 Mo. after Exit	12 Mo. after Exit
Cook County (n=71,838)	34.0%	34.0%	49.9%	55.2%	58.1%	60.3%	61.8%	62.9%	63.6%	64.4%	65.0%	65.6%	66.1%
Downstate (n=52,981)	52.3%	52.4%	60.2%	63.3%	65.4%	67.1%	68.4%	69.4%	70.3%	71.0%	71.4%	71.8%	72.3%
All Single-Parent Cases (n=124,819)	41.8%	41.8%	54.3%	58.6%	61.2%	63.1%	64.6%	65.7%	66.5%	67.3%	67.9%	68.4%	68.8%
Excluding TANF Recidivism in 12 Months	Months After First Exit*												
Month of Exit	1 Mo. after Exit	2 Mo. after Exit	3 Mo. after Exit	4 Mo. after Exit	5 Mo. after Exit	6 Mo. after Exit	7 Mo. after Exit	8 Mo. after Exit	9 Mo. after Exit	10 Mo. after Exit	11 Mo. after Exit	12 Mo. after Exit	
Cook County (n=34,010)	40.1%	40.2%	42.2%	43.6%	44.7%	45.5%	46.2%	46.8%	47.4%	47.9%	48.4%	48.9%	49.4%
Downstate (n=30,948)	54.1%	54.1%	55.8%	57.1%	58.2%	59.1%	60.0%	60.7%	61.5%	62.1%	62.7%	63.3%	63.8%
All Single-Parent Cases (n=64,948)	46.8%	46.8%	48.7%	50.0%	51.1%	52.0%	52.8%	53.4%	54.1%	54.7%	55.2%	55.7%	56.2%

* All cohorts have data for seven months after exit; later cohorts drop out of analyses for eight months or more after exit.
Data Source: IDHS Client Database (CDB)



*All cohorts have data for seven months after exit; later cohorts drop out of analyses on eight or more months after exit.
Data Source: IDHS Client Database (CDB)*

Analysis by Administrative Reason for Case Closure

Coverage by Medicaid after exiting TANF has a direct relationship with the administrative reason for case closing. The following analyses address the current and cumulative use of this support program by the single-parent cases which predominate the population of TANF leavers.

Current Use for Single-Parent Cases. Those who leave TANF for income-related reasons are eligible to participate in the Medicaid program. Accordingly, as shown in Table 94, almost 100 percent of those leaving for income related reasons are participating in Medicaid in the month of exit (99.1%). In contrast, almost none of those whose cases closed for non-cooperation are participating in Medicaid in the month of exit (3.6%). This large gap is reduced over subsequent months, but it continues when, as shown in Table 95, the analysis excludes those who are active on TANF cash assistance in any particular month.

Cumulative Use After Exit for Single-Parent Cases. Cumulative participation in Medicaid, as shown in Table 96, also highlights that those who are closed for income-related reasons have almost complete participation in Medicaid in some month after exit. This stands in stark contrast to those who leave for non-cooperation reasons, who have less than a fifty percent chance (46.7%) of being involved in Medicaid at some point in the first six months after exit.

Examining those cases that do not re-open for TANF assistance within 12 months after the first exit (see Table 97) reveals an even starker contrast between those cases closed for income reasons and those closed for non-cooperation. Whereas essentially all leavers (99.3%) whose case closed for earned income reasons have been covered by Medicaid at some point in the first three months after exit, only 10 percent (9.9%) of those on cases closed for non-cooperation reasons were covered at any point in those three months. Even by 12 months after exit, only 22 percent (21.9%) of those with non-cooperation case closing reasons had been covered by Medicaid at any point in that year.

Table 94: Medicaid Participation Before and After First Exit, by Reason for Case Closure																	
Including Current TANF Cases	Months After First Exit*																
	3 Mo. before Exit	2 Mo. before Exit	1 Mo. before Exit	Mo. of Exit	1 Mo. after Exit	2 Mo. after Exit	3 Mo. after Exit	4 Mo. after Exit	5 Mo. after Exit	6 Mo. after Exit	7 Mo. after Exit	8 Mo. after Exit	9 Mo. after Exit	10 Mo. after Exit	11 Mo. after Exit	12 Mo. after Exit	
Closing Reason																	
Closed for Income Reasons (n=39,738)	94.5%	97.2%	99.4%	99.1%	98.7%	98.5%	97.9%	95.5%	87.0%	73.7%	68.1%	62.5%	61.4%	60.6%	54.9%	41.4%	
Closed for Non-Cooperation (n=42,128)	92.1%	95.5%	98.0%	3.6%	3.5%	27.6%	34.7%	37.8%	39.7%	40.4%	40.7%	40.1%	39.6%	39.3%	39.0%	38.4%	
Closed for Other Reasons (n=18,223)	90.7%	94.9%	98.5%	10.3%	10.0%	18.6%	22.4%	22.9%	23.9%	25.5%	26.5%	26.9%	27.2%	27.9%	28.1%	28.0%	
Closing Reason Unknown (n=24,730)	92.9%	95.9%	98.6%	37.8%	37.3%	51.8%	54.7%	56.1%	56.6%	54.9%	53.9%	52.7%	52.1%	52.7%	51.4%	48.9%	
All Single-Parent Cases (n=124,819)	92.8%	96.0%	98.7%	41.8%	41.5%	53.7%	57.0%	57.6%	55.8%	51.7%	50.0%	47.9%	47.4%	47.1%	44.9%	40.0%	

* All cohorts have data for seven months after exit; later cohorts drop out of analyses for eight months or more after exit.
Data Source: IDHS Client Database (CDB)

Table 95: Medicaid Participation in Months After First Exit for Non-Active, Single-Parent Cases, by Reason for Case Closure												
Closing Reason**	Months After First Exit*											
	1 Mo. after Exit	2 Mo. after Exit	3 Mo. after Exit	4 Mo. after Exit	5 Mo. after Exit	6 Mo. after Exit	7 Mo. after Exit	8 Mo. after Exit	9 Mo. after Exit	10 Mo. after Exit	11 Mo. after Exit	12 Mo. after Exit
Closed for Income Reasons	98.7%	98.5%	97.8%	95.1%	85.5%	70.4%	64.1%	57.6%	56.4%	55.4%	49.1%	34.2%
Closed for Non-Cooperation	3.5%	7.3%	10.8%	13.5%	15.6%	17.3%	18.6%	19.0%	19.5%	20.1%	20.3%	20.3%
Closed for Other Reasons	10.0%	13.1%	14.5%	13.4%	13.3%	14.2%	15.0%	15.5%	15.9%	16.4%	16.8%	16.9%
Closing Reason Unknown	37.3%	44.1%	45.9%	46.8%	47.0%	44.9%	43.8%	42.7%	42.2%	43.0%	41.6%	39.2%
All Single-Parent Cases	41.5%	47.2%	48.9%	48.7%	45.9%	40.8%	38.8%	36.6%	36.4%	36.1%	33.9%	28.5%

* All cohorts have data for seven months after exit; later cohorts drop out of analyses for eight months or more after exit.

** When excluding current TANF cases, sample size changes each month and so is not reported here; see Table 73 for recidivism rates by case closure reason

Data Source: IDHS Client Database (CDB)

Table 96: Cumulative Medicaid Participation After First Exit for Single-Parent Cases, by Reason for Case Closure

Including Current TANF Cases	Months After Exit*												
	Mo. of Exit	1 Mo. after Exit	2 Mo. after Exit	3 Mo. after Exit	4 Mo. after Exit	5 Mo. after Exit	6 Mo. after Exit	7 Mo. after Exit	8 Mo. after Exit	9 Mo. after Exit	10 Mo. after Exit	11 Mo. after Exit	12 Mo. after Exit
Closing Reasons													
Closed for Income Reasons (n=39,738)	99.1%	99.2%	99.2%	99.3%	99.3%	99.4%	99.4%	99.4%	99.5%	99.5%	99.5%	99.5%	99.6%
Closed for Non-Cooperation (n=42,128)	3.6%	3.7%	27.8%	36.2%	40.9%	44.3%	46.7%	48.6%	49.6%	50.1%	51.5%	52.2%	52.6%
Closed for Other Reasons (n=18,223)	10.3%	10.3%	18.9%	23.5%	26.6%	29.0%	31.1%	32.7%	34.0%	35.3%	36.6%	37.9%	38.9%
Closing Reason Unknown (n=24,730)	37.8%	37.9%	53.1%	57.4%	60.1%	62.2%	63.8%	64.9%	65.6%	66.2%	68.2%	68.3%	68.5%
All Single-Parent Cases (n=124,819)	41.8%	41.8%	54.3%	58.6%	61.2%	63.1%	64.6%	65.7%	66.5%	67.3%	67.9%	68.4%	68.8%

* All cohorts have data for seven months after exit; later cohorts drop out of analyses for eight months or more after exit.
Data Source: IDHS Client Database (CDB)

**Table 97: Cumulative Medicaid Participation After First Exit for 12 Month Non-Recidivists,
by Reason for Case Closure**

Excluding 12 Month Recidivists	Months Before and After Exit*												
	Mo. of Exit	1 Mo. after Exit	2 Mo. after Exit	3 Mo. after Exit	4 Mo. after Exit	5 Mo. after Exit	6 Mo. after Exit	7 Mo. after Exit	8 Mo. after Exit	9 Mo. after Exit	10 Mo. after Exit	11 Mo. after Exit	12 Mo. after Exit
Closing Reasons													
Closed for Income Reasons (n=23,010)	99.2%	99.2%	99.3%	99.3%	99.3%	99.3%	99.4%	99.4%	99.4%	99.4%	99.4%	99.4%	99.4%
Closed for Non-Cooperation (n=17,494)	4.2%	4.3%	7.2%	9.9%	12.0%	13.5%	15.3%	16.6%	17.8%	18.9%	19.9%	21.0%	21.9%
Closed for Other Reasons (n=10,817)	10.9%	10.9%	13.0%	14.4%	15.5%	16.4%	17.1%	17.8%	18.6%	19.3%	19.9%	20.7%	21.3%
Closing Reason Unknown (n=13,637)	41.4%	41.4%	44.9%	46.7%	48.1%	49.7%	50.7%	51.4%	52.4%	53.1%	53.8%	54.5%	55.1%
All Single-Parent Cases (n=64,958)	46.8%	46.8%	48.7%	50.0%	51.1%	52.0%	52.8%	53.4%	54.1%	54.7%	55.2%	55.7%	56.2%

* All cohorts have data for seven months after exit; later cohorts drop out of analyses for eight months or more after exit.
Data Source: IDHS Client Database (CDB)

Use of Other IDHS Services

Other services provided by IDHS are also viewed as important supports for those leaving TANF. Those services include the Special Supplemental Nutrition Program for Women, Infants, and Children (WIC), Family Case Management services (FCM), Child Care Subsidy, and services for alcohol and substance abusers.

Use of WIC Services Before and After Exit

The Special Supplemental Nutrition Program for Women, Infants and Children (WIC) provides health screening, nutrition education and counseling, supplemental foods, and information about other health services. Those eligible to receive the services are: income-eligible pregnant, breast feeding, and postpartum women; and those with infants and children up to five years of age with medical and nutritional risks. Participants receive food packages based on nutritional needs. WIC foods include milk, cheese, eggs, adult and infant cereal, juice, peanut butter, tuna, carrots, beans, and infant formula. Participants obtain food by redeeming the coupons at WIC approved grocery stores and food centers.

The variable measured for WIC participation was whether anyone associated with the case at first exit was enrolled in the WIC program for a given quarter (based on start and end dates for this program) before and after exit. This measure of enrollment does not indicate that supplies were picked up and the other services (e.g., the health screening and nutrition counseling) received in a given month; however, the utilization rate for those enrolled in WIC is quite high (approximately 95% of those enrolled). Thus, enrollment provides a good estimate of the extent to which TANF clients and leavers participated in this important support program.

The top row of Table 98 reports the aggregated level of WIC enrollment for all leavers in the quarters before and after exit. This row indicates that somewhat more than a quarter of all leavers were using WIC in the quarters before exit but that this participation dropped to around one-fifth of the leaver cases being enrolled in the quarters after exit. Before interpreting these results, the second row of this table provides a different perspective of WIC participation by considering the percentage of those leavers with children under six years old who were receiving WIC benefits. Because WIC eligibility applies only to those cases with children under six years old, this is an appropriate comparison, but not one to be made without caution. Because the data for this study only reflect characteristics at the first exit in the study period, it is difficult to be precise about which cases have children under six years old in the quarters after first exit. For example, some leavers will have new children born after exit that will renew eligibility and use WIC even though the other children are no longer under six years old. With this caution in mind, the second row of Table 98 indicates a much higher level of participation in WIC, almost as high as 50 percent in the quarter before exit (46.9%) though dropping by around 13 percentage points (to 33.7%) by the second quarter after exit. These results, for all leavers and for those with children under six years old, are consistent with the small decline in participation that would be expected if some leavers were employed so as to not need this service, but it is also possible that some leavers much in need are not receiving this service.

Use of Family Case Management Services Before and After Exit

Family Case Management (FCM) services are delivered to pregnant women and infants to: provide access to health care, family planning services, and speciality services; identify and resolve access barriers to needed health care and other services; and provide health education. Women are referred to the program through participation in other programs, including WIC and Medicaid, and through community outreach. Once a woman decides to participate in the program, a case manager who has a bachelor's level degree (preferably in a health related field) assesses her needs. The case manager and client talk about the woman's health, social, environmental, and educational needs, as well as any barriers that might prevent receiving services to meet these needs. The case manager and client then develop an individual care plan, focused on the woman's areas of highest need, and case managers refer the clients to and provide them with needed services.

The variable measured for FCM was whether anyone associated with the case at first exit was receiving FCM services for a given month (based on start and end dates for services) which was then collapsed to indicate services received in the quarters before and after exit. These before and after exit levels of service use were used to address the degree to which the level of services received was affected by exiting TANF.

The third row of Table 98 presents the patterns of FCM services in the quarters before and after exit. As with WIC services, there was some decline in participation with FCM in the quarters after exit, but the decline was slight and so it appears that participation in FCM remained stable before and after exit (from somewhat above 15% to somewhat below). This indicates that leaving TANF assistance did not affect coverage by this program designed to coordinate services to families most at risk for problems and most in need of someone assigned to oversee service provision.

Use of Child Care Subsidy Before and After Exit

The Child Care Tracking System (CCTS) was used to identify those leavers who had received a child care subsidy from the Illinois Child Care Program before or after exit. The Illinois Child Care Program, administered by IDHS, provides low-income families with access to quality, affordable child care that allows them to work or participate in an approved education or training activity, and contributes to the healthy emotional and social development of the child.

The program combines state and federal dollars and assesses parent fees to serve all working families whose incomes are below 50 percent of the 1997 state median income. (Gross income from wages and salaries is reduced by 10% when determining eligibility and assessing parent fees.) In addition to helping working families, the child care system serves families who are receiving TANF and participating in education and training in accordance with the responsibility and service plans, as well as teen parents seeking a high school diploma or its equivalent. The program also serves a limited number of families who work, do not receive TANF and are pursuing additional education to improve their job opportunities.

Families can receive a child care subsidy through the use of certificates or contracts. This dual system provides families with the freedom to choose from a variety of care settings to best meet the needs of both parents and children. Families can use licensed and license-exempt child care centers and family homes, licensed group child care homes and in-home and relative care.

Subsidies are available for full- and part-time care, including before and after school care. All families are required to cost-share on a sliding scale based on income, family size and number of children in care. Co-payments may range from \$1 to \$59 per week.

The variable used to track this subsidy was an indicator that records months of child care subsidy paid by the IDHS on behalf of the identified TANF leavers, both before and after exit. As mentioned in the Methodology chapter above, there is often a lag between the months for which the subsidy is applied and the actual payout dates for those months, but this lag is declining (now approximately 45% of the payments are posted within five weeks after the month covered and 90% are posted within 10 weeks of the month covered) and is of little concern for earlier cohorts where there is sufficient time to ensure confidence that the measure is picking up the large majority of cases that are receiving the subsidy. It is important also to note that during the period being studied, this system recorded payments made through the child care certificate system but not those payments made through contracts with child care providers. The certificate system constituted approximately 83 to 85 percent of the total care provided, meaning that around 15 to 17 percent of those cases receiving subsidies are not reported here as such.

With these data considerations in mind, the last two rows of Table 98 provide an overview of the use of this service. The table presents percentages for all leavers and for leavers with children under 13 years old at first exit (the age-related eligibility requirement for this program). Because most cases have at least one child under 13, the percentages in these two rows do not differ dramatically. In particular, in neither row do the percentages of those receiving child care subsidies change much in going from the first quarter before exit to the first quarter after exit. This suggests that child care subsidies are not affected much by TANF exits. The generally low percentages around 20 percent, however, do suggest that many who might benefit from child care subsidies were not receiving them during the study period. Keep in mind, however, that these data do not distinguish those leavers who were employed or were involved in employment-related activities, an additional eligibility requirements for the state child care subsidy program. To understand the extent to which there is insufficient coverage for child care, the analysis of survey responses presented below addresses the degree to which leavers saw the difficulties in obtaining affordable child care as a barrier to employment.

Table 98: Participation in WIC, Family Case Management, and Child Care Services Before and After First Exit (Percentages)					
	2nd Qtr Before Exit	1st Qtr Before Exit	Qtr of Exit	1st Qtr After Exit	2nd Qtr After Exit
WIC					
All Leavers	27.7%	28.8%	26.9%	23.7%	21.0%
Cases with child < 6 at first exit	45.3%	46.9%	43.5%	38.2%	33.7%
Family Case Management					
All Leavers	14.9%	16.2%	15.9%	14.7%	13.4%
Child Care Subsidy					
All Leavers	13.4%	15.7%	18.3%	17.4%	16.5%
Cases with child <13 at first exit	15.6%	18.4%	21.4%	20.3%	19.4%

Data Source: IDHS Cornerstone and Child Care Tracking System (CCTS) databases

Use of Drug and Alcohol Treatment Services Before and After Exit

Services for drug and alcohol abusers are another resource TANF leavers should have available after exit. There are a variety of such services available in Illinois, and their use is recorded in Illinois (on the DARTS database) and reported here in two major categories, outpatient services and residential services. The outpatient category includes two levels of services, basic outpatient services and the more involved “intensive outpatient/partial hospitalization,” while the residential services are even more involved. The two variables used were whether an adult on one of the leaver cases received outpatient (basic or intensive) or residential services in a given quarter before or after exit.

Table 99 provides a summary of the treatment services received before and after first exit. Note that the percentages in the table are both very low and quite stable across quarters. That there is not a large decline in percentages after exit for either outpatient or residential services suggests that leavers are not having less access to these services once they leave cash assistance. On the other hand, that there is not an increase in percentages after exit suggests that TANF case closings do not occasion crises that result in use of these services. This second suggestion, however, is tentative in that the data address use of services, not need for services. There is the very real possibility that alcohol and drug abuse increase for some after exit without their involvement in any abuse program.

	2nd Qtr Before Exit	1st Qtr. Before Exit	Qtr of Exit	1st Qtr After Exit	2nd Qtr After Exit
DARTS Outpatient	1.8%	1.8%	1.6%	1.4%	1.4%
DARTS Residential	0.6%	0.6%	0.6%	0.6%	0.5%

Data Source: IDHS DARTS Database

Involvement with IDCFS Child Welfare Services

The final area to address in this analysis of administrative data on services concerns the possibility that exiting TANF has implications for child well-being. To assess this possibility, data from the Illinois Department of Children and Family Services (IDCFS) were matched with the children on all of the TANF cases that closed in the 18-month study period. This matching (performed by the Chapin Hall Center for Children, of the University of Chicago) allowed identification at the child level, which was then aggregated to the case level, of events that indicate problems with child well-being. Two indicators of child welfare were chosen for inclusion in this report: (1) confirmed allegations of child abuse and neglect and (2) entry into out-of-home placements (foster care). For the first of these indicators, abuse and neglect, eight allegation types (Sexual Abuse, Physical Abuse, Substance Exposed Infants, Emotional Abuse, Lack of Supervision, Environmental Neglect, Other Neglect, Substantial Risk of Harm) were combined into a single measure of whether a child was the recipient of abuse or neglect in a

particular quarter before or after exit. For out-of-home placements, the indicator of the month of an out-of-home placement was organized to represent the quarter before or after exit in which the placement occurred.

Table 100 presents the percentages of all leaver cases for these two indicators before and after exit. In the first row are percentages of all cases that had a confirmed allegation of abuse or neglect of a child on a given case. The second row presents the percentages of all leaver cases in which there was an out-of-home placement for a child in a particular quarter relative to exit.

The first point to make about the percentages reported here is that, as with services for alcohol and drug abuse, the percentages in the table are low. The second point is that the most notable pattern in both of the rows of Table 100 is that the percentages peak in the quarter before and the quarter of exit. One possible explanation of this is that children on active TANF cases receive attention and their parents are subject to greater scrutiny than they do after exit. This is supported when we recall that not all leavers were on TANF two quarters before exit; indeed, the two quarters with the greatest percentage of leavers being on TANF are the two quarters with the highest rates of confirmed allegations of abuse and neglect—the quarter before exit and the quarter of exit. However, an equally compelling account involves the possibility that the causality is reversed, that it is the out-of-home placement, or perhaps even the confirmed allegation of abuse, in either the quarter before exit or the quarter of exit that results in the case being closed. A more intensive effort to interview adults on these cases might help resolve the proper explanation for the patterns found, but it is at least somewhat reassuring that the rates of the two IDCFS indicators did not rise in the quarters after exit.

Table 100: IDCFS Involvement Before and After First Exit					
	2nd Qtr Before Exit	1st Qtr Before Exit	Qtr of Exit	1st Qtr After Exit	2nd Qtr After Exit
IDCFS Victim of Neglect/Abuse	0.9%	1.2%	1.3%	0.8%	0.7%
IDCFS Out-of-Home Placement	0.1%	0.4%	0.8%	0.3%	0.2%

Data Source: Illinois Department of Children and Family Services

Analysis of Services Reported by the December 1998 Survey Cohort

Both research and public policy experience have demonstrated that support services, such as medical coverage and child care, are often important in allowing low-income persons to maintain self-sufficiency. Survey respondents were asked detailed questions about several of the most important public supports. The survey also contained limited questions about the use of other services and informal supports.

Medical Coverage for Respondents

One of the more important objectives of the survey was to supplement what was known about the medical coverage of leavers and their children. The following analyses address the medical coverage respondents had when they were interviewed and at exit.

Medical coverage when interviewed

Leavers were asked whether they had medical coverage for both themselves and their children, as well as about the sources of medical coverage. As is shown in Table 101, 64 percent of respondents had medical coverage for themselves, while 36 percent had no medical coverage. This coverage is very comparable to the 62 percent coverage found among members of the Illinois general public who are under 66 years of age and in households with incomes up to \$25,000 a year.⁴

For TANF leavers, Medicaid was the most common source of insurance, with 47 percent of respondents receiving Medicaid when interviewed and 42 percent relying exclusively on Medicaid for coverage. Twenty-one percent received private medical coverage, and 17 percent relied exclusively on such coverage. A small number of leavers (4%) were receiving coverage both through Medicaid and through private insurance.

Coverage levels for the children of leavers were slightly higher, with just over 70 percent of the TANF leavers reporting health insurance coverage for their children (Table 101). These higher levels were due to higher percentages of respondents indicating that their children were receiving coverage through the state Medicaid or KidCare programs; 53 percent of the respondents indicated their children were in those programs. Private coverage levels were similar for children and adult respondents.

⁴ This result comes from a statewide omnibus telephone survey conducted with a randomly-selected sample of the Illinois general public by the Survey Research Office of UIS in October, 1999. Seventy-one respondents are in the general public subgroup being compared to TANF leavers here.

Table 101: Current Medical Insurance Coverage for TANF Leavers and Children			
	Total	Cook County	Downstate
Respondent's current medical insurance			
Respondent had some medical coverage	63.8%	61.2%	70.3%
Medicaid	46.9%	45.0%	51.4%
Private insurance	21.4%	20.7%	23.0%
Respondent had no insurance	36.2%	38.8%	29.7%
<i>weighted n</i>	<i>514</i>	<i>366</i>	<i>148</i>
<i>unweighted n</i>	<i>514</i>	<i>243</i>	<i>271</i>
Children's current medical insurance			
Children had some medical coverage	71.1%	68.5%	77.4%
Medicaid/KidCare	52.9%	51.3%	56.9%
Private insurance	22.6%	21.5%	25.3%
Children had no medical coverage	28.9%	31.5%	22.6%
<i>weighted n*</i>	<i>505</i>	<i>359</i>	<i>146</i>
<i>unweighted n</i>	<i>509</i>	<i>239</i>	<i>270</i>

* The *n* here is less than 514 because of several respondents who indicated having no children at home since they left TANF.

Data Source: Survey Research Office, University of Illinois at Springfield

Those respondents who did not currently receive Medicaid at the time of the interview, but who had received it at some time since leaving TANF in December of 1998, were asked why they did not currently receive it. The most common responses were that Medicaid had been cut off or canceled (35% with reference to self, and 46% with reference to children) and that they did not need Medicaid (24% for self, and 19% for children, see Table 102.) Other responses mentioned quite frequently were: respondents had applied and were waiting (8% for self, and 11% for children); respondents indicated they did not qualify (11% for self, and 6% for children); respondents had not applied or finished applying (7% for self, and 11% for children); and respondents would be applying (9% for children).

Table 102: Why Respondents Did Not Have Medicaid at Time of Interview, For Those Who Had Received Medicaid at Some Time Since TANF Exit		
	Medicaid For Self	Medicaid For Children
Did not need Medicaid; have insurance	23.5%	19.4%
Did not want Medicaid	3.3%	4.2%
Applied and denied	4.4%	0.0%
Cut off; time expired; sanctioned; canceled	35.3%	45.8%
Did not apply; haven't finished applying	6.9%	11.2%
Did not believe they were eligible	2.1%	0.0%
Too much hassle, time	0.7%	0.0%
Did not qualify	11.2%	5.9%
Have applied and waiting	8.1%	10.6%
Will apply	0.0%	8.6%
Other	5.7%	2.3%
Don't know	4.6%	2.7%
<i>weighted n</i>	58	46
<i>unweighted n</i>	65	53

Data Source: Survey Research Office, University of Illinois at Springfield

Leavers in Cook County were less likely than those in downstate to report medical coverage both for themselves and their children. Nearly 39 percent of Cook County respondents reported no medical coverage for themselves at the time of the interviews compared to about 30 percent for downstate respondents. This difference is primarily attributable to lower Medicaid use in Cook County. For medical coverage of their children at the time of the interview, just under one-third (32%) of Cook County respondents reported no medical coverage compared to 23 percent for downstate respondents. This difference is attributable both to lower Medicaid/KidCare use and to lower private insurance use in Cook County.

Those employed and off TANF when interviewed were about as likely as other leavers not to have medical insurance, with 35 percent having no medical coverage. These people were more likely than other leavers to receive private insurance, but only 38 percent had a Medicaid card. Given that Transitional Medicaid lasts for, at most, one year, the availability of private insurance through employers is particularly important. Yet only 31 percent of leavers who were employed when interviewed were receiving private health insurance. When considered together, the limited coverage available for leavers through Medicaid and the lack of coverage through employers continue to present substantial challenges for working, low-income leavers. As

Transitional Medicaid eligibility is exhausted, these problems will be exacerbated unless private medical coverage correspondingly improves.

Medicaid Coverage Since Leaving TANF in December 1998

Respondents were also asked whether they—or their children—had ever received Medicaid since they left TANF in December 1998. Just under 60 percent (58%) of the respondents reported that they themselves had, and just over 60 percent (62%) said that their children had. Consistent with the results above, more downstate than Cook County respondents reported Medicaid coverage at some time since leaving TANF. About two-thirds (67%) of the downstate respondents reported receiving Medicaid at some time since leaving for themselves compared to 54 percent for Cook County respondents. And, 70 percent of downstate leavers reported having received Medicaid/KidCare at some time for their children since leaving compared to nearly 60 percent for Cook County leavers.

Questions asked of those respondents who had not received Medicaid since they left TANF in December, 1998. These respondents were asked: 1) whether they thought they would be eligible to receive Medicaid after leaving TANF; 2) whether their case worker or someone else from the welfare office told them they might be eligible; and 3) whether they applied for a Medicaid card since they left. Results are presented in Table 103.

Here, the results are very similar regardless of whether the focus of the question is on the respondents or their children. About half of those who did not receive Medicaid believed they were eligible to do so; about one-third indicated that a case worker or someone else at the welfare office told them that they might be eligible; and just over one-quarter reported they had applied for Medicaid since leaving.

For both themselves and their children, Cook County respondents were more likely than downstate respondents to say: 1) they thought they were eligible; 2) their case worker or someone else at the welfare office told them they might be eligible; and 3) they applied for Medicaid/KidCare. The regional difference is the smallest for the second of these items—a case worker or someone else informing the respondent that their children might be eligible for Medicaid/KidCare (32% for Cook County and 28% for downstate).

Table 103: Selected Attitudes and Behaviors of Respondents with No Medicaid Since Left TANF in December, 1998			
	Total	Cook County	Downstate
No Medicaid for Respondent since Left			
Respondent thought he/she was eligible	48.3%	51.8%	36.0%
Case worker/other informed respondent	33.2%	36.1%	22.4%
Whether applied for Medicaid			
Applied for Medicaid	26.3%	28.9%	16.3%
Did not apply for Medicaid	73.0%	69.9%	83.7%
<i>weighted n</i>	<i>215</i>	<i>166</i>	<i>49</i>
<i>unweighted n</i>	<i>200</i>	<i>111</i>	<i>89</i>
No Medicaid/KidCare for Children since Left			
Respondent thought child was eligible	51.4%	56.5%	34.1%
Case worker/other informed respondent	31.1%	32.0%	27.9%
Whether applied for Medicaid/KidCare			
Applied for Medicaid	27.1%	30.6%	14.0%
Did not apply for Medicaid	72.1%	68.0%	86.0%
<i>weighted n</i>	<i>190</i>	<i>147</i>	<i>43</i>
<i>unweighted n</i>	<i>177</i>	<i>98</i>	<i>79</i>

Data Source: Survey Research Office, University of Illinois at Springfield

Reasons for Not Applying for Medicaid and/or KidCare

Respondents who had never received and never applied for Medicaid since leaving TANF were asked why they had never applied. The question was asked both about Medicaid for the respondent and about Medicaid/KidCare for their children.

With regard to not applying for Medicaid for themselves personally, the most frequent answers were: the respondent did not need Medicaid (45%); the respondent did not believe they were eligible (16.5%); and it was too much hassle or too time-consuming (16%, see Table 104.)

Quite to very similar percentages of Cook County and downstate respondents said they did not need Medicaid (44% to 47%) and also said they did not believe they were eligible (16% to 17%). More downstate than Cook respondents said they were told they did not qualify (10% versus 3%), and more Cook than downstate respondents said it would be too much hassle or take too much time to apply (18% versus 12%).

With regard to not applying for Medicaid/KidCare for their children, the most frequent answers were: the respondents did not need Medicaid (40%); the respondents either did not believe they were eligible (13%) or were told they were not qualified (12%, for a total of 25% indicating either); and the respondents thought it would be too much hassle or too time consuming (13%). In addition, seven percent indicated they were going to apply.

Consistent with the reasons presented above, somewhat more Cook County respondents referred to the hassle or time it takes to apply (14% versus 8%), and somewhat more downstate respondents either did not believe they were eligible or were told so (29% versus 24%). However, caution should be exercised here because of the relatively small number of respondents upon which these findings are based.

Table 104: Why Respondent Did Not Apply for Medicaid			
	Total	Cook County	Downstate
Why Did Not Apply for Self			
Did not need Medicaid; have insurance; not want	44.6%	43.8%	46.9%
Did not believe was eligible; told not qualify	21.1%	19.2%	26.6%
<i>Not believe eligible</i>	<i>16.5%</i>	<i>16.4%</i>	<i>16.8%</i>
<i>Told not qualify</i>	<i>4.5%</i>	<i>2.7%</i>	<i>9.8%</i>
Applied and denied	2.0%	2.7%	0.0%
Cut off; time expired	1.7%	1.4%	2.6%
Did not apply; did not bother	5.1%	4.1%	8.2%
Too much hassle; too time consuming	16.3%	17.8%	11.9%
Applied or reapplied and waiting	1.0%	1.4%	0.0%
Will apply soon	1.4%	1.4%	1.6%
Other	2.1%	1.4%	4.3%
Don't know	5.5%	6.8%	1.6%
<i>weighted n</i>	148	110	38
<i>unweighted n</i>	143	73	70
Why Did Not Apply for Children			
Did not need Medicaid; have insurance; not want	40.2%	39.7%	41.5%
Did not believe was eligible; told not qualify	25.0%	23.8%	28.6%
<i>Not believe eligible</i>	<i>13.3%</i>	<i>12.7%</i>	<i>15.2%</i>
<i>Told not qualify</i>	<i>11.7%</i>	<i>11.1%</i>	<i>13.4%</i>
Cut off; sanctioned; canceled	1.2%	1.6%	0.0%
Too much hassle; not enough time	12.6%	14.3%	8.0%
Applied and waiting	1.7%	1.6%	1.8%
Did not apply; just finished application	4.3%	4.8%	3.0%
Will apply	6.6%	7.9%	3.0%
Other	2.8%	1.6%	6.1%
Don't know	7.4%	6.3%	10.4%
<i>weighted n</i>	129	95	33
<i>unweighted n</i>	124	63	61

Data Source: Survey Research Office, University of Illinois at Springfield

Use of Food Stamps

Due to differences in eligibility standards, many TANF leavers remain eligible for food stamps. Forty-four (44) percent of leavers had received food stamps at some time since leaving TANF in December of 1998, and 33 percent were receiving food stamps when they were interviewed (Table 105). Despite the fact that downstate leavers were less likely to be back on TANF than Cook County leavers, they were more likely to have received food stamps since exit and to be receiving them when interviewed. For example, 38 percent of downstate leavers were receiving food stamps when interviewed, compared to 31 percent of Cook County leavers.

Those who had not received food stamps since leaving were asked if they thought they were eligible for food stamps after leaving TANF. Only 41 percent of these leavers thought they were eligible. When asked whether a caseworker or someone else had told them that they might be eligible for food stamps, 29 percent said they had received such information. About one in five (19%) of those who had not received food stamps indicated they had applied for food stamps since leaving TANF.

Table 105: Receipt of Food Stamps After TANF Exit			
	Total	Cook County	Downstate
Percent of all leavers			
Respondent has received since leaving	44.1%	41.8%	50.0%
Respondent currently receives	32.9%	31.0%	37.6%
<i>weighted n</i>	514	366	148
<i>unweighted n</i>	514	243	271
Percent of those who had not received since exit			
Thought they were eligible	40.9%	44.6%	30.7%
Caseworker/someone told them they might be eligible	29.3%	30.5%	25.7%
Have applied	19.3%	20.7%	16.0%
<i>weighted n</i>	287	213	75
<i>unweighted n</i>	275	142	133

Data Source: Survey Research Office, University of Illinois at Springfield

Respondents who had never received and never applied for food stamps since leaving TANF were asked why they had never applied (see Table 106). The most frequent answers were: they either did not need (24%) or did not want (10%) food stamps; respondents had negative attitudes toward the process of applying—such as believing the process was too much hassle, or too time consuming, or they had negative attitudes toward caseworkers (27%); and they did not believe they would qualify (24%). Fewer indicated they were told they do not qualify or were denied food stamps (9%).

Similar percentages of Cook County and downstate respondents indicated: they did not believe they would qualify (23% and 25%); they did not want food stamps (10% and 12%); and they were told they did not qualify or were denied (8% and 10%). More downstate respondents said they did not need food stamps (38% versus 19% for Cook County) while more Cook County respondents identified a process-related comment (32% versus 13% for downstate).

Table 106: Why Respondent Did Not Apply for Food Stamps			
	Total	Cook County	Downstate
Did not need; working	23.8%	18.9%	37.8%
Did not want; want to be self-sufficient	10.4%	9.9%	11.6%
Told do not qualify; denied; cut off	8.6%	8.1%	9.9%
Too much hassle; no time; caseworkers	27.4%	32.4%	13.0%
Did not apply; did not believe would qualify	23.9%	23.4%	25.1%
Have not applied yet; will apply soon	5.2%	5.4%	4.5%
Have applied and waiting	0.7%	0.9%	0.0%
Other	5.3%	5.4%	4.9%
Don't know	0.9%	0.9%	1.1%
<i>weighted n</i>	226	168	58
<i>unweighted n</i>	216	111	105

Data Source: Survey Research Office, University of Illinois at Springfield

Respondents who were not receiving food stamps at the time of the interview, *but who had received them at some time since leaving TANF in December of 1998*, were asked why they did not currently receive them. The most common reasons were: respondents did not qualify or had been denied or cut off (36%); respondents had not applied or did not believe they would qualify (16%); and respondents did not need food stamps (11%). Other results can be found in Table 107.

Table 107: Why Respondents Did Not Receive Food Stamps at Time of Interview, for Those Who Had Received Them at Some Time Since TANF Exit

Self-reported reasons	
Did not need food stamps; working	11.3%
Did not want food stamps; want to be self-sufficient	4.4%
Told do not qualify; denied; cut off	35.8%
Too much hassle; no time; caseworkers	6.0%
Did not apply; did not believe would qualify	15.8%
Have not applied yet; will apply soon	4.4%
Have applied and waiting	7.3%
Other	12.8%
Don't know; no answer	8.6%
<i>weighted n</i>	58
<i>unweighted n</i>	60

Data Source: Survey Research Office, University of Illinois at Springfield

Use of Earned Income Tax Credit

The Earned Income Tax Credit (EITC) is the primary federal effort to supplement the earnings of low-wage workers. Given recent expansions, low wage workers now can receive EITC refunds of over \$3,000, with the amounts gradually phased out as earnings increase. The EITC is obtained through federal income tax forms, but one can file for it even if she or he owes no federal taxes. While about 85 percent of leavers had worked during the study period, only 41 percent of leavers said they had received the credit. Part of this apparent under use may be attributable to the fact that only 47 percent of leavers had a clear idea of what the EITC was.

Both knowledge about and use of the EITC was greater for downstate leavers than for Cook County leavers. About 62 percent of downstate leavers said that they knew about the EITC, and 56 percent had received it (see Table 108). In comparison, only 41 percent of Cook County leavers knew about the EITC, and only 35 percent had received it. This greater knowledge and use of the EITC by downstate leavers is not solely due to higher employment rates by these leavers, as knowledge and use also was higher for consistently employed downstate leavers than for consistently employed leavers in Cook County.

Table 108: Receipt of the Earned Income Tax Credit			
	Total	Cook County	Downstate
Heard of EITC	75.9%	71.9%	85.9%
Know what EITC is	46.7%	40.5%	62.1%
Have received EITC	40.8%	34.7%	55.9%
<i>weighted n</i>	<i>514</i>	<i>366</i>	<i>148</i>
<i>unweighted n</i>	<i>514</i>	<i>243</i>	<i>271</i>

Data Source: Survey Research Office, University of Illinois at Springfield

Child Support

Leavers with absent parents were asked several questions about their receipt of child support payments. As reported in Table 109, only 31 percent of those with absent parents indicated that they received money from an absent parent either informally or through the child support system. The median amount received in the last month for those who had received payments was \$157. Overall, patterns of child support receipt were similar between Cook County and downstate. Respondents also were asked if they were supposed to be receiving court-ordered child support payments. Nearly half responded that they were supposed to be receiving such payments, but only 43 percent of these said they actually were receiving payments, and only 26 percent of those with a court order said they regularly received the full order amount.

The 53 percent of leavers with absent parents who did not have a court order fared even worse in terms of child support received. Only 20 percent of these leavers indicated that they received any payments from absent parents to help support their children.

Child support payments for leavers thus appear to be inadequate in several respects. Most leavers indicate that they receive no child support, and less than half have court orders for child support. Informal child support payments for those without court orders are uncommon. Even among those with orders, payments often fall short of ordered amounts.

Table 109: Receipt of Child Support Payments by Leavers with Absent Parents*			
	Total	Cook County	Downstate
Received either court-ordered or informal payments	30.8%	30.7%	30.8%
Have court order	46.9%	47.1%	46.7%
Percent of those with court order who			
Received full payment regularly	26.0%	24.8%	27.3%
Receive payments irregularly	16.9%	16.5%	18.2%
Do not receive payments	57.1%	58.7%	54.5%
Do not have court order	52.8%	52.9%	52.5%
Percent of those with no court order who			
Received some payments	20.1%	21.3%	18.8%

* Nearly three-quarters (74%) of the respondents reported having absent parents of their children. This percentage was somewhat greater for downstate (82%) than for Cook County respondents (71%).
Data Source: Survey Research Office, University of Illinois at Springfield

Other Benefits and Supports

Respondents were asked if they had received a wide array of cash and in-kind supports in the six months before they left TANF and at any time since leaving TANF. The resulting patterns, shown in Table 110, were similar before and after leaving TANF. Only receipt of WIC supplemental nutrition benefits changed by over 5 percentage points, with receipt of WIC declining from 27 percent (26.7%) in the six months prior to leaving to 20 percent (19.5%) after leaving. Use patterns also were similar between Cook County and downstate, with the greatest differences being higher downstate receipt of WIC, rent subsidies or public housing, and meals or food from shelters.

Table 110: Receipt of Other Benefits and Services Before and After Leaving TANF

	Total		Cook County		Downstate	
	Before Leaving	After Exit	Before Leaving	After Exit	Before Leaving	After Exit
SSI (Supplemental Security Income)	10.5%	11.8%	11.1%	12.4%	8.9%	10.3%
Social Security	5.7%	7.0%	5.8%	6.6%	5.5%	7.9%
Retirement/pension fund	1.8%	1.4%	2.1%	.8%	1.2%	2.9%
Township general assistance	3.1%	1.4%	2.9%	.8%	3.6%	2.9%
WIC supplemental nutritional benefits	26.7%	19.5%	23.9%	16.9%	33.7%	25.7%
School lunch program	42.5%	40.1%	41.7%	39.6%	44.5%	41.5%
Foster care payments	1.6%	1.5%	2.1%	2.1%	.4%	0.0%
Military/veteran's benefits	1.2%	1.1%	1.2%	.8%	1.1%	1.9%
Worker's compensation	0.0%	.4%	0.0%	.4%	0.0%	0.3%
Unemployment benefits	3.6%	4.0%	3.3%	4.1%	4.4%	3.6%
Home heating assistance	13.6%	12.5%	12.4%	12.0%	16.5%	13.7%
Rent subsidy/public housing	16.1%	13.6%	13.6%	10.7%	22.2%	20.7%
Free housing from parent/relative	13.3%	11.8%	13.2%	10.7%	13.6%	14.3%
Help paying bills from family/friends	15.8%	14.3%	17.3%	14.4%	12.1%	13.8%
Gifts of money or food from family/friends	29.6%	26.6%	30.5%	27.7%	27.3%	23.9%
Gifts of money/food from church	8.3%	10.0%	7.0%	9.5%	11.3%	11.4%
Meals/food from shelters, etc.	14.6%	11.5%	13.2%	9.9%	18.1%	15.6%
Other benefits/supports	2.8%	1.9%	2.1%	2.1%	4.5%	1.6%
<i>Weighted n</i>	514	514	366		148	
<i>Unweighted n</i>	514	514	243		271	

Data Source: Survey Research Office, University of Illinois at Springfield

Child Care Needs and Use

The availability, quality, and cost of child care generally are regarded as important in fostering successful work outcomes. Consequently, leavers were asked a series of questions to determine how they cared for their children while they worked and were in training, how dependable this care was, and how much it cost. Because child care needs and eligibility for Illinois Department of Human Services programs differ according to the ages of children, child care questions were asked for children in three different age groups: less than 6 years old, 6 to 12 years old, and greater than 12 years old. About 55 percent of respondents who had worked or been in training since leaving TANF had at least one child under age 6, while 42 percent had a child aged 6 to 12, and 20 percent had a child over age 12 (Table 111).

Table 111: Children of TANF Leavers Who Work or Are in Job-Related Programs, by Age of Children			
Involved in work, job search, education, or training since leaving TANF, and:	Total	Cook County	Downstate
Have at least 1 child <6	55.3%	55.9%	53.7%
Have at least 1 child 6-12	41.8%	43.2%	38.3%
Have at least 1 child >12	20.0%	19.7%	20.8%
<i>weighted n</i>	<i>514</i>	<i>366</i>	<i>148</i>
<i>unweighted n</i>	<i>514</i>	<i>243</i>	<i>271</i>

Data Source: Survey Research Office, University of Illinois at Springfield

Table 112 shows the child care arrangements used for each age group. As would be expected, child care arrangements involving other persons or agencies were much less common for children over age 12 than for younger children. Over half of the children in this age group cared for themselves while the leaver was in work or in training. When these older children did not care for themselves, they typically were cared for by a relative.

Child care arrangement	Children <6	Children 6-12	Children >12
Spouse/partner	5.2%	7.1%	3.9%
Other children in household	2.6%	6.4%	2.8%
Other children outside household	0.0%	.2%	0.0%
Stay at school; school program	0.0%	2.5%	1.5%
Only work when children in pre-school/school	2.3%	0.0%	.6%
Friends and neighbors	7.9%	11.3%	6.9%
Relative	50.8%	45.9%	17.6%
Babysitter	14.4%	14.3%	0.0%
Child care center	11.1%	4.5%	0.0%
Church	0.0%	0.0%	1.5%
Other	5.9%	7.6%	6.3%
No one	*	*	59.3%
<i>weighted n</i>	284	215	103

* A small percentage (1.6% for “children <6” and 2.9% for “children 6-12”) indicated “no one.” However, further examination of interview responses indicated that these children had an older sibling at home and/or the respondent was not currently working. These percentages were added to the “other” category.

Data Source: Survey Research Office, University of Illinois at Springfield

Care patterns for children in the under 6 and 6 to 12 age groups were fairly similar (Table 112). Adult relatives other than a spouse/partner were the most common caregivers, with 51 percent of children under 6 and 46 percent of children aged 6 to 12 being cared for by such relatives. When care provided by a spouse/partner or other children also is considered, nearly three-fifths of the children in these age groups were cared for by a relative. About one-third of children in these age groups received child care either in a child care center, from a babysitter, or from friends and neighbors. For these children, child care centers were more often used for children under 6 years of age, while friends and neighbors more often cared for children aged 6 to 12.

As Table 113 indicates, some regional differences in child care arrangements emerged. As would be expected given the higher numbers of downstate leavers who were married or lived with a spouse, downstate leavers were much more likely to rely on a partner or spouse for child care. For children in the two younger age groups, downstate leavers more often used child care centers, while Cook County leavers were about three times as likely to rely on babysitters. For children over age 12, downstate leavers were more likely to allow their children to care for themselves, while Cook County leavers were more likely than downstate leavers to rely on friends and neighbors.

**Table 113: Child Care Arrangements for TANF Leavers,
by Age of Children and Region**

Child care arrangement	Children <6		Children 6-12		Children >12	
	Cook County	Downstate	Cook County	Downstate	Cook County	Downstate
Spouse/partner	4.4%	7.5%	5.1%	14.0%	2.7%	9.7%
Other children in household	2.9%	1.3%	7.0%	5.3%	2.7%	3.2%
Stay at school; school program	0.0%	0.0%	3.2%	1.8%	2.7%	0.0%
Only work when children in pre-school/school	2.9%	0.0%	0.0%	0.0%	0.0%	3.2%
Friends and neighbors	8.3%	7.5%	11.4%	10.5%	8.0%	3.2%
Relative	51.0%	50.0%	44.9%	47.4%	18.7%	16.1%
Babysitter	17.6%	6.3%	17.1%	5.3%	0.0%	0.0%
Child care center	7.4%	20.0%	3.2%	8.8%	0.0%	0.0%
Church	0.0%	0.0%	0.0%	0.0%	2.7%	0.0%
Other	3.9%	6.3%	5.1%	3.5%	8.0%	0.0%
No one	1.5%	1.3%	3.2%	3.5%	54.7%	64.5%
<i>weighted n</i>	<i>204</i>	<i>80</i>	<i>158</i>	<i>57</i>	<i>72</i>	<i>31</i>

Data Source: Survey Research Office, University of Illinois at Springfield

All leavers who had some type of child care arrangements other than self care also were asked to rate the dependability of their child care arrangements (Table 114). For each age group, about three fifths of leavers said that they always could count on their child care coverage. For the under age 6 and age 6 to 12 age groups, roughly one-fifth said they could usually count on their child care arrangements, and one-fifth said they could count on their child care arrangements only some of the time. Respondents were less likely to indicate they could usually count on child care for those over age 12, and more likely to refuse to answer or say they did not know. For all three age groups, Cook County leavers were less likely to indicate that they could always count on their child care arrangements. This lower perceived level of child care dependability is not solely due to lower employment levels in Cook County. For all three age groups, employed leavers in Cook County indicated that their child care arrangements were less dependable than did their employed counterparts downstate.

Table 114: Perceived Dependability of Child Care Arrangements, by Region			
	Children <6	Children 6-12	Children >12
Total			
Always count on	60.3%	58.7%	60.6%
Usually count on	19.5%	22.3%	11.9%
Only some of the time	19.1%	18.9%	16.7%
Don't know/refused	1.1%	0.0%	11.0%
<i>weighted n</i>	<i>273</i>	<i>206</i>	<i>41</i>
Cook County			
Always count on	55.2%	56.3%	57.1%
Usually count on	20.1%	23.8%	9.4%
Only some of the time	23.2%	19.9%	18.8%
Don't know/refused	1.5%	0.0%	14.3%
<i>weighted n</i>	<i>195</i>	<i>151</i>	<i>32</i>
Downstate			
Always count on	73.1%	65.5%	71.9%
Usually count on	17.9%	18.2%	19.3%
Only some of the time	9.0%	16.4%	8.8%
Don't know/refused	0.0%	0.0%	0.0%
<i>weighted n</i>	<i>78</i>	<i>55</i>	<i>10</i>

Data Source: Survey Research Office, University of Illinois at Springfield

As might be expected, leavers who were unemployed when interviewed were much less likely than currently employed leavers to indicate that their child care arrangements since leaving TANF had been dependable. Table 115 shows that while about two-thirds of currently employed leavers said that they could always count on child care arrangements for each age group, only about two-fifths of unemployed leavers could always count on such care. Differences in perceptions about child care dependability were most pronounced for those with children under age 6. While only 10 percent of employed leavers with such young children said that they could depend on their child care arrangements only part of the time, 42 percent of unemployed leavers gave this response.

Table 115: Perceived Dependability of Child Care Arrangements, by Current Employment Status			
	Children <6	Children 6-12	Children >12
Employed			
Always count on	66.7%	66.2%	72.4%
Usually count on	22.1%	22.1%	15.9%
Only some of the time	10.3%	11.7%	11.8%
Don't know/refused	1.0%	0.0%	0.0%
<i>weighted n</i>	<i>195</i>	<i>146</i>	<i>26</i>
Unemployed			
Always count on	43.0%	40.0%	41.2%
Usually count on	12.7%	23.3%	5.2%
Only some of the time	41.8%	36.7%	24.7%
Don't know/refused	2.5%	0.0%	28.9%
<i>weighted n</i>	<i>78</i>	<i>61</i>	<i>16</i>

Data Source: Survey Research Office, University of Illinois at Springfield

About 44 percent of all respondents said they paid for child care for at least one child, with the large majority of these paying for child care for children under age 6 and age 6 to 12 (Table 116). The mean weekly out-of-pocket costs paid by such leavers was \$49.03, which equates to about \$211 per month. Payment levels were somewhat higher for Cook County than for downstate leavers.

Leavers who said they paid for care were asked if they received any help with these expenses from the government or a social services agency. Only 40 percent indicated that they received such help, with the percentages the same for Cook County and downstate leavers.

Table 116: Percentage of TANF Leavers Who Pay for Child Care and Average Payment Levels			
	Total	Cook County	Downstate
Pay for at least one child care arrangement	43.5%	43.4%	43.7%
Pay for children < age 6	31.9%	32.3%	30.9%
Pay for child aged 6-12	22.4%	23.6%	19.5%
Pay for children > age 12	2.5%	2.5%	2.7%
<i>weighted n</i>	<i>514</i>	<i>365</i>	<i>148</i>
Average weekly out-of-pocket costs	\$49.03	\$49.37	\$47.58
<i>weighted n for costs</i>	<i>224</i>	<i>159</i>	<i>65</i>

Data Source: Survey Research Office, University of Illinois at Springfield

Finally, respondents were asked about their overall satisfaction with their current arrangements for caring for their children, as well as about their satisfaction with day care quality and day care costs. About 63 percent of respondents said they were very satisfied overall with their current child care arrangements, and 26 percent indicated that they were somewhat satisfied. Similar percentages expressed satisfaction with the quality of child care they received, while satisfaction with the cost of care was slightly lower. Satisfaction levels were slightly lower for Cook County than for downstate respondents, with the greatest differences on the cost of care question.

Unemployed leavers were less satisfied with care arrangements than employed leavers. Only 47 percent of unemployed leavers were very satisfied with their care arrangements, as compared to 69 percent of employed leavers. Interestingly, these differences narrowed on the question about cost of day care, largely because employed leavers also were not particularly satisfied with day care costs.

Summary

TANF leavers use a variety of other services and supports both before and after exit, but use of several important support programs drops off markedly after they leave TANF. Specifically, receipt of food stamps declines from 87 percent of leavers in the month before exit to around 30 percent by the second month after exit. Participation in Medicaid reveals a similar pattern, from almost universal involvement in the month before exit to 43 percent in the month of exit. Both food stamps and Medicaid show signs of increasing involvement in the months after exit, but these increases reflect primarily the cases that return to TANF status being re-registered for these programs. When recidivism to TANF is controlled for, participation in food stamps and Medicaid rises only slightly in the months following exit.

These low rates of participation after exit are cause for concern in that many TANF leavers are still eligible for food stamps and Medicaid after exit. The concern is greater when considering distinctions by region. For example, looking only at those cases that were not active

on TANF in a given month after exit, whereas 29 percent of downstate single-parent cases received food stamps in the second month after exit, only 15 percent of Cook County single-parent cases received food stamps in the second month after exit. Similarly, about 52 percent of downstate single-parent adult leavers were covered by Medicaid in the month of their TANF exit, but only 34 percent of Cook County leavers were covered by Medicaid at that time.

The gap in participation due to reasons for case closure is an even greater concern. Whereas 28 percent of those who left TANF for income-related reasons, and did not return for at least two months, received food stamps in the second month after exit, only seven percent of those who left TANF for non-cooperation reasons and did not return were covered by food stamps in the second month after exit. Medicaid showed a similar pattern where almost 100 percent of cases closed for income-related reasons were covered in the month of exit (this coverage being a deliberate effect of policy) but only around 4 percent of those closed for non-cooperation reasons are covered by Medicaid in the month of exit.

These gaps by region and by reason for case closure call for continued study within the IDHS and by others so that the dynamics that create these gaps can be identified and resolved. The survey respondents indicated, however, that many of those leaving welfare are left uninformed about what support services are available and about whether they might be eligible. For example, surveyed leavers who had never received or applied for Medicaid after exit were asked why they had not applied. Over 20 percent of this group of leavers indicated that they did not know that they were eligible for Medicaid after exit. Although some in this group may not have been eligible, many likely were, suggesting the need for policy actions to enhance access to these important programs.

Chapter 7

What is the Overall Well-Being of Clients after Exiting TANF?

Previous chapters have reported on the post-TANF experiences of leavers as they relate to employment, availability and use of services, and recidivism to cash assistance. This chapter returns to one of the central concerns of this study, the well-being of those who leave TANF. The analyses below begin by describing the well-being of leavers and then address the factors that seem to contribute to the well-being or, conversely, to the hardships of those leaving TANF cash assistance. Because the general well-being and the more specific hardships are difficult to determine from administrative data, this chapter is based on the findings from the survey component of the study.

Hardships Facing TANF Leavers

The study examined selected hardships, including several relating to housing conditions before and after exit for the TANF leavers. Other hardships before and after exit that were asked about included those relating to children living apart, the lack of needed medical treatment, and the insufficiency and lack of ability to buy food. These hardships are described first in terms of the statewide results and then described by region. Then hardships are analyzed to understand the role of employment in moderating these hardships.

Housing Conditions Before and After Exit

The hardships relating to housing that were addressed in the survey include: did respondents get behind in rent or payments for housing; did they have to move because they could not pay; did they have to stay with friends or relatives because they could not afford housing; did they go to a homeless shelter; did they live in a car or on the streets; and did they have to go without utilities. Respondents were asked whether these conditions had occurred both during the six months before leaving TANF and for the period since leaving TANF. In addition, respondents were asked whether they had to move from public housing after leaving TANF because they were no longer eligible. The statewide results, as well as the results for Cook County and downstate, are found in Table 117.

Statewide, nine percent of the respondents indicated that they had to move from their housing after leaving TANF because they were no longer eligible. More than four of ten respondents (45%) said they got behind in rent or housing payments in the six months before they left TANF, compared to a somewhat lower 38 percent for the time after they left TANF, for a decrease of seven percentage points. Just over one-quarter (26.5%) indicated they went without utilities at some point in the six months before leaving TANF, nearly double the number who indicated they went without utilities at some point after leaving TANF (14%, for a decrease of 13%).

Fifteen (15) percent of the respondents indicated they had to move because they could not afford their housing in the six months prior to leaving TANF, and nearly as many (14%) indicated they had to stay with friends and relatives when they could not afford housing. Both

percentages are just slightly higher than the respective numbers who indicated this in the period after leaving TANF (13% had to move, and 11% had to stay with friends or relatives).

A few of the respondents indicated going to a homeless shelter (3.5%) and living in a car or on the streets (2.1%) in the six months prior to leaving TANF. Both percentages are slightly higher than the respective results for the period after leaving TANF (with 3% going to a homeless shelter and 1% living in a car or on the streets).

Most of the Cook County and downstate results for these questions are quite close, with Cook County percentages slightly to somewhat higher than the downstate percentages for most items for both periods of time. The major exception here is going without utilities. For the six months before leaving TANF, nearly three of ten (28.5%) Cook County respondents indicated this occurred compared to just over one-fifth (21.5%) of the downstate respondents. After leaving TANF, the difference between the two areas is not as great (with 14.8% of Cook County respondents and 11.5% of downstate respondents having to go without utilities).

In terms of change, the largest percentage point declines in both areas are found for going without utilities (a decline of 14 percentage points in Cook County and 10 percentage points downstate) and for getting behind in rent or payment for housing (a decline of 6 to 7 percentage points in both areas). For downstate respondents, there is also a decline of nearly 5 percentage points for having to move because of not being able to afford housing. These differences between before and after exit are not definitive, but they do suggest that many people have experienced fewer housing hardships after leaving TANF.

Housing Conditions by Employment Status

Table 118 describes the housing experiences of TANF leavers before and after TANF by employment status at the time of the interview. The housing-related hardship experiences are similar in the six months before leaving TANF for both employed and unemployed respondents. The exception to this is the incidence of going to a homeless shelter, with two percent of the employed indicating such compared to six percent of the unemployed.

However, there are sizeable differences between the employed and unemployed in their experiences after leaving TANF for most of these housing items. For instance, over half of the unemployed (53.7%) had gotten behind in their rent or housing payments compared to less than 30 percent (28.6%) of the employed. About one-fifth of the unemployed had to move because they could not afford their housing (22.3%) and had to live with friends or relatives (19.1%) compared to less than one in ten of employed (8% and 6% for these two conditions, respectively). Seven percent of the unemployed had gone to a homeless shelter after leaving TANF compared to only 1 percent of the employed. After leaving TANF, differences between employed and unemployed respondents for going without utilities (16.5% for the unemployed versus 12% for the employed) and for living in a car or on the streets (2.6% versus 0.3%) are smaller.

A look at the before and after TANF experiences for the employed shows that the incidence of each housing-related hardship decreased. This is particularly true for going without utilities (decrease of 15%) and getting behind in rent or housing payments (decrease of 14%). It is also quite sizeable for having to move because they could not afford housing and having to stay with friends or relatives (decreases of 6 and 7 percentage points).

In contrast, this comparison for unemployed respondents shows a sizeable decrease only for going without utilities (24% before leaving TANF versus 16.5% for after TANF). For getting behind in rent or housing payments and having to move because of not being able to afford housing, the post-TANF incidence is actually higher than the incidence prior to leaving TANF (increases of 6 and 5 percentage points). The same is true for having to stay with friends or relatives, though the increase is smaller (+3 percentage points). For the remaining two items (going to a homeless shelter and living in a car or on the streets), the incidences before leaving TANF and after leaving TANF for the unemployed are very similar.

Housing Conditions by Employment Consistency

Table 119 describes the housing experiences by employment consistency after leaving TANF. In this analysis, respondents are divided into those who had consistent employment since leaving TANF, those who were employed some of this time (inconsistent employment), and those who were consistently unemployed. For the housing-related experiences prior to leaving TANF, one pattern is seen in getting behind in rent or payment for housing, where the incidence for the consistently employed is lower than for the other two groups. However, a more common pattern—seen in having to move because could not afford housing, having to stay with friends or relatives, and going without utilities—is that of the inconsistently employed having a higher incidence of the hardship than either those with consistent employment or unemployment. For going to a homeless shelter and living in a car or on the streets, the incidences are rare for all three groups.

For the experiences after leaving TANF, the patterns change. During this time period, the most common pattern is that in which the lowest incidence of hardships is found for those with consistent employment and the highest incidence is found for those consistently unemployed. This pattern is found for: getting behind in rent of housing payments (25% for those consistently employed to 43% for those with inconsistent employment to 54% for those consistently unemployed); having to move because one could not afford housing (5% to 17% to 23%); and going without utilities (11% to 14% to 22%). Note that the lowest—or among the lowest—incidence during this time period in each case is found for those consistently employed.

The direction and degree of change in the incidence of these hardships from the six month period before leaving TANF to the period after leaving TANF differs across these three groups. For those consistently employed, there are decreases in the incidence of each of these items. For those with inconsistent employment, the decreases almost always are smaller. The exception here is going without utilities, where the decrease for those with inconsistent employment is very sizeable, as is the case for those consistently employed. For those consistently unemployed, three of the items actually show sizeable increases in the incidence from before leaving TANF to after leaving TANF, while there is not much difference for three of the items. The items showing increases are: having to move because could not afford housing (from 13% to 23%); getting behind in rent or housing payments (48% to 54%); and having to stay with friends or relatives (11% to 16%).

Table 117: Housing Conditions, Statewide and by Region

Housing condition/characteristic	Total			Cook County			Downstate		
	Before	After	Change	Before	After	Change	Before	After	Change
Have to move because not eligible		8.8%			9.0%			8.1%	
Got behind in rent/pay for housing	44.6%	37.8%	-6.8%	45.1%	38.1%	-7.0%	43.6%	37.2%	-6.4%
Had to move because could not pay	15.1%	13.4%	-1.7%	15.3%	14.8%	-0.5%	14.8%	10.1%	-4.7%
Had to stay with friends, relatives	13.9%	11.1%	-2.8%	14.8%	12.3%	-2.5%	11.4%	8.1%	-3.3%
Went to homeless shelter	3.5%	3.0%	-0.5%	4.1%	3.8%	-0.3%	2.0%	1.4%	-0.6%
Lived in car or on streets	2.1%	1.0%	-1.1%	1.6%	1.4%	-0.2%	3.4%	0.7%	-2.7%
Went without utilities	26.5%	13.9%	-12.6%	28.5%	14.8%	-13.7%	21.5%	11.5%	-10.0%
<i>weighted n</i>	514	514		366	366		149	149	
<i>unweighted n</i>	514	514		242	242		272	272	

Data source: Survey Research Office, University of Illinois at Springfield

Table 118: Housing Conditions, by Employment Status

Housing condition/characteristic	Currently employed			Currently unemployed		
	Before	After	Change	Before	After	Change
Have to move because not eligible		5.5%			14.4%	
Got behind in rent/pay for housing	42.9%	28.6%	-14.3%	47.3%	53.7%	6.4%
Had to move because could not pay	14.1%	8.3%	-5.8%	16.9%	22.3%	5.4%
Had to stay with friends, relatives	12.9%	6.2%	-6.7%	15.9%	19.1%	3.2%
Went to homeless shelter	2.1%	0.9%	-1.2%	5.9%	6.9%	1.0%
Lived in car or on streets	2.2%	0.3%	-1.9%	2.1%	2.6%	0.5%
Went without utilities	27.7%	12.3%	-15.4%	24.3%	16.5%	-7.8%
<i>weighted n</i>	325	325		188	188	

Data Source: Survey Research Office, University of Illinois at Springfield

Table 119: Housing Conditions, by Employment Consistency

Housing condition/characteristic	Consistently employed			Inconsistently employed			Consistently unemployed		
	Before	After	Change	Before	After	Change	Before	After	Change
Have to move because not eligible		4.2%			10.9%			13.2%	
Got behind in rent/pay for housing	40.7%	24.9%	-15.8%	46.6%	42.6%	-4.0%	48.1%	53.9%	5.8%
Had to move because could not pay	11.7%	5.3%	-6.4%	18.1%	16.9%	-1.2%	13.0%	23.4%	10.4%
Had to stay with friends, relatives	9.6%	3.7%	-5.9%	18.1%	15.3%	-2.8%	10.5%	15.6%	5.1%
Went to homeless shelter	2.6%	0.5%	-2.1%	4.0%	4.8%	0.8%	3.9%	3.9%	0.0%
Lived in car or on streets	3.2%	0.0%	-3.2%	1.2%	0.8%	-0.4%	2.6%	3.9%	1.3%
Went without utilities	23.9%	10.6%	-13.3%	29.3%	14.1%	-15.2%	23.4%	22.4%	-1.0%
<i>weighted n</i>	188	188		248	248		76	76	

Data Source: Survey Research Office, University of Illinois at Springfield

Additional Hardships Before and After Exit

Analyses by State Region

The statewide and regional results for additional hardships both before and after leaving TANF are presented in Table 120. About half (51%) of the statewide respondents had experiences where food just didn't last and they couldn't buy anymore in the six months before leaving TANF, a somewhat higher percentage than experienced this after leaving TANF (44%, a decrease of 7 percentage points from before to after TANF). Before leaving TANF, just over one-quarter (26%) had occurrences where somebody in the home did not get the medical treatment they needed, and this incidence actually increased over 4 percentage points for the time period after leaving TANF. Just under one-quarter (24%) indicated that someone in their family had cut the size of meals or skipped meals before they left TANF, about the same percentage as indicated this for after leaving TANF (25%). And, nearly one in ten (9%) of the respondents indicated that, in the six months before leaving TANF, their children had to live apart because they could afford to take care of them. Again, a similar percentage indicated such for the time period after leaving TANF (8%).

For the period before leaving TANF, the incidence of somebody not getting needed medical treatment is somewhat higher for Cook County than for downstate respondents (28% versus 22%), and the incidence of children having to live apart from the family is slightly higher in Cook County than in downstate (10% versus 7%). For the period after leaving TANF, the incidence of somebody cutting the size or skipping meals is greater in downstate than in Cook County (29% versus 23%). For the remaining items in each time period, the incidence in the two areas is similar.

For Cook County respondents, there is a sizeable decrease in the incidence of not being able to buy needed food from before to after leaving TANF (51% to 44%), but there was a small increase in the incidence of someone not getting needed medical treatment (28% to 31%). For downstate respondents, there was also a decrease in the incidence of not being able to buy needed food (51% to 45%). On the other hand, there was a sizeable increase in the incidence of someone not getting needed medical treatment (22% to 29%) and a smaller increase in the incidence of cutting the size of or skipping meals (25% to 29%).

Additional Hardships by Employment Status

Table 121 describes these other hardship experiences before and after TANF by employment status at the time of the interview. In the six months before leaving TANF, the incidence for each of these additional hardships was greater for the unemployed than for the employed respondents. And, this is also the case for the period after leaving TANF. For two of the items—children having to live apart and someone cutting the size of or skipping meals, the differences between the two groups are very similar for the two periods of time. However, for someone in the home not getting needed medical treatment and not being able to buy needed food, the difference between the two groups increased from before leaving TANF to after leaving TANF. For not getting needed medical treatment, the incidence shows a larger increase for those unemployed than for those employed (+8% versus +2%). For not being able to buy needed food, the incidence of this hardship decreased for those employed but remained stable for the unemployed (-11% versus 0%).

Additional Hardships by Employment Consistency

Table 122 describes these additional hardships before and after TANF by employment consistency after leaving TANF. Both in the six month period before leaving TANF and in the period after leaving, the lowest incidence for each of these items is found for those consistently employed after TANF. For this group, there is a sizeable decrease in the incidence of not being able to buy needed food from the period before TANF to the period after TANF (46% to 33%). However, there is a small increase in the incidence in the households where someone did not receive needed medical care (18% to 21%). The other two items are more stable.

Those consistently unemployed after leaving TANF have the highest incidence of children living apart in both periods of time, and there is not much difference in this incidence between the two time periods. The same stability is found between the two periods for those with inconsistent employment.

In the period before leaving TANF, the consistently unemployed group actually has a slightly to somewhat lower incidence for the remaining three items than do those with inconsistent employment. For both the consistently unemployed and those with inconsistent employment there were increases of four to five percentage points in the incidence of not being able to get medical care after leaving TANF.

For cutting the size of or skipping meals, the small increase for the consistently unemployed from the earlier to the later time period brought their post TANF incidence up virtually to the level for those with inconsistent employment. And, for not being able to buy needed food, the increase between the two time periods for the consistently unemployed combined with the decrease for those with inconsistent employment made the post TANF incidence for those consistently unemployed the highest of the three groups.

Generally, aside from children having to live apart from the household, the incidences of these additional hardship experiences for those with inconsistent employment are much closer to those consistently unemployed than they are to those consistently employed.

Table 120: Other Hardships, Statewide and by Region										
Other hardships	Statewide			Cook County			Downstate			
	Before	After	Change	Before	After	Change	Before	After	Change	
Children lived apart because could not afford	9.3%	8.2%	-1.1%	10.4%	8.7%	-1.7%	6.8%	7.4%	0.6%	
Somebody in home not get medical treatment	26.1%	30.5%	4.4%	28.1%	31.0%	2.9%	21.5%	29.1%	7.6%	
Somebody cut size of meals or skipped meals	23.9%	24.8%	0.9%	23.6%	23.2%	-0.4%	24.8%	29.1%	4.3%	
Food just didn't last/couldn't buy any more	50.8%	43.9%	-6.9%	50.8%	43.4%	-7.4%	50.7%	45.3%	-5.4%	
<i>weighted n</i>	514	514		366	366		149	149		
<i>unweighted n</i>	514	514		242	242		272	272		

Data Source: Survey Research Office, University of Illinois at Springfield

Table 121: Other Hardships, by Employment Status										
Other hardships	Currently employed			Currently unemployed						
	Before	After	Change	Before	After	Change				
Children lived apart because could not afford	5.8%	4.3%	-1.5%	15.3%	14.9%	-0.4%				
Somebody in home not get medical treatment	23.1%	25.2%	2.1%	31.4%	39.4%	8.0%				
Somebody cut size of meals or skipped meals	20.3%	20.9%	0.6%	30.2%	31.7%	1.5%				
Food just didn't last/couldn't buy any more	48.6%	37.7%	-10.9%	54.8%	54.5%	-0.3%				
<i>weighted n</i>	325	325		188	188					

Data Source: Survey Research Office, University of Illinois at Springfield

Table 122: Other Hardships, by Employment Consistency

Other hardships	Consistently employed			Inconsistently employed			Consistently unemployed		
	Before	After	Change	Before	After	Change	Before	After	Change
Children lived apart because could not afford	4.8%	2.6%	-2.2%	10.0%	9.6%	-0.4%	18.4%	17.1%	-1.3%
Somebody in home not get medical treatment	17.5%	21.2%	3.7%	31.7%	36.9%	5.2%	28.9%	32.9%	4.0%
Somebody cut size of meals or skipped meals	18.5%	19.6%	1.1%	28.1%	28.1%	0.0%	23.7%	27.3%	3.6%
Food just didn't last/couldn't buy anymore	45.5%	32.8%	-12.7%	54.8%	48.8%	-6.0%	51.3%	55.3%	4.0%
<i>weighted n</i>	188	188		248	248		76	76	

Data Source: Survey Research Office, University of Illinois at Springfield

Satisfaction and Comparative Well-being

The focus on hardships addressed above, is balanced with a focus here on the overall satisfaction and well-being of TANF leavers.

Satisfaction with Life After TANF

Making claims about leavers' levels of satisfaction with life is important but difficult. We begin by addressing satisfaction by state region.

Analysis of Satisfaction by State Region

Respondents were asked how satisfied or dissatisfied they were with their life in general as well as with certain aspects of their lives. These included the respondent's current financial situation, their housing condition, the neighborhood as a place for their children to grow up, their relationships with their children, their relationship with their spouse or partner, their personal health and the health of their children, the quality of health care they can afford, how their children are doing in school, and their friendships. In the employment section, respondents were also asked how satisfied or dissatisfied they were with their current or most recent job since leaving TANF. The statewide results as well as the results for both Cook County and downstate respondents are presented in Table 123.

Statewide, just over three-quarters (76%) indicated they were satisfied (either very or somewhat satisfied) with their life in general, with just over one-quarter (26%) saying very satisfied. There is little difference between Cook County and downstate respondents in their satisfaction with life in general.

The two aspects of life respondents are most satisfied with are the quality of their relationship with their children (86% very satisfied) and the health of their children (81% very satisfied). The next two most satisfying aspects are how their children are doing in school (62% very satisfied) and their relationship with their spouse or partner (60% very satisfied). Next, in order, are: their friendships (54%); their personal health (49%); and their job (44%). About one-third each are very satisfied with the quality of health care they can afford (36%), their housing conditions (34%), and the neighborhood as a place for their children to grow up in (33%). About half this many were very satisfied with their household's financial condition (16%) while just over half (54%) were at least somewhat satisfied with this condition.

Substantially more downstate than Cook County respondents were very satisfied with their relationship with their spouse or partner (69% versus 53%) and with their neighborhood as a place for children to grow up (44% versus 28%). Somewhat more downstate than Cook County respondents were also very satisfied with how their children are doing in school (66% versus 61%), their friendships (59% versus 52%), and their housing conditions (40% versus 32%). More Cook County than downstate respondents were very satisfied with their personal health (52% versus 43%).

Table 123: Satisfaction with Aspects of Life, by State Region

	Statewide			Cook County			Downstate		
	Very Satisfied	Total of Very and Somewhat Satisfied	Mean	Very Satisfied	Total of Very and Somewhat Satisfied	Mean	Very Satisfied	Total of Very and Somewhat Satisfied	Mean
Quality of relationship with children	85.5%	98.0%	1.17	86.0%	98.1%	1.16	83.7%	97.3%	1.20
Health of children	80.5%	94.6%	1.26	79.7%	94.5%	1.27	82.4%	94.6%	1.23
How children doing in school	62.3%	92.5%	1.49	60.7%	93.7%	1.50	66.0%	89.0%	1.48
Relationship with partner	59.9%	88.4%	1.56	53.3%	86.6%	1.67	68.8%	90.7%	1.42
Friendships	53.8%	93.5%	1.56	51.7%	95.0%	1.56	58.6%	89.6%	1.57
Personal health	49.4%	85.8%	1.69	51.9%	88.4%	1.63	43.2%	79.7%	1.84
Job (current/recent since left TANF)	43.6%	79.9%	1.99	43.3%	80.1%	1.98	44.1%	78.7%	2.02
Life in general	26.5%	76.3%	2.07	27.4%	75.9%	2.06	24.5%	76.9%	2.07
Housing conditions	34.4%	72.4%	2.08	32.3%	69.8%	2.14	39.6%	78.5%	1.92
Quality of health care can afford	35.8%	70.2%	2.12	35.1%	70.5%	2.13	37.8%	69.6%	2.10
Neighborhood - children grow up	32.8%	65.7%	2.21	28.1%	61.2%	2.33	44.2%	76.9%	1.91
Household's financial condition	15.7%	53.7%	2.57	16.3%	53.9%	2.57	14.2%	53.4%	2.57
<i>n most questions (wtd/unwtd)</i>	507-514	507-513		361-364	239-242		146-148	268-271	
<i>n for friendships (wtd/unwtd)</i>	488	491		344	228		144	263	
<i>n for job (wtd/unwtd)</i>	434	434		307	203		127	231	
<i>n - children doing in school (wtd/unwtd)</i>	366	361		266	176		100	185	
<i>n - relationship with partner (wtd/unwtd)</i>	78	94		45	30		32	64	

In order to calculate mean scores, "don't know" responses, refusals, and not applicable responses are omitted from the table. For nearly all questions, the "don't know" and refusal percentages are very small. The "don't know" percentage is more than negligible only for the question on satisfaction with friendships (about 5%).

Data Source: Survey Research Office, University of Illinois at Springfield

Satisfaction by Employment Status

There are marked differences between employed and unemployed respondents for nearly all of these well-being questions (see Table 124). For life in general, nearly one-third (31%) of the employed respondents indicated being very satisfied compared to less than one-fifth (18%) of those unemployed. Respondents who indicated being at all satisfied (either very or somewhat) number just over 80 percent for those employed (82%) and two-thirds (67%) for those unemployed. The satisfaction levels of employed and unemployed respondents are close only for two aspects, the quality of their relationships with their children and how their children are doing in school.

Satisfaction by Employment Consistency

Consistency of employment is also found to make a difference in self-reported well-being (see Table 125). For instance, one-third (33%) of those consistently employed since leaving TANF indicated being very satisfied with their life in general compared to one-quarter (25%) of those with inconsistent employment and 16 percent for those consistently unemployed. Those indicating being at all satisfied with life in general constitute 85 percent for those consistently employed, nearly three-quarters (74%) for those with inconsistent employment, and 61 percent for those unemployed since leaving TANF.

For all of the specific aspects, more of those consistently employed since leaving TANF indicated being very satisfied than did those leavers belonging to the other two groups. For three of these aspects, more of those with inconsistent employment than with consistent unemployment indicated being very satisfied: health of their children (79% versus 68%); their personal health (49% versus 36%); and their friendships (52% versus 41%). For the remaining seven comparable aspects, there is less difference between these two groups. Thus, for many of these specific aspects of subjective well-being, those inconsistently employed are closer to the consistently unemployed than they are to the consistently employed.

Table 124: Satisfaction with Aspects of Life, by Employment Status

	Employed			Unemployed		
	Very Satisfied	Total of Very and Somewhat Satisfied	Mean	Very Satisfied	Total of Very and Somewhat Satisfied	Mean
Quality of relationship with children	86.4%	98.7%	1.15	84.0%	96.3%	1.21
Health of children	83.8%	94.8%	1.21	74.2%	94.1%	1.34
How children doing in school	63.9%	93.0%	1.48	59.4%	91.3%	1.53
Relationship with partner	66.0%	92.4%	1.43	44.0%	80.0%	1.84
Friendships	60.0%	96.5%	1.44	42.5%	87.9%	1.77
Personal health	53.8%	88.6%	1.59	41.0%	80.4%	1.87
Job (current/recent since left TANF)	45.5%	79.3%	1.97	38.0%	81.5%	2.04
Life in general	31.3%	81.5%	1.95	18.1%	67.0%	2.27
Housing conditions	37.7%	74.2%	2.00	28.7%	69.1%	2.22
Quality of health care can afford	40.4%	76.1%	1.99	28.2%	60.1%	2.34
Neighborhood - children grow up	35.4%	67.7%	2.14	28.5%	62.4%	2.32
Household's financial condition	19.1%	62.6%	2.37	9.7%	38.2%	2.92
<i>wtd n for most questions</i>	<i>321-325</i>			<i>186-188</i>		
<i>n for friendships</i>	<i>315</i>			<i>174</i>		
<i>n for job</i>	<i>325</i>			<i>108</i>		
<i>n for how children doing in school</i>	<i>228</i>			<i>138</i>		
<i>n for relationship with partner</i>	<i>53</i>			<i>25</i>		

Data Source: Survey Research Office, University of Illinois at Springfield

Table 125: Satisfaction with Aspects of Life, by Consistency of Employment

	Employed consistently			Employed inconsistently			Unemployed consistently		
	Very Satisfied	Total of Very and Somewhat Satisfied	Mean	Very Satisfied	Total of Very and Somewhat Satisfied	Mean	Very Satisfied	Total of Very and Somewhat Satisfied	Mean
Quality of relationship with children	88.9%	98.4%	1.12	83.0%	98.4%	1.20	85.3%	96.0%	1.21
Health of children	86.2%	96.8%	1.17	79.4%	94.7%	1.27	68.4%	88.1%	1.45
How children doing in school	68.2%	94.7%	1.40	59.8%	92.9%	1.55	58.7%	88.9%	1.56
Relationship with partner	71.0%	90.4%	1.42	52.6%	84.2%	1.67	50.0%	90.0%	1.63
Friendships	61.0%	97.4%	1.43	51.7%	92.7%	1.59	41.2%	85.3%	1.82
Personal health	55.0%	91.0%	1.56	49.4%	84.6%	1.71	35.5%	77.6%	1.96
Quality of health care can afford	46.0%	81.4%	1.84	29.4%	62.9%	2.31	31.6%	65.8%	2.20
Housing conditions	43.9%	79.3%	1.87	28.1%	67.9%	2.20	31.6%	69.8%	2.17
Job (current/recent since left TANF)	50.8%	82.0%	1.88	38.0%	78.4%	2.08	n/a	n/a	n/a
Life in general	32.8%	85.2%	1.89	24.8%	74.4%	2.11	15.8%	60.5%	2.38
Neighborhood - children grow up	40.6%	72.7%	2.00	27.0%	60.6%	2.35	31.6%	65.2%	2.25
Household's financial condition	23.3%	69.9%	2.22	10.5%	46.4%	2.73	14.7%	38.7%	2.93
<i>wtd n for most questions</i>	<i>187-189</i>			<i>244-249</i>			<i>75-76</i>		
<i>n for friendships</i>	<i>186</i>			<i>234</i>			<i>68</i>		
<i>n for job</i>	<i>189</i>			<i>245</i>			<i>na</i>		
<i>n for how children doing in school</i>	<i>132</i>			<i>170</i>			<i>63</i>		
<i>n for relationship with partner</i>	<i>31</i>			<i>37</i>			<i>10</i>		

Data Source: Survey Research Office, University of Illinois at Springfield

Comparison of Satisfaction with Illinois General Public

Another approach to understanding the well-being of TANF leavers is to compare them to others in Illinois. We make this comparison first with a sample of the entire population of Illinois and then with a sample of the subset of the general public who have low incomes comparable to those of TANF leavers.

Comparison with Entire General Public

The subjective satisfaction of respondents in the TANF study can be compared with the responses of a random sample of the Illinois general public in a survey conducted only a couple months after the TANF interviews (see Table 126).⁵ For life in general, the satisfaction level of those who left TANF is far below the Illinois public in general, with just over one-quarter (26%) of the TANF respondents saying they were very satisfied compared to almost half (48%) of the Illinois public respondents. And, the percentage expressing at least some satisfaction totals just over three-quarters (76%) for the TANF respondents compared to over 90 percent (92%) for the Illinois general public.

When comparing TANF respondents to the Illinois general public on the specific aspects, generally the same level of satisfaction is found for four aspects: health of children; how children are doing in school; personal health; and respondent's job. For quality of relationship with children, TANF respondents have a larger "very satisfied" percentage than does the Illinois general public (86% versus 76%). For the six other aspects, the number of the Illinois general public very satisfied with the aspect is greater than the number of TANF respondents.

Comparison with Low Income General Public

A more relevant analysis is perhaps that which compares the satisfaction of TANF respondents with a portion of the Illinois general public with relatively low annual incomes. For this purpose, a comparison will be made with the portion of the Illinois general public with annual household incomes up to \$25,000 a year. This portion constituted just under one-fifth (18%) of the respondents in the statewide survey of the Illinois general public.

Table 126 shows that the percentage of those who were very satisfied with their life in general is very similar between the TANF leavers and the sample of low-income people in Illinois (27% versus 28%). Only somewhat more of the low income portion of the general public is at least somewhat satisfied (84% versus 76% for TANF respondents).

In terms of the specific aspects, similar levels of satisfaction are found for three aspects: how children are doing in school; friendships; and the household's financial condition. TANF respondents have higher levels of satisfaction for five aspects: quality of relationship with children (86% very satisfied versus 67%); health of children (80% versus 70%); personal health (49% versus 37%); job (44% versus 33%); and the quality of affordable health care (36% versus 28%). Low income respondents in the general public have higher levels of satisfaction on three aspects: relationship with spouse or partner (70% versus 60%); housing conditions (44% versus 34%); and the neighborhood as a place for children to grow up (46% versus 33%).

⁵ The questions were added to an omnibus statewide telephone survey conducted with a random sample of 633 Illinois households by the UIS Survey Research Office in late September and October, 1999. The sampling error for the statewide results is +/- 4 percent at the 95 percent confidence level.

Table 126: Satisfaction with Aspects of Life, comparing TANF Respondents with Illinois General Public										
	Statewide TANF Interviews			Illinois General Public			General public - \$0 to \$25,000			
	Very Satisfied	Total of Very and Somewhat Satisfied	Mean	Very Satisfied	Total of Very and Somewhat Satisfied	Mean	Very Satisfied	Total of Very and Somewhat Satisfied	Mean	Very Satisfied
Quality of relationship with children	85.5%	98.0%	1.17	76.3%	97.3%	1.27	67.3%	93.8%	1.41	
Health of children	80.5%	94.6%	1.26	80.0%	97.3%	1.23	69.9%	97.8%	1.32	
How children doing in school	62.3%	92.5%	1.49	63.3%	93.8%	1.44	59.2%	88.2%	1.60	
Relationship with partner	59.9%	88.4%	1.56	73.0%	93.8%	1.36	69.9%	93.3%	1.43	
Friendships	53.8%	93.5%	1.56	64.4%	93.8%	1.44	54.5%	91.8%	1.58	
Personal health	49.4%	85.8%	1.69	44.9%	86.5%	1.72	36.9%	80.7%	1.91	
Job	43.6%	79.9%	1.99	47.4%	84.2%	1.76	33.0%	72.1%	2.09	
Life in general	26.5%	76.3%	2.07	47.5%	92.2%	1.63	27.6%	84.2%	1.94	
Housing conditions	34.4%	72.4%	2.08	56.6%	90.6%	1.54	43.7%	85.8%	1.72	
Quality of health care can afford	35.8%	70.2%	2.12	48.8%	81.0%	1.76	27.9%	67.1%	2.21	
Neighborhood - children grow up	32.8%	65.7%	2.21	63.6%	88.1%	1.53	46.0%	81.5%	1.80	
Household's financial condition	15.7%	53.7%	2.57	30.1%	77.4%	1.99	12.5%	52.4%	2.54	
<i>n -- general questions</i>		491-513			591-633			83-98		
<i>n -- question children health</i>		511			441-451			62		
<i>n -- question children in school</i>		361			237			31		
<i>n -- question for partner</i>		94			452			56		
<i>n -- question for job</i>		434			461			54		

Data Source: Survey Research Office, University of Illinois at Springfield

Comparative Well-Being

Respondents were asked questions to determine how their life now compares with their life when they left welfare in December 1998. In addition to a general question about how their family is doing, question topics included: the amount of money they have; their ability to provide for their family; medical care for their children and for her/himself; health of the respondent; housing; and feelings about self-esteem and about working.

Analysis of Comparative Well-Being by State Region

The statewide results of our survey questions on well-being and the results for Cook County and downstate respondents are presented in Table 127. A significant majority (57%) of the statewide respondents said their family was doing better today than when they first left welfare (TANF) during the study period. About 30 percent said their family was doing the same while just over one-tenth (13%) said their family was doing worse. Not much difference is seen when comparing Cook County and downstate respondents on this overall question.

Nearly two-thirds (66%) of the statewide respondents indicated they were doing better regarding their feelings about working, followed by nearly six of ten (58.5%) who were doing better in self-esteem. About half said they were doing better in the amount of money they have (51%), their ability to provide for their family (51%), and how their children feel about them (49%). One-third (34%) said they are better off in their housing and nearly three of ten (28%) said their own health is better. And lastly, between one-fifth and one-quarter said they are better with regard to medical care for their children (24%) and for themselves (23%). The percentage who said they are doing worse is close to or exceeds the percent who said they are doing better for these medical care questions: for children (24% better versus 20% worse) and for self (23% say they are doing better, but 25% say they are doing worse).

In addition to the general question about how their family is doing, there is little difference between Cook County and downstate respondents on seven of the nine specific comparative items. On only two items does the difference near or reach 10 percentage points, and here more Cook County than downstate respondents said they were better off after leaving TANF: feelings about working (68% versus 60%); and how their children feel about them (52% versus 42%).

Analysis of Comparative Well-Being by Employment Status

There are significant differences in the responses of employed and unemployed respondents (see Table 128). For instance, just over 70 percent (72%) of those employed said their family was doing better than was the case when they left TANF compared to just over 30 percent (31%) of those unemployed who said their families were doing better. This is a difference of about 40 percentage points. Nearly the same percentage point difference exists for those who said they felt better about their self-esteem (73% employed versus 34% unemployed), and even larger differences exist in the percentages who said they are better in the amount of money they have (67% employed versus 22% unemployed) and in their ability to provide for their family (67% employed versus 22% unemployed). The smallest difference exists in the percent who said they feel better about how their children feel about them, still nearly a 10 percentage point difference (52% employed versus 42% unemployed). For the remaining items, the differences between the employed and unemployed “better” percentages range from a low of a 14 percentage-point difference to a high of a 22 percentage-point difference.

Analysis of Comparative Well-Being by Employment Consistency

An analysis by consistency of employment since leaving TANF adds some additional insight (see Table 129). Indeed, there are several different patterns. The first pattern is seen in the comparative evaluations of how families are doing, with three-quarters (76%) of those consistently employed saying they were doing better compared to half (50%) of those inconsistently employed and under one-third (31%) of consistently unemployed. The same pattern is seen for self-esteem (81% versus 50% versus 31%), amount of money they have (75% versus 42% versus 21%), and ability to provide for their family (73% versus 42% versus 25%).

A second pattern is seen in feelings about working, where the comparative evaluations of those with any work since TANF are closer than those consistently unemployed. About 70 percent of those with any employment since leaving TANF said they are better off in their feelings about working compared to just over 40 percent (43%) for those consistently unemployed since leaving TANF.

A third pattern is that in which the self-reported well-being of those with any unemployment since leaving TANF is closer to that of those consistently unemployed. This is generally the case for housing (47% of those consistently employed said “better” versus 28% for inconsistently employed and 22% for consistently unemployed). This is more the case for respondent’s health (39% “better” for consistently employed versus 23% for those inconsistently employed and 20% for the consistently unemployed). It also generally holds for how respondents’ children feel about them although the difference here is smaller (53% for those consistently employed vs about 46% for those with any unemployment).

And, a fourth pattern is that which finds the largest “better off” percentages among those consistently employed and by a substantial margin over the other two groups. The pattern continues with the “better off” percentage being higher among those consistently unemployed than among those inconsistently employed. This fourth pattern exists for both of the medical care items, medical care for self and medical care for children.

Table 127: Comparative Well-Being At Interview Compared to When Left TANF									
	Total			Cook County			Downstate		
	Better	Same	Worse	Better	Same	Worse	Better	Same	Worse
Feelings about working	66.1%	28.3%	4.9%	68.4%	25.9%	4.6%	60.1%	33.8%	5.4%
Self-esteem	58.5%	30.4%	10.5%	59.0%	30.1%	9.8%	57.0%	30.9%	12.1%
Overall, how family is doing	56.7%	29.7%	12.6%	56.0%	30.6%	12.0%	57.7%	27.5%	14.1%
Amount of money have	50.8%	30.0%	18.5%	51.1%	30.1%	17.8%	50.0%	29.7%	20.3%
Ability to provide for family	50.6%	32.7%	16.4%	50.4%	32.6%	17.0%	51.0%	32.9%	14.8%
How children feel about you	48.6%	44.5%	3.2%	51.5%	42.7%	2.2%	41.5%	48.3%	6.1%
Housing	33.8%	53.7%	33.8%	33.4%	54.2%	12.3%	35.1%	52.7%	12.2%
Respondent's health	28.3%	58.1%	13.2%	29.8%	56.8%	12.8%	24.8%	60.4%	14.1%
Medical care for children	23.9%	56.0%	19.6%	24.8%	54.6%	20.1%	21.8%	59.2%	18.4%
Medical care for self	22.7%	52.3%	24.8%	23.5%	51.6%	24.9%	20.8%	53.7%	24.8%
<i>weighted n</i>	506-514			359-367			147-149		
<i>unwtd n</i>	507-514			238-242			269-272		

Percentages do not quite add to 100 percent because the “don’t know” responses and refusal percentages have been omitted from this table. In no case are these sizeable.

Data Source: Survey Research Office, University of Illinois at Springfield

Table 128. Comparative Well-Being Compared to When Left TANF, by Employment Status						
	Employed			Unemployed		
	Better	Same	Worse	Better	Same	Worse
Feelings about working	74.2%	24.5%	1.2%	52.1%	34.6%	11.2%
Self-esteem	72.6%	22.2%	5.2%	33.9%	44.4%	19.6%
Overall, how family is doing	71.5%	21.8%	5.8%	31.2%	43.4%	24.3%
Amount of money have	67.4%	24.0%	8.6%	22.2%	40.2%	35.4%
Ability to provide for family	66.8%	25.5%	7.4%	22.3%	45.2%	32.4%
How children feel about you	52.0%	42.7%	2.2%	42.5%	47.8%	4.8%
Housing	41.8%	50.5%	7.7%	20.1%	59.3%	20.6%
Respondent's health	35.9%	55.5%	8.6%	14.9%	62.8%	21.3%
Medical care for children	29.2%	54.0%	16.1%	14.6%	59.5%	25.4%
Medical care for self	28.3%	50.5%	21.2%	13.2%	55.6%	30.7%
<i>weighted n</i>	<i>321-326</i>			<i>185-189</i>		

Data Source: Survey Research Office, University of Illinois at Springfield

Table 129: Comparative Well-Being Compared to When Left TANF, by Consistency of Employment									
	Consistently Employed			Inconsistently Employed			Consistently Unemployed		
	Better	Same	Worse	Better	Same	Worse	Better	Same	Worse
Self-esteem	81.0%	15.9%	3.2%	49.8%	37.8%	12.4%	31.2%	41.6%	22.1%
Overall, how family is doing	75.7%	16.4%	6.9%	50.0%	37.2%	12.0%	31.2%	37.7%	28.6%
Amount of money have	75.0%	17.6%	7.4%	41.8%	36.1%	22.1%	20.8%	40.3%	33.8%
Ability to provide for family	72.9%	19.7%	6.9%	41.5%	41.9%	16.5%	25.0%	35.5%	39.5%
Feelings about working	72.0%	27.0%	1.1%	68.7%	25.7%	5.2%	42.9%	39.0%	13.0%
How children feel about you	53.2%	39.8%	2.7%	46.3%	47.5%	4.1%	45.5%	45.5%	1.3%
Housing	46.6%	48.1%	5.3%	27.7%	56.6%	15.7%	22.4%	59.2%	18.4%
Respondent's health	39.2%	54.5%	6.3%	22.8%	60.4%	16.4%	19.5%	58.4%	19.5%
Medical care for children	38.0%	50.3%	11.8%	13.9%	60.8%	24.5%	21.1%	53.9%	23.7%
Medical care for self	38.3%	44.7%	17.0%	12.4%	58.0%	29.2%	19.5%	51.9%	28.6%
<i>weighted n</i>	186-189			244-250			76-77		

Data Source: Survey Research Office, University of Illinois at Springfield

Summary

One of the critical issues confronting welfare reform is whether the efforts to reduce caseloads and enhance the self-sufficiency of former TANF clients have contributed to or detracted from the overall well-being of the TANF leavers. When looking in the aggregate at specific hardships, there is little to suggest that leaving welfare creates major problems. Indeed, many of the measures of hardships (e.g., housing and paying utilities) indicate slightly greater problems before leaving TANF than afterwards. The major exception to this pattern is health care, where more leavers report an inability to arrange medical coverage after exit than before. This increased problem with health care was particularly noted by downstate leavers, and points to the continued importance of health insurance coverage for low-wage workers.

Looking at general satisfaction with their lives, 76 percent of surveyed leavers were at least somewhat satisfied with life after TANF and 26 percent reported being very satisfied. Likewise, when asked to compare well-being when interviewed to before leaving TANF, leavers were much more likely to consider themselves better off than worse off on most dimensions of well-being. These accounts of general well-being are cause for some optimism in assessing the TANF reforms, but additional follow-up assessments of this study are suggested. In the meantime, it is of some note that the Cook County leavers were particularly likely to report that their feelings about working and their children's feelings about their parents were improving due to their leaving TANF.

Appendix I

TANF Closed-Cases Telephone Interview Instrument

**UNIVERSITY OF ILLINOIS – UIS AND UIUC
for ILLINOIS DEPT. OF HUMAN SERVICES**

**TANF CLOSED-CASES
TELEPHONE INTERVIEW INSTRUMENT
FINAL VERSION
DECEMBER 1998 LEAVER COHORT
June 15, 1999**

CODE BEFORE CALLING

SAMPLE REGION FRAME: (SAMPLE REGIONAL GROUP)

PROJECT SAMPLE IDENTIFICATION NUMBER: _____

ANSWER WHEN BRING UP SURVEY INSTRUMENT – THIS IS A:

1. CALL INITIATED BY SRO INTERVIEWING STAFF
2. CALL IN TO SRO FROM SAMPLE MEMBER
3. CALL IN TO SRO FROM LOCATOR

INTRODUCTION

Hello, my name is [__NAME__] and I'm (calling from / talking to you from) the University of Illinois. We are conducting interviews with people who left welfare last November or December. The purpose is to see what has happened to them since they left welfare at this time. We will pay you \$25 for this interview.

IF SRO-INITIATED CALL OR RESPONDENT CALL IN:

We recently sent you a letter telling you more about the study. Did you receive it?

IF NO: I'm sorry it didn't get to you. It was a letter telling you we would be calling again and some information about the study. I'll tell you about the other things that were in the letter.

IF YES: Good. I just want to repeat some of the things we told you in the letter. This is just to be sure they are clear to you. **PROCEED WITH TEXT BELOW.**

IF LOCATOR CALL IN:

The locator has a letter and a question-and-answer sheet for you telling you about the study. But let me tell you what we say in this material.

FOR ALL RESPONDENTS:

For this study, we selected you by chance from a list of people who left welfare last November or December. We got this list from the Illinois Department of Human Services. This list was given to us only for the purpose of choosing people for this study.

This interview should take about 20 to 30 minutes. Your answers will remain strictly confidential. This means that no one will be able to know which answers you give. I also want you to know that your participation is totally up to you. Any benefits you may be receiving will not be affected by whether or not you participate.

As I said earlier, you will get 25 dollars if you complete our interview. However, if there are some questions you don't want to answer, just tell me and we will skip them.

Would you be willing to be interviewed for this study?

IF NO: TERMINATE CALL AND RECORD REFUSAL.

IF YES: Would now be a convenient time?

IF CONVENIENT TIME: PROCEED WITH INTERVIEW.

IF NOT CONVENIENT TIME: When would be a convenient time to call back?
AND RECORD INFORMATION ON REPORT SHEET.

I really appreciate your willingness to participate. If you have any questions during the interview, do not hesitate to stop and ask me. OK?

IF LOCATOR CALL-IN:

To be sure that I'm talking to the right person, could you please tell me the last four digits of your social security number – and your date of birth.

CHECK THESE AGAINST INFORMATION ON REPORT SHEET. IF EITHER MATCH, CONTINUE WITH INTERVIEW.

IF NEITHER MATCHES, ASK TO SPEAK TO LOCATOR AND GET SUPERVISOR.

- 1. BOTH MATCH**
- 2. ONLY SOCIAL SECURITY DIGITS MATCH**
- 3. ONLY DATE OF BIRTH MATCHES**
- 4. NEITHER MATCHES**

DEFINITIONS OF WELFARE AND WHEN GOT OFF WELFARE

We'll be discussing a number of topics during the interview. I'd like to make sure we have the same things in mind when I mention things like welfare assistance and when you got off of welfare.

DEFINITION OF WELFARE

When I use the term welfare, I mean cash assistance received through TANF – or Temporary Assistance for Needy Families. TANF is the welfare program which replaced the Aid to Families with Dependent Children or AFDC program.

WHEN GOT OFF WELFARE

Next, when I talk about the time you got off welfare, I will be talking about when you got off welfare around last November or December.

If I ask you to think about when you got off welfare around these months, what month makes sense to you? In other words, what month around this time did you get off welfare?

IF MONTH IS NOT NOVEMBER OR DECEMBER 1998, ASK:

Didn't you also get off welfare closer to last November or December?

IF YES—And what month was this? CODE BELOW.

IF NO, CODE ORIGINAL MONTH GIVEN AND CONTINUE.

1. MONTH: _____ [WILL USE IN MONTH THAT FOLLOWS.]
2. DON'T KNOW MONTH
3. TERMINATE INTERVIEW (GIVE REASON ON REPORT SHEET)

QUESTIONS

SECTION I.

EXPERIENCES WITH WELFARE SYSTEM

AND REASONS FOR GETTING OFF (AND BACK ON) WELFARE

I-1 I'd like to begin by asking why you left TANF welfare cash assistance in MONTH.
[PROMPT: Were there any other reasons?]

IF R SAYS DON'T KNOW, SAY: Well, what happened?

ANSWER BOX OPENS:

I-2 Thinking about your own experiences, was there something that helped you in getting off or staying off welfare?

1. YES
2. NO
3. DON'T KNOW
4. REFUSE

I-2A IF YES: Could you tell me what has helped you in getting off or staying off welfare? [PROMPT: Are there any other things that have helped you in getting off or staying off welfare?]

ANSWER BOX OPENS:

I-3 Have you had problems in getting off or staying off welfare?

1. YES
2. NO
3. DON'T KNOW
4. REFUSE

I-3A IF YES: Could you tell me about these problems? [PROMPT: Are there any others? (Could you tell me about them?)]

ANSWER BOX OPENS:

I-4 As close as you can remember, what was the year and month that you first received welfare cash assistance as an adult – I mean, on your own case?

[INSTRUCTION: OBTAIN AT LEAST AN ESTIMATE OF THE YEAR THAT RESPONDENT FIRST RECEIVED WELFARE CASH ASSISTANCE.]

1. YEAR AND MONTH = _____
2. YEAR = _____
3. DON'T KNOW
4. REFUSE TO ANSWER

I-5 How many months or years have you been on welfare cash assistance as an adult -- again, meaning on your own case? (PROMPT FOR BEST ESTIMATE.)

[IF PROBLEM WITH THIS ASK: Well, maybe it would be easier to think about the times when you have left welfare cash assistance and how long you left for. Since you first began receiving welfare cash assistance on your own case as an adult, how many months or years have you been off of welfare?]

1. TOTAL LENGTH RECEIVED / YEARS = _____
2. TOTAL LENGTH RECEIVED / MONTHS = _____
3. HOW LONG OFF / YEARS = _____
4. HOW LONG OFF MONTHS = _____
5. DON'T KNOW
6. REFUSE TO ANSWER

I-6 People have different reasons for leaving welfare. Thinking about why you left TANF welfare cash assistance in [MONTH], please tell me whether any of the following was part of the reason for why you left welfare.

I-6A The first is: Time limits that were placed on receiving welfare. (PROMPT: Was this part of the reason for why you left welfare?)

1. YES
2. NO
3. DON'T KNOW
4. REFUSE TO ANSWER

I-6B What about requirements that you have to work or take training if you stay on welfare? (PROMPT: Was this part of the reason for why you left welfare?)

1. YES
2. NO
3. DON'T KNOW
4. REFUSE TO ANSWER

I-6C And what about no additional welfare payments if you have another child? (PROMPT: Was this part of the reason for why you left welfare?)

1. YES
2. NO
3. DON'T KNOW
4. REFUSE TO ANSWER

I-6D Did your caseworker encourage you to get off welfare by showing how you would be better off if you left welfare?

1. YES
2. NO
3. DON'T KNOW
4. REFUSE TO ANSWER

IF YES TO I-6D:

I-6E Was this part of the reason for why you left welfare?

1. YES
2. NO
3. DON'T KNOW
4. REFUSE TO ANSWER

I-6F What about having more money because you or someone else in your household had a job? Was this part of the reason for why you left welfare?

1. YES
2. NO
3. DON'T KNOW
4. REFUSE TO ANSWER

I-7 Since you left welfare in [MONTH], have you ever started receiving welfare cash assistance again?

1. YES
2. NO
3. DON'T KNOW
4. REFUSE TO ANSWER

IF YES TO I-7 (HAVE STARTED RECEIVING WELFARE AGAIN):

I-7A What were the major reasons that you began receiving welfare cash assistance again?

PROMPT: Were there are any other reasons? Could you tell me about them?

[IF BACK ON WELFARE MORE THAN ONE TIME, SAY: Well, think about the most recent time you started receiving welfare cash assistance again.]

NOTE: THIS IS AN EXTREMELY IMPORTANT QUESTION. PROMPT FOR ADDITIONAL REASONS AND PROBE FOR AS MUCH SPECIFICITY AS POSSIBLE HERE.

1. REASONS: _____

2. DON'T KNOW
3. REFUSE TO ANSWER

I-7B Altogether, during the time after you left welfare in [MONTH], how many weeks or months have you been on welfare cash assistance?

1. WEEKS: _____
2. MONTHS: _____
3. OTHER TIME UNIT: _____
4. DON'T KNOW
5. REFUSE TO ANSWER

I-7C Are you currently receiving TANF welfare cash assistance?

1. YES
2. NO
3. DON'T KNOW
4. REFUSE TO ANSWER

SECTION II.

SELECTED HARDSHIP EXPERIENCES BEFORE AND AFTER LEAVING WELFARE

PREFACE: Now I'm going to ask you about some things that may or may not have happened to you.

II-1 First, I'd like you to think about the last six months you were on welfare just before you got off of it in MONTH.

II-1A During this time, did you ever get behind in rent or other payment for housing?

1. YES
2. NO
3. DON'T KNOW / DON'T REMEMBER
4. REFUSE TO ANSWER

II-1B During the last six months you were on welfare before [MONTH], did you ever have to move out of a house or apartment because you could not pay for housing?

1. YES
2. NO
3. DON'T KNOW / DON'T REMEMBER
4. REFUSE TO ANSWER

IF YES, HAD TO MOVE:

II-1B1 During this time period, did you ever have to stay with friends or relatives for a period of time because you could not afford housing?

1. YES
2. NO
3. DON'T KNOW / DON'T REMEMBER
4. REFUSE TO ANSWER

II-1B2 During this time period, did you ever have to go to a homeless shelter?

1. YES
2. NO
3. DON'T KNOW / DON'T REMEMBER
4. REFUSE TO ANSWER

II-1B3 During this time period, did you ever have to live in a car or on the streets?

1. YES
2. NO
3. DON'T KNOW / DON'T REMEMBER
4. REFUSE TO ANSWER

II-1C (During the last six months you were on welfare before [MONTH]), did you ever have to go without electricity, heat, or water service because you could not afford them?

1. YES
2. NO
3. DON'T KNOW / DON'T REMEMBER
4. REFUSE TO ANSWER

II-1E (During the last six months you were on welfare before [MONTH],) did your children ever have to live APART FROM YOU with someone else because you could not afford to take care of them?

1. YES
2. NO
3. DON'T KNOW / DON'T REMEMBER
4. REFUSE TO ANSWER

II-1F (During this time period,) was there ever a time when somebody in your home – including yourself -- did not get the medical treatment they needed because you could not afford it?

1. YES
2. NO
3. DON'T KNOW / DON'T REMEMBER
4. REFUSE TO ANSWER

II-1G (During this time period,) was there ever a time when anyone in your family ever cut the size of meals or skipped meals because there wasn't enough money for food?

1. YES
2. NO
3. DON'T KNOW / DON'T REMEMBER
4. REFUSE TO ANSWER

II-1H (During this time period,) was there ever a time when the food you bought just didn't last, and you didn't have enough money to get any more?

1. YES
2. NO
3. DON'T KNOW / DON'T REMEMBER
4. REFUSE TO ANSWER

II-2 Now, I'm going to ask whether these same things have happened to you during the times when you have been OFF OF WELFARE since [MONTH].

II-2AA After you left welfare in [MONTH], did you ever have to move out of your house or apartment because you were no longer eligible for public housing or other housing where you got lower rent or subsidies from the government?

1. YES
2. NO
3. DON'T KNOW / DON'T REMEMBER
4. REFUSE TO ANSWER

II-2A When you have been off welfare since [MONTH], did you ever get behind in rent or other payment for housing?

1. YES
2. NO
3. DON'T KNOW / DON'T REMEMBER
4. REFUSE TO ANSWER

II-2B When you have been off welfare since [MONTH], did you ever have to move out of a house or apartment because you could not pay for housing?

1. YES
2. NO
3. DON'T KNOW / DON'T REMEMBER
4. REFUSE TO ANSWER

IF YES TO II-2B, HAD TO MOVE:

II-2B1 When you have been off welfare since [MONTH], did you ever have to stay with friends or relatives for a period of time because you could not afford housing?

1. YES
2. NO
3. DON'T KNOW / DON'T REMEMBER
4. REFUSE TO ANSWER

II-2B2 When you have been off welfare since [MONTH], did you ever have to go to a homeless shelter?

1. YES
2. NO
3. DON'T KNOW / DON'T REMEMBER
4. REFUSE TO ANSWER

IF YES TO II-2B, HAD TO MOVE:

II-2B3 During this time period, did you ever have to live in a car or on the streets?

1. YES
2. NO
3. DON'T KNOW / DON'T REMEMBER
4. REFUSE TO ANSWER

II-2C (When you have been off welfare since [MONTH],) did you ever have to go without electricity, heat, or water service because you could not afford them?

1. YES
2. NO
3. DON'T KNOW / DON'T REMEMBER
4. REFUSE TO ANSWER

II-2E (When you have been off welfare since [MONTH],) did your children ever have to live apart from you with someone else because you could not afford to take care of them?

1. YES
2. NO
3. DON'T KNOW / DON'T REMEMBER
4. REFUSE TO ANSWER

II-2F (When you have been off welfare since [MONTH],) was there ever a time somebody in your home – **INCLUDING YOURSELF** -- did not get the medical treatment they needed because you could not afford it?

1. YES
2. NO
3. DON'T KNOW / DON'T REMEMBER
4. REFUSE TO ANSWER

II-2G (During this time period), was there ever a time when anyone in your family ever cut the size of meals or skipped meals because there wasn't enough money for food?

1. YES
2. NO
3. DON'T KNOW / DON'T REMEMBER
4. REFUSE TO ANSWER

II-2H (During this time period), was there ever a time when the food you bought just didn't last, and you didn't have enough money to get any more?

1. YES
2. NO
3. DON'T KNOW / DON'T REMEMBER
4. REFUSE TO ANSWER

SECTION III.

MARITAL STATUS AND HOUSEHOLD COMPOSITION: WHEN LEFT WELFARE AND CURRENT

PREFACE: Now I have some questions about your household.

III-1 At the time you left welfare in [MONTH], what was your marital status? Were you ...

1. Married and living with a spouse
2. Living with a partner
3. Separated
4. Divorced
5. Widowed
6. Or, never married
7. OTHER: _____
8. REFUSE TO ANSWER

III-2 And what is your current marital status? Are you now ...

1. Married and living with a spouse
2. Living with a partner
3. Separated
4. Divorced
5. Widowed
6. Or, never married
7. OTHER: _____
8. REFUSE TO ANSWER

***IF III-1 AND III-2 ARE BOTH = 1 (MARRIED AND LIVING WITH A SPOUSE)
OR III-1 AND III-2 ARE BOTH = 2 (LIVING WITH A PARTNER):***

III-2B Is your current (spouse / partner) the same one who lived with you when you left welfare in [MONTH]?

1. YES
2. NO
3. OTHER – EXPLAIN: _____
4. DON'T KNOW
5. REFUSE

III-3 Counting yourself, how many people currently live in your home or in your apartment?

1. NUMBER: _____
2. DON'T KNOW
3. REFUSE TO ANSWER

III-4A What are the ages of your children who are living with you in your home or apartment?

DIRECTION: SPECIFY IF GRANDCHILDREN

1. AGES OF CHILDREN—LIST IN WINDOW: _____
2. NO CHILDREN CURRENTLY LIVING WITH RESPONDENT
3. DON'T KNOW
4. REFUSE TO ANSWER

III-4B How many children under 18 years of age do you have who don't live with you?

1. NUMBER: _____
2. DON'T KNOW
3. REFUSE TO ANSWER

IF ANY OF CHILDREN ARE LIVING APART FROM RESPONDENT:

III-4B1: Where – or with whom – do these children now live?

ANSWER BOX

III-5 Are you – or your spouse or partner – currently pregnant or given birth to any children since you left welfare in [MONTH]?

- 1 YES
- 2 NO
- 3 DON'T KNOW
- 4 REFUSE TO ANSWER

**SECTION IV.
HOUSEHOLD EMPLOYMENT WHEN LAST ON WELFARE
AND WHEN LEFT WELFARE**

PREFACE: In the next questions, I'd like to ask you about recent work you might have had.

LAST SIX MONTHS WHEN ON WELFARE

IV-P1 During the six months you were on welfare before you got off in MONTH, did you ever have a job which paid you money?

1. YES
2. NO
3. DON'T KNOW
4. REFUSE TO ANSWER

IF YES:

IV-P1A For how much of this six months did you have a job which paid you money?
(PROBE: That is, for how many months or weeks during this time did you have a job?)

1. ALL THE 6-MONTH TIME PERIOD
2. NUMBER OF MONTHS:
3. NUMBER OF WEEKS:
4. DON'T KNOW
5. REFUSE TO ANSWER

AT TIME WHEN LEFT WELFARE IN [MONTH]

IV-1 At the time when you left welfare in [MONTH], did you have a job or jobs which paid you money? (IF YES: How many jobs did you have?)

1. YES, ONE JOB
2. YES, MORE THAN ONE JOB & SPECIFY NUMBER: _____
3. NO → SKIP TO INSTRUCTIONS, PAGE XX
4. DON'T KNOW → SKIP TO INSTRUCTIONS, PAGE XX
5. REFUSE TO ANSWER → SKIP TO INSTRUCTIONS, PAGE XX

IV-2 What was the total number of hours that you were working per week? (PROMPT WITH: Well, on the average OR in general, what was the total number of hours you worked per week?)

1. TOTAL NUMBER OF HOURS PER WEEK: _____
2. TOTAL NUMBER & OTHER UNIT: _____
3. DON'T KNOW
4. REFUSE TO ANSWER

IF ONE JOB WHEN LEFT WELFARE, ASK IV-3 SERIES:

IV-3A What was your pay on this job? For instance, how much did you make an hour or per day? [TAKE OTHER UNITS IF OFFERED; IF PER WEEK, CHECK TO SEE IF THIS IS TAKE-HOME PAY OR PAY BEFORE TAXES.]

1. PAY PER HOUR: _____
2. PAY PER DAY: _____
3. OTHER WAY OF ANSWERING: _____
4. DON'T KNOW
5. REFUSE TO ANSWER

IV-3AA What was your take-home pay in a typical week? [TAKE OTHER UNITS IF OFFERED.]

1. TAKE-HOME PAY PER WEEK: _____
2. OTHER UNIT FOR TAKE-HOME PAY: _____
3. OTHER UNIT FOR PAY BEFORE TAXES: _____
4. DON'T KNOW
5. REFUSE TO ANSWER

IV-3B What kind of company did you work for? (PROBE: That is, what does this company do or what does it make? ADDITIONAL PROBE: Well, what company did you work for?)

1. KIND OF COMPANY: _____
2. DON'T REMEMBER
3. REFUSE TO ANSWER

IV-3C What kind of work did you do there? That is, what did you do on your job? [PROMPT TO BE SPECIFIC AS POSSIBLE, WITH FOR INSTANCE: Could you tell me some more about what you did on this job?]

1. KIND OF WORK: _____
2. DON'T REMEMBER
3. REFUSE TO ANSWER

IV-3D Do you still have this job?

1. YES
2. NO
3. DON'T KNOW
4. REFUSE TO ANSWER

IF NO: IV-3DA: What month did you leave this job?

1. MONTH: _____
2. DON'T KNOW
3. REFUSE TO ANSWER

IF MORE THAN ONE JOB WHEN LEFT WELFARE, ASK IV-4 SERIES FOR MAIN JOB:

IV-4A Thinking about your main job, what was your pay? For instance, how much did you make per hour or per day? [TAKE OTHER UNITS IF OFFERED; IF PER WEEK, CHECK TO SEE IF THIS IS TAKE-HOME PAY OR PAY BEFORE TAXES.]

IF RESPONDENT SAYS NO MAIN JOB OR EQUAL: Well, tell me how much you make on your best paying job?

IF EQUAL, NEXT: ... how much you make on the job you spend the most time on?

IF EQUAL, NEXT: ... how much you make on your favorite job?

1. PAY PER HOUR: _____
2. PAY PER DAY: _____
3. OTHER WAY OF ANSWERING: _____
4. DON'T KNOW
5. REFUSE TO ANSWER

IV-4B What kind of company did you work for? (PROBE: That is, what does this company do or what does it make? ADDITIONAL PROBE: Well, what company did you work for?)

1. KIND OF COMPANY: _____
2. DON'T REMEMBER
3. REFUSE TO ANSWER

IV-4C What kind of work did you do there? That is, what did you do on your job? [PROMPT TO BE SPECIFIC AS POSSIBLE, WITH FOR INSTANCE: Could you tell me some more about what you (do / did) on this job?]

1. KIND OF WORK: _____
2. DON'T REMEMBER
3. REFUSE TO ANSWER

IV-4D Thinking about all your jobs at this time, about how much was your take-home pay in a typical week? [IF R SAYS DON'T KNOW, PROMPT FOR TOTAL FOR OTHER TIME UNIT; TAKE OTHER TIME UNIT PAY IF OFFERED; IF UNCLEAR, ASK R IF THIS IS TAKE-HOME PAY OR IF BEFORE TAXES.]

1. TAKE-HOME PAY PER WEEK: _____
2. OTHER WAY OF ANSWERING: _____
3. DON'T KNOW
4. REFUSE TO ANSWER

IV-4D2 Do you still have this main job you've been telling me about?

1. YES
2. NO
3. DON'T KNOW
4. REFUSE TO ANSWER

IF NO, DO NOT HAVE THIS MAIN JOB:

IV-4D2A: What month did you leave this job?

1. MONTH: _____
2. DON'T KNOW
3. REFUSE TO ANSWER

IV-4E Do you still have any of the other jobs you had when you left welfare in MONTH?

1. YES
2. NO
3. DON'T KNOW
4. REFUSE TO ANSWER

INSTRUCTIONS:

***IF MARRIED OR PARTNER AT TIME LEFT WELFARE, ASK IV-5 SERIES
IF NOT, SKIP TO IV-6***

**EMPLOYMENT OF SPOUSE/PARTNER PRIOR TO LEAVING WELFARE
AND WHEN LEFT WELFARE**

LAST SIX MONTHS WHEN ON WELFARE

IV-PP1 During the six months you were on welfare before you got off in MONTH, did your spouse or partner who lived with you ever have a job which paid money?

1. YES
2. NO
3. DON'T KNOW
4. REFUSE TO ANSWER

IF YES:

IV-PP1A For how much of this six months did your spouse or partner have a job which paid money? (PROBE: That is, for how many months or weeks during this time did they have a job?)

1. ALL THE 6-MONTH TIME PERIOD
2. NUMBER OF MONTHS:
3. NUMBER OF WEEKS:
4. DON'T KNOW
5. REFUSE TO ANSWER

**JOB OF SPOUSE/PARTNER
AT TIME WHEN LEFT WELFARE IN [MONTH]**

IV-5A At the time you left welfare in [MONTH], did your spouse or partner who lived with you have a job or jobs which paid money? [IF YES: How many jobs did they have?]

1. YES, ONE JOB
2. YES, MORE THAN ONE JOB; SPECIFY NUMBER: _____
3. NO → SKIP TO Q-6
4. DON'T KNOW/DON'T REMEMBER → SKIP TO Q-6
5. REFUSE TO ANSWER → SKIP TO Q-6

IF YES TO ABOVE:

IV-5B What was the total number of hours that your spouse or partner was working per week at this time? (PROMPT WITH: Well, what is your best guess for an average week?)

1. TOTAL HOURS WORKED IN WEEK: _____
2. TOTAL USING OTHER UNIT: _____
3. DON'T KNOW / DON'T REMEMBER
4. REFUSE TO ANSWER

IV-5C Thinking about all the jobs your spouse or partner had, about how much was their take-home pay in a typical a week at this time? [IF R SAYS DON'T KNOW, PROMPT FOR OTHER TIME UNIT - FOR INSTANCE, PER DAY. TAKE TOTAL FOR OTHER TIME UNIT IF OFFERED; IF UNCLEAR, ASK IF THIS IS TAKE-HOME PAY OR PAY BEFORE TAXES.]

1. TAKE-HOME PAY IN WEEK: _____
2. TAKE-HOME PAY USING OTHER UNIT: _____
3. PAY BEFORE TAXES - SPECIFY TIME UNIT: _____
4. DON'T KNOW / DON'T REMEMBER
5. REFUSE TO ANSWER

IF SPOUSE HAD ONE JOB:

IV-5D Does your spouse or partner still have this job?

1. NO
2. YES
3. NOT APPLICABLE - NOT WITH THIS SPOUSE/PARTNER
4. DON'T KNOW
5. REFUSE TO ANSWER

IF NO: IV-5DA: What month did they leave this job?

1. MONTH: _____
2. DON'T KNOW
3. REFUSE TO ANSWER

IF SPOUSE HAD MORE THAN ONE JOB:

IV-5E1 Does your spouse or partner still have the main – or best paying job – they had when you left welfare in [MONTH]?

1. NO
2. YES
3. NOT APPLICABLE – NOT WITH THIS SPOUSE/PARTNER
4. DON'T KNOW
5. REFUSE TO ANSWER

IF NO: IV-5E1A: What month did they leave this job?

1. MONTH: _____
2. DON'T KNOW
3. REFUSE TO ANSWER

IV-5E2 Does your spouse or partner still have any of the other jobs they had when you left welfare in [MONTH]?

1. NO
2. YES
3. NOT APPLICABLE – NOT WITH THIS SPOUSE/PARTNER
4. DON'T KNOW
5. REFUSE TO ANSWER

EMPLOYMENT WHEN LEFT WELFARE – OTHER HOUSEHOLD MEMBERS

ASK IV-6 OF ALL RESPONDENTS:

IV-6 Not counting yourself – and not counting any spouse or partner, did any other adult 18 years or over in your household have a job for pay when you left welfare in [MONTH]?

[IF NEEDED FOR THOSE WITH NO SPOUSE/PARTNER: That's in the question for those who did have a spouse or partner.]

1. YES
2. NO
3. DON'T KNOW / DON'T REMEMBER
4. REFUSE TO ANSWER

SECTION V. PART ONE.
RESPONDENT'S EMPLOYMENT SINCE LEFT WELFARE

PREFACE: Now, let's turn to some questions about jobs you might have had since you left welfare in MONTH.

IF EMPLOYED AT TIME LEFT WELFARE:

V-PP1 Since you left welfare in MONTH, has there ever been a time when you did not have a job for pay?

1. YES
2. NO
3. DON'T KNOW
4. REFUSE

IF UNEMPLOYED AT TIME LEFT WELFARE:

V-P1 Have you ever worked either part-time or full-time for pay since you left welfare in MONTH?

1. YES
2. NO
3. DON'T KNOW
4. REFUSE TO ANSWER

CURRENT EMPLOYMENT:

V-1A2 Are you currently working either part-time or full-time for pay? [IF YES: How many jobs do you currently have?]

1. YES, ONE JOB
2. YES, MORE THAN JOB – SPECIFY NUMBER:
3. NO CURRENT JOBS
4. DON'T KNOW → SKIP TO UNEMPLOYED Qs
5. REFUSE TO ANSWER → SKIP TO UNEMPLOYED Qs

IF HAVE HAD ANY UNEMPLOYMENT SINCE LEFT WELFARE:

V-1A3 Thinking about the current time – or the most recent time when you did not have a job for pay, could you tell me – what are the main reasons why you don't or didn't have one. (PROMPT WITH: Are there any other main reasons? What are they? PROBE FOR AS MUCH SPECIFICITY AS POSSIBLE.)

ANSWER BOX

**IF EMPLOYED AT TIME LEFT WELFARE (EARLIER)
OR EMPLOYED SINCE LEFT WELFARE (V-P1 = 1 ABOVE):**

SERIES ABOUT CHANGING JOBS

V-P2 Have you ever changed jobs since you left welfare in MONTH?

1. YES
2. NO
3. DON'T KNOW
4. REFUSE TO ANSWER

IF YES, HAVE CHANGED JOBS:

V-P2A How many times have you changed jobs during this time?

1. ONE
2. MORE THAN ONE: _____
3. DON'T KNOW
4. REFUSE TO ANSWER

V-P2B I'd like you to think about the most recent time you changed jobs since you left welfare in MONTH. Why did you change jobs? Any other reasons?

- | |
|-------------------|
| 1. REASONS: _____ |
|-------------------|
2. DON'T KNOW
 3. REFUSE TO ANSWER

V-P2C Was the hourly wage of your new job more, less, or about the same as that of your old job?

1. MORE
2. LESS
3. ABOUT THE SAME
4. DON'T KNOW
5. REFUSE TO ANSWER

V-P2D And, was the number of hours you worked in a week on your new job more, less, or about the same as that for your old job?

1. MORE
2. LESS
3. ABOUT THE SAME
4. DON'T KNOW
5. REFUSE TO ANSWER

**IF HAVE HAD PERIODS OF BOTH EMPLOYMENT AND UNEMPLOYMENT
SINCE LEFT WELFARE:
[V-PP1 = 1 OR V-P1 = 1]**

SERIES ON LEAVING JOB WITHOUT HAVING ANOTHER ONE

V-P3 Have you ever left a job without having another one to go to since you left welfare in MONTH?

1. YES
2. NO
3. DON'T KNOW
4. REFUSE TO ANSWER

IF YES, HAVE LEFT A JOB WITHOUT ANOTHER:

V-P3A I'd like you to think about the most recent time you left a job without having another one. Why did you leave this job? Any other reasons?

- | |
|-------------------|
| 1. REASONS: _____ |
|-------------------|
2. DON'T KNOW
 3. REFUSE TO ANSWER

<i>INSTRUCTION: ASK V-3 SERIES FOR ALL CURRENTLY UNEMPLOYED RESPONDENTS:</i>

V-3C How long has it been since you worked at a part-time or full-time job for pay?
[PROMPT ALTERNATIVE: Or, about what month was it when you left your last job?]

1. NUMBER OF WEEKS: _____
2. NUMBER OF MONTHS: _____
3. MONTH/DATE LEFT LAST JOB: _____
4. DON'T KNOW
5. REFUSE TO ANSWER

V-3E Are you currently looking for a job?

1. YES
2. NO
3. DON'T KNOW
4. REFUSE TO ANSWER

IF YES:

V-3E1 About how many employers have you contacted in the past month?

1. NUMBER OF EMPLOYERS: _____
2. DON'T KNOW
3. REFUSE

**SECTION V-4 SERIES:
NATURE OF CLIENT'S EMPLOYMENT AFTER WELFARE**

ASK FOLLOWING QUESTIONS (SECTION V-4 SERIES) FOR ALL THOSE WHO HAVE HAD ANY EMPLOYMENT SINCE LEAVING WELFARE. ONLY THOSE WHO HAVE NOT HAD ANY JOB SINCE LEAVING WELFARE WILL SKIP THIS SERIES.

**IF CURRENTLY HAVE MORE THAN ONE JOB,
ASK V-4PP1 AND V-4PP2:**

V-4PP1: Altogether, how many hours a week do you work on these jobs?

1. TOTAL HOURS A WEEK: _____
2. DON'T KNOW
3. REFUSE TO ANSWER

V-4PP2: About how much is your total take-home pay in a typical week for all your jobs? (ASK FOR TOTAL FOR OTHER TIME UNIT IF R SAYS DON'T KNOW; IF UNCLEAR, ASK R IF TAKE-HOME PAY OR PAY BEFORE TAXES.)

1. TOTAL EARNINGS IN WEEK: _____
2. OTHER TOTAL AND UNIT: _____
3. DON'T KNOW
4. REFUSE TO ANSWER

QUESTIONS ABOUT ONLY JOB, BEST JOB, OR MOST RECENT JOB

PREFACE IF CURRENTLY EMPLOYED: Now I'd like to ask you some questions about your current job. If you have more than one job, we'd like to know about the best job you currently have. [IF NEEDED, DEFINE BEST JOB AS: the job where you generally make the most per week; IF EQUAL, THEN: the job you like the most.]

PREFACE IF NOT CURRENTLY EMPLOYED: Now I'd like to ask you some questions about the most recent job you have had since leaving welfare in [MONTH].

V-4A What kind of company (do / did) you work for? [PROBE: That is, what does this company do or what does it make? ADDITIONAL PROBE: Well, what company (do / did) you work for?]

1. KIND OF COMPANY: _____
2. SAME COMPANY TOLD YOU ABOUT WHEN LEFT WELFARE
3. DON'T REMEMBER
4. REFUSE TO ANSWER

V-4B What kind of work (do / did) you do there? That is, what (do / did) you do on your job? [PROMPT TO BE SPECIFIC AS POSSIBLE, WITH FOR INSTANCE: Could you tell me some more about what you (do / did) on this job?]

1. KIND OF WORK: _____
2. SAME JOB TOLD YOU ABOUT WHEN LEFT WELFARE
3. DON'T REMEMBER
4. REFUSE TO ANSWER

V-4C How satisfied or dissatisfied (are / were) you with this job? Would you say ...

1. very satisfied
2. somewhat satisfied
3. neither satisfied nor dissatisfied
4. somewhat dissatisfied
5. or, very dissatisfied
6. DON'T KNOW
7. REFUSE TO ANSWER

IF SATISFIED (1 OR 2):

V-4D1 What things (do/did) you like most about your job? (PROMPT: Any other things?)

ANSWER BOX OPENS:

V-4D2 And, what – if anything -- (do/did) you dislike about your job? (PROMPT: Any other things?)

ANSWER BOX OPENS:

IF NEITHER SATISFIED NOR DISSATISFIED, DON'T KNOW, OR REFUSE:

V-4D3 What – if anything -- (do/did) you like about your job? (PROMPT: Any other things?)

ANSWER BOX OPENS:

V-4D4 And, what – if anything -- (do/did) you dislike about your job? (PROMPT: Any other things?)

ANSWER BOX OPENS:

IF DISSATISFIED (4 OR 5):

V-4D5 What things (do/did) you dislike most about your job? (PROMPT: Any other things?)

ANSWER BOX OPENS:

V-4D6 And, what – if anything -- (do/did) you like about your job? (PROMPT: Any other things?)

ANSWER BOX OPENS:

BACK TO ALL THOSE WHO HAVE CURRENT OR HAD MOST RECENT JOB SINCE LEFT WELFARE:

V-4E How long (have you worked / did you work) in this job? (PROMPT: That is, how many months, weeks, or days?)

1. NUMBER OF MONTHS: _____
2. NUMBER OF WEEKS: _____
3. NUMBER OF DAYS: _____
4. DON'T KNOW/DON'T REMEMBER
5. REFUSE TO ANSWER

V-4F How many hours a week (do / did) you normally work in this job?

1. HOURS PER WEEK: _____
2. OTHER ANSWER: _____
3. DON'T KNOW
4. REFUSE TO ANSWER

V-4G What (is / was) your hourly pay on this job? [IF R SAYS DON'T KNOW, ASK FOR OTHER WAY R CAN GIVE THIS AND RECORD UNDER OTHER; IF UNCLEAR, CHECK TO SEE IF BEFORE OR AFTER TAXES.]

1. HOURLY PAY: _____
2. OTHER PAY AND TIME UNIT: _____
3. DON'T KNOW/DON'T REMEMBER
4. REFUSE TO ANSWER

V-4G1 And, about how much (is/was) your take-home pay in a typical week for this job? [IF R SAYS DON'T KNOW, ASK FOR OTHER WAY R CAN GIVE THIS AND RECORD UNDER OTHER; IF UNCLEAR, CHECK TO SEE IF BEFORE OR AFTER TAXES.]

1. TAKE-HOME PAY PER WEEK: _____
2. OTHER PAY AND TIME UNIT: _____
3. DON'T KNOW/DON'T REMEMBER
4. REFUSE TO ANSWER

V-4H About how long (does / did) it usually take you to get to work for this job? (INSTRUCTION: WE WANT ONE-WAY ESTIMATE.)

1. MINUTES: _____
2. HOURS: _____
3. DON'T KNOW/DON'T REMEMBER
4. REFUSE TO ANSWER

V-4H1 How (do/did) you get to work? That is, do you drive; do you get a ride from someone else; do you take mass transit; do you walk, or what?

1. RESPONDENT DRIVES
2. RESPONDENT GETS RIDE FROM SOMEONE ELSE
3. MASS TRANSIT
4. TAXI
5. WALK
6. OTHER: _____
7. DON'T KNOW
8. REFUSE

**SECTION V. PART TWO.
EMPLOYMENT OF OTHER ADULTS IN FAMILY
SINCE RESPONDENT LEFT WELFARE**

***INSTRUCTION: ASK V-5 IF RESPONDENT
CURRENTLY HAS SPOUSE OR PARTNER LIVING WITH HIM/HER***

V-5 Is your spouse or partner currently working either part-time or full-time for pay? [IF YES: How many jobs do they currently have?]

1. YES, ONE JOB
2. YES, MORE THAN JOB – SPECIFY NUMBER:
3. NO CURRENT JOBS
4. DON'T KNOW → SKIP TO UNEMPLOYED Qs
5. REFUSE TO ANSWER → SKIP TO UNEMPLOYED Qs

IF MORE THAN ONE JOB, ASK V-6B AND V-6C:

V-6B Altogether, how many hours a week do they work on these jobs?

1. TOTAL HOURS A WEEK: _____
2. DON'T KNOW
3. REFUSE TO ANSWER

V-6C About how much is their total take-home pay in a typical week for all their jobs? (ASK FOR TOTAL FOR OTHER TIME UNIT IF R SAYS DON'T KNOW; IF UNCLEAR, ASK R IF TAKE-HOME PAY OR PAY BEFORE TAXES.)

1. TOTAL EARNINGS IN WEEK: _____
2. OTHER TOTAL AND UNIT: _____
3. DON'T KNOW
4. REFUSE TO ANSWER

IF SPOUSE/PARTNER CURRENTLY WORKING:

PREFACE: Now, I'd like to ask you questions about the job your spouse or partner currently has – or what they consider to be their main job.

V-7A What kind of company do they work for? [PROBE: That is, what does this company do or what does it make? ADDITIONAL PROBE: Well, what company do they work for?]

1. KIND OF COMPANY: _____
2. SAME COMPANY TOLD YOU ABOUT WHEN LEFT WELFARE
3. DON'T REMEMBER
4. REFUSE TO ANSWER

V-7B What kind of work do they do there? That is, what do they do on their job? [PROMPT TO BE SPECIFIC AS POSSIBLE, WITH FOR INSTANCE: Could you tell me some more about what they do on this job?]

1. KIND OF WORK: _____
2. SAME JOB TOLD YOU ABOUT WHEN LEFT WELFARE
3. DON'T REMEMBER
4. REFUSE TO ANSWER

V-7C How many hours a week do they normally work in this job?

1. HOURS PER WEEK: _____
2. OTHER ANSWER: _____
3. DON'T KNOW
4. REFUSE TO ANSWER

V-7D What is their hourly pay on this job? [IF R SAYS DON'T KNOW, ASK FOR OTHER WAY R CAN GIVE THIS AND RECORD UNDER OTHER; IF UNCLEAR, CHECK TO SEE IF BEFORE OR AFTER TAXES.]

1. HOURLY PAY: _____
2. OTHER PAY AND TIME UNIT: _____
3. DON'T KNOW/DON'T REMEMBER
4. REFUSE TO ANSWER

V-7E And, about how much is their take-home pay in a typical week for this job? [IF R SAYS DON'T KNOW, ASK FOR OTHER WAY R CAN GIVE THIS AND RECORD UNDER OTHER; IF UNCLEAR, CHECK TO SEE IF BEFORE OR AFTER TAXES.]

1. TAKE-HOME PAY PER WEEK: _____
2. OTHER PAY AND TIME UNIT: _____
3. DON'T KNOW/DON'T REMEMBER
4. REFUSE TO ANSWER

V-7F Since you left welfare in [MONTH], has there ever been a time when your spouse or partner did not have a job for pay?

1. YES
2. NO
3. DON'T KNOW
4. REFUSE

IF YES, HAS BEEN A TIME:

V-7F1 Thinking of the most recent time when they did not have a job, could you tell me – what are the main reasons why they didn't have one? (PROMPT WITH: Are there any other main reasons? What are they? PROBE FOR AS MUCH SPECIFICITY AS POSSIBLE.)

ANSWER BOX OPENS

IF SPOUSE/PARTNER NOT CURRENTLY WORKING:

V-8 What are the main reasons why your spouse or partner does not currently have a job? (PROMPT WITH: Are there any other main reasons? What are they? PROBE FOR AS MUCH SPECIFICITY AS POSSIBLE.)

ANSWER BOX OPENS

V-8A Is your (spouse/partner) currently looking for a job?

1. YES
2. NO
3. DON'T KNOW
4. REFUSE

ASK V-9 OF ALL RESPONDENTS:

V-9 Not counting yourself – and not counting any spouse or partner, does anyone else in your family 18 or over who lives with you currently work for pay?

1. YES
2. NO
3. DON'T KNOW
4. REFUSE TO ANSWER

SECTION VI. POSSIBLE EMPLOYMENT BARRIERS

PREFACE:

FOR RESPONDENTS WITHOUT CURRENT SPOUSE/PARTNER: I'd like to ask you about some possible problems you might have had in your attempts to get or keep a job since you left welfare in [MONTH].

FOR RESPONDENTS WITH CURRENT SPOUSE/PARTNER: I'd like to ask you about some possible problems you and your spouse or partner might have had in your attempts to get or keep a job since you left welfare in [MONTH].

VI-1 WITHOUT CURRENT SPOUSE/PARTNER: First, has your **PHYSICAL** health been a problem for you in getting or keeping a job since [MONTH]?

WITH CURRENT SPOUSE/PARTNER: First, has the **PHYSICAL** health of either yourself or your (spouse/partner) been a problem for getting or keeping a job since [MONTH]?

IF SAYS IS NOT LOOKING / HAVE NOT LOOKED, PROMPT: Would this be a problem?

1. YES
2. NO
3. DON'T KNOW
4. REFUSE TO ANSWER

VI-1A WITHOUT CURRENT SPOUSE/PARTNER: Has dealing with mental health or emotional problems been a problem for you in getting or keeping a job since [MONTH]?

WITH CURRENT SPOUSE/PARTNER: Has dealing with mental health or emotional problems been a problem for getting or keeping a job for either yourself or your spouse or partner since [MONTH]?

IF SAYS IS NOT LOOKING / HAVE NOT LOOKED, PROMPT: Would this be a problem?

1. YES
2. NO
3. DON'T KNOW
4. REFUSE TO ANSWER

VI-2 Has paying for child care been a problem for you in getting or keeping a job since [MONTH]?

IF SAYS IS NOT LOOKING / HAVE NOT LOOKED, PROMPT: Would this be a problem?

1. YES
2. NO
3. DON'T KNOW
4. REFUSE TO ANSWER

VI-3 Has finding someone to take care of your children been a problem for you in getting or keeping a job since [MONTH]?

IF SAYS IS NOT LOOKING / HAVE NOT LOOKED, PROMPT: Would this be a problem?

1. YES
2. NO
3. DON'T KNOW
4. REFUSE TO ANSWER

VI-4 Since [MONTH], has finding child care for the hours you needed to work been a problem for you in getting or keeping a job?

IF SAYS IS NOT LOOKING / HAVE NOT LOOKED, PROMPT: Would this be a problem?

1. YES
2. NO
3. DON'T KNOW
4. REFUSE TO ANSWER

VI-5 During this time period, has getting your children to and from child care been a problem for you in getting or keeping a job?

IF SAYS IS NOT LOOKING / HAVE NOT LOOKED, PROMPT: Would this be a problem?

1. YES
2. NO
3. DON'T KNOW
4. REFUSE TO ANSWER

- VI-6 Since [MONTH], has caring for an elderly or disabled relative been a problem for you in getting or keeping a job?
IF SAYS IS NOT LOOKING / HAVE NOT LOOKED, PROMPT: Would this be a problem?
1. YES
 2. NO
 3. DON'T KNOW
 4. REFUSE TO ANSWER
- VI-7 Has HAVING OR PAYING FOR transportation to and from work been a problem for you in getting or keeping a job since [MONTH]?
IF SAYS IS NOT LOOKING / HAVE NOT LOOKED, PROMPT: Would this be a problem?
1. YES
 2. NO
 3. DON'T KNOW
 4. REFUSE TO ANSWER
- VI-8 Have additional expenses relating to work -- such as expenses for uniforms, work clothes, tools, and these sorts of things -- been a problem for you in getting or keeping a job since [MONTH]?
IF SAYS IS NOT LOOKING / HAVE NOT LOOKED, PROMPT: Would this be a problem?
1. YES
 2. NO
 3. DON'T KNOW
 4. REFUSE TO ANSWER
- VI-9 Has inadequate education or training been a problem for you in getting or keeping a job since [MONTH]?
IF SAYS IS NOT LOOKING / HAVE NOT LOOKED, PROMPT: Would this be a problem?
1. YES
 2. NO
 3. DON'T KNOW
 4. REFUSE TO ANSWER

VI-10 Has a language barrier been a problem for you in getting or keeping a job since [MONTH]?

IF SAYS IS NOT LOOKING / HAVE NOT LOOKED, PROMPT: Would this be a problem?

1. YES
2. NO
3. DON'T KNOW
4. REFUSE TO ANSWER

VI-11 Has the lack of jobs close to where you live been a problem for you in getting or keeping a job since [MONTH]?

IF SAYS IS NOT LOOKING / HAVE NOT LOOKED, PROMPT: Would this be a problem?

1. YES
2. NO
3. DON'T KNOW
4. REFUSE TO ANSWER

VI-12 Has dealing with stress from problems in your personal and family life been a problem for either you or your spouse or partner in getting or keeping a job since [MONTH]?

IF SAYS IS NOT LOOKING / HAVE NOT LOOKED, PROMPT: Would this be a problem?

1. YES
2. NO
3. DON'T KNOW
4. REFUSE TO ANSWER

VI-13 Has dealing with drug and alcohol issues either in your personal or family life been a problem for either you or your spouse or partner in getting or keeping a job since [MONTH]?

IF SAYS IS NOT LOOKING / HAVE NOT LOOKED, PROMPT: Would this be a problem?

1. YES
2. NO
3. DON'T KNOW
4. REFUSE TO ANSWER

OTHER PROBLEMS

VI-14 **WITHOUT CURRENT SPOUSE/PARTNER:** Have you had any other problems getting or keeping a job since [MONTH]?

WITH CURRENT SPOUSE/PARTNER: Have you or your (spouse/partner) had any other problems getting or keeping a job since [MONTH]?

IF YES: Could you tell me about these problems?

1. OTHER PROBLEMS

2. NO PROBLEMS
3. DON'T KNOW
4. REFUSE TO ANSWER

SECTION VII.

RECENT EDUCATION AND TRAINING ACTIVITIES

VII-1 **PREFACE:** In the last two years, did you complete any of the following kinds of training or education?

VII-1A: In the last two years, did you complete any courses to improve your reading, writing, or math skills?

1. YES
2. NO
3. DON'T KNOW
4. REFUSE

VII-1B: In the last two years, did you complete any courses which count toward getting a high school diploma or GED?

1. YES
2. NO
3. DON'T KNOW
4. REFUSE

IF YES:

VII-1B1: In the past two years, did you obtain a high school diploma or GED?

1. YES
2. NO
3. DON'T KNOW
4. REFUSE

VII-1C: In the last two years, did you complete any courses which count toward getting a degree or certificate past high school?

1. YES
2. NO
3. DON'T KNOW
4. REFUSE

IF YES:

VII-1C1: Did you obtain a degree or certificate beyond high school?

1. YES
2. NO
3. DON'T KNOW
4. REFUSE

IF YES:

VII-1C2: What kind of degree or certificate did you receive?

1. DEGREE/CERTIFICATE: _____
2. DON'T KNOW
3. REFUSE

VII-1D: In the last two years, did you complete any vocational education classes – that is, classes where you learned a particular job or specific skills for a job?

1. YES
2. NO
3. DON'T KNOW
4. REFUSE

VII-1E: Did you have any job where your employer was given money by a program or by the government to pay part of your wages for you to learn job skills?

1. YES
2. NO
3. DON'T KNOW
4. REFUSE

VII-1F: Did you have any (other) jobs where part of the time was spent learning how to do a particular job or learning specific skills for a job?

1. YES
2. NO
3. DON'T KNOW
4. REFUSE

VII-1G: In the last two years, did you have any training which taught you how to look for a job, how to interview, how to put together a resume, and things like that?

1. YES
2. NO
3. DON'T KNOW
4. REFUSE

VII-1H: Did you have any training where you actually looked for a job as part of the training?

1. YES
2. NO
3. DON'T KNOW
4. REFUSE

VII-1I: Did you have any training which talked about the importance of getting to work on time, having a good attitude on the job, and things like this?

1. YES
2. NO
3. DON'T KNOW
4. REFUSE

IF YES TO ANY OF THE ABOVE TRAINING AND EDUCATION ACTIVITIES:

VII-2 Did any of this education and training help you get a job? IF YES: Which kinds of education and training helped you get a job? PROMPT FOR AS MUCH SPECIFICITY AS POSSIBLE.

- | |
|------------------------------------|
| 1. KINDS THAT HELPED TO GET A JOB: |
|------------------------------------|
2. NONE OF THEM DID
 3. DON'T KNOW
 4. REFUSE

VII-3 Did any of this education and training help you keep a job? IF YES: Which kinds of education and training helped you keep a job? PROMPT FOR AS MUCH SPECIFICITY AS POSSIBLE.

- | |
|-------------------------------------|
| 1. KINDS THAT HELPED TO KEEP A JOB: |
|-------------------------------------|
2. NONE OF THEM DID
 3. DON'T KNOW
 4. REFUSE

EDUCATION/TRAINING ACTIVITIES

VII-4 Did any of this education and training help you get a pay raise or get a better-paying job? IF YES: Which kinds of education and training helped you get a pay raise or get a better-paying job? PROMPT FOR AS MUCH SPECIFICITY AS POSSIBLE.

- | |
|-------------------------------------|
| 5. KINDS THAT HELPED TO KEEP A JOB: |
|-------------------------------------|
6. NONE OF THEM DID
 7. DON'T KNOW
 8. REFUSE

VII-5 And, do you think any of this education and training will help you get a job in the future? IF YES: Which kinds of education and training do you think will help you get a job in the future? PROMPT FOR AS MUCH SPECIFICITY AS POSSIBLE.

- | |
|---------------------------------------|
| 1. KINDS THAT WILL HELP TO GET A JOB: |
|---------------------------------------|
2. NONE OF THEM WILL
 3. DON'T KNOW
 4. REFUSE

**SECTION VIII.
SELECTED COSTS, BENEFITS, AND SUPPORTS
AFTER LEAVING WELFARE**

PREFACE: In the next section, I'll be asking about various areas of your family's life since you left TANF welfare cash assistance in [MONTH].

FOOD STAMPS

VIII-1 First, let's talk about Food Stamps. Since you left welfare, have you ever received food stamps?

1. YES
2. NO
3. DON'T KNOW
4. REFUSE

IF YES, HAVE RECEIVED FOOD STAMPS AFTER LEFT WELFARE:

VIII-1A Do you get food stamps now?

1. YES
2. NO
3. DON'T KNOW
4. REFUSE

IF NO, DON'T GET FOOD STAMPS NOW BUT HAVE SINCE LEFT:

VIII-1A1 Why don't you get food stamps now?

ANSWER BOX

IF NO, HAVE NOT RECEIVED FOOD STAMPS SINCE LEFT WELFARE:

VIII-1B Did you think you would be eligible to receive food stamps after you left welfare cash assistance?

1. YES
2. NO
3. DON'T KNOW / DON'T REMEMBER
4. REFUSE

VIII-1C Did your case worker or someone else from the welfare office tell you that you might be eligible for food stamps after you left welfare cash assistance?

1. YES, SOMEONE TOLD
2. NO, SOMEONE DID NOT TELL
3. DON'T KNOW / DON'T REMEMBER
4. REFUSE

VIII-1D Have you applied for food stamps since you left welfare in [MONTH]?

1. YES
2. NO
3. DON'T KNOW
4. REFUSE

IF NO, HAVE NOT APPLIED:

VIII-1D1 Why haven't you applied for food stamps?

1. REASON: _____
2. DON'T KNOW
3. REFUSE

MEDICAID FOR SELF

VIII-2 Now, let's talk about Medicaid. Since you left welfare, have you ever received a Medicaid card for yourself?

- 1. YES
- 2. NO
- 3. DON'T KNOW
- 4. REFUSE

IF YES, HAVE RECEIVED MEDICAID CARD FOR SELF:

VIII-2A Do you have a Medicaid card for yourself now?

- 1. YES
- 2. NO
- 3. DON'T KNOW
- 4. REFUSE

IF NO, DON'T HAVE MEDICAID CARD FOR SELF NOW BUT HAVE SINCE LEFT:

VIII-2A1 Why don't you have a Medicaid card for yourself?

ANSWER BOX

IF NO, HAVE NOT RECEIVED MEDICAID CARD FOR SELF SINCE LEFT WELFARE:

VIII-2B Did you think you would be eligible to get a Medicaid card for yourself after you left welfare cash assistance?

- 1. YES
- 2. NO
- 3. DON'T KNOW / DON'T REMEMBER
- 4. REFUSE

VIII-2C Did your case worker or someone else from the welfare office tell you that you might be eligible to get a Medicaid card for yourself after you left welfare cash assistance?

- 1. YES, SOMEONE TOLD
- 2. NO, SOMEONE DID NOT TELL
- 3. DON'T KNOW / DON'T REMEMBER
- 4. REFUSE

MEDICAID CARD FOR SELF (CONTINUED)

VIII-2D Have you applied for a Medicaid card for yourself since you left welfare in [MONTH]?

1. YES
2. NO
3. DON'T KNOW
4. REFUSE

IF NO, HAVE NOT APPLIED:

VIII-2D2 Why haven't you applied for a Medicaid card for yourself?

1. REASON: _____
2. DON'T KNOW
3. REFUSE

MEDICAID FOR CHILDREN

VIII-3 Since you left welfare, have you ever received a Medicaid or KidCare card for your children?

1. YES
2. NO
3. DON'T KNOW
4. REFUSE

IF YES, HAVE RECEIVED MEDICAID OR KIDCARE CARD FOR CHILDREN:

VIII-3A Do you have a Medicaid or KidCare card for your children now?

1. YES
2. NO
3. DON'T KNOW
4. REFUSE

IF NO, DON'T HAVE MEDICAID OR KIDCARE CARD FOR CHILDREN NOW BUT HAVE SINCE LEFT:

VIII-3A1 Why don't you have a Medicaid or KidCare card for your children now?

ANSWER BOX

MEDICAID/KIDCARE CARD FOR CHILDREN (CONTINUED)

IF NO, HAVE NOT RECEIVED MEDICAID/KIDCARE CARD FOR CHILDREN SINCE LEFT WELFARE:

VIII-3B Did you think you would be eligible to get a Medicaid or KidCare card for your children after you left welfare cash assistance?

1. YES
2. NO
3. DON'T KNOW / DON'T REMEMBER
4. REFUSE

VIII-3C Did your case worker or someone else from the welfare office tell you that you might be eligible to get a Medicaid or KidCare card for your children after you left welfare cash assistance?

1. YES, SOMEONE TOLD
2. NO, SOMEONE DID NOT TELL
3. DON'T KNOW / DON'T REMEMBER
4. REFUSE

VIII-3D Have you applied for a Medicaid or KidCare card for your children since you left welfare in [MONTH]?

1. YES
2. NO
3. DON'T KNOW
4. REFUSE

IF NO, HAVE NOT APPLIED:

VIII-3D1 Why haven't you applied for a Medicaid or KidCare card for your children?

1. REASON: _____
2. DON'T KNOW
3. REFUSE

OTHER HEALTH INSURANCE COVERAGE

VIII-4 Not counting Medicaid, do you have health insurance coverage for yourself?

1. YES
2. NO
3. DON'T KNOW
4. REFUSE TO ANSWER

IF YES:

VIII-4A Do you have this health insurance coverage through your employer or your spouse's employer? IF NO: What kind of program covers you?

1. YES
2. NOT THROUGH EMPLOYER – OTHER IS: _____
3. NOT THROUGH EMPLOYER; DON'T KNOW OTHER
4. DON'T KNOW WHETHER THROUGH EMPLOYER OR NOT
5. REFUSE TO ANSWER

VIII-5 Not counting Medicaid or KidCare, do your children have any health insurance coverage?

1. YES
2. NO
3. DON'T KNOW
4. REFUSE TO ANSWER

IF YES:

VIII-5A Do you have this health insurance coverage through your employer or the employer of your spouse or partner? IF NO: What kind of program covers them?

1. YES
2. NOT THROUGH EMPLOYER – OTHER IS: _____
3. NOT THROUGH EMPLOYER; DON'T KNOW OTHER
4. DON'T KNOW WHETHER THROUGH EMPLOYER OR NOT
5. REFUSE TO ANSWER

EARNED INCOME TAX CREDIT

VIII-6 Now let's turn to a different topic. Have you heard of the earned income tax credit?

1. YES
2. YES, BUT DO NOT KNOW WHAT IT IS
2. NO, HAVE NOT HEARD
3. DON'T KNOW
4. REFUSE TO ANSWER

IF YES TO VIII-6, HAVE HEARD OF (VIII-6= 1):

VIII-6A Do you know what it is?

1. YES; THINK SO
2. KIND OF; VAGUE NOTION
3. NO
4. DON'T KNOW
5. REFUSE TO ANSWER

VIII-6B Have you received this earned income tax credit?

1. YES
2. THINK SO; MIGHT HAVE
3. NO
4. DON'T KNOW
5. REFUSE TO ANSWER

IF NO TO VIII-6B, HAVE NOT RECEIVED IT:

VIII-6C Why haven't you received it?

1. DIDN'T APPLY FOR IT
2. OTHER REASON: _____
3. DON'T KNOW
4. REFUSE TO ANSWER

CHILD CARE

VIII-7AAA Now I'd like to ask about child care for people who are working, looking for work or taking classes or training. You might have already told me some of this – but since you left welfare in [MONTH], have you been working, looking for work, or taken any classes or training?

1. YES HAVE BEEN DOING ONE OF THESE
2. NO – SKIP TO CHILD SUPPORT SECTION
3. DON'T KNOW; REFUSE – SKIP TO CHILD SUPPORT SECTION

CHILD CARE FOR CHILDREN 6 TO 12 YEARS OLD

VIII-7 You already told me this – but remind me again – do you currently have children who are 6 to 12 years old who are living with you?

1. YES
2. NO – SKIP TO NEXT SUB-SECTION
3. REFUSE TO ANSWER

IF HAVE CHILDREN 6 TO 12 YEARS OLD:

VIII-7A For the next few questions, I'd like you to think about your children who are 6 to 12 years old.

When these children are not in school – AND when you are working, looking for work, or at classes or training – who usually takes care of these children? [IF SAYS DEPENDS, ASK: Well, who takes care of them most of the time when they are not in school?]

1. SPOUSE/PARTNER
2. OTHER CHILDREN IN HOUSEHOLD: And, what is the age of the oldest child who is taking care of your children? _____
3. OTHER CHILDREN OUTSIDE HOUSEHOLD: And, what is the age of the oldest child who is taking care of your children? _____
4. STAY AT SCHOOL; SCHOOL PROGRAM
5. FRIENDS AND NEIGHBORS
6. RELATIVE
7. BABYSITTER
8. SPOUSE/PARTNER NOT LIVING WITH CLIENT
9. CHURCH
10. CHILD CARE CENTER
11. OTHER: _____
12. DON'T WORK AT THESE TIMES; NO CARE NEEDED
13. NO ONE TAKES CARE OF CHILDREN
14. DON'T KNOW
15. REFUSE TO ANSWER

IF PREVIOUS QUESTION RESPONSE IS < 12:

VIII-7B Do you pay for this type of child care?

1. YES
2. NO
3. DON'T KNOW
4. REFUSE TO ANSWER

VIII-7C How dependable is this type of child care for you? That is, when your children 6 to 12 are not in school -- AND you are at work, looking for work or taking classes or training -- can you always count on getting this child care; usually count on getting this child care; or can you count on it only some of the time?

1. ALWAYS COUNT ON
2. USUALLY COUNT ON
3. ONLY SOME OF THE TIME (OR LESS)
4. DON'T KNOW
5. REFUSE

VIII-7D When this type of child care is not available for your children who are 6 to 12 years old, what do you do? That is, who takes care of your children when this happens?

1. RESPONSE BOX: (OR EARLIER LIST – BUT INCLUDE R STAYS HOME)
2. DON'T KNOW
3. REFUSE TO ANSWER

CHILD CARE FOR CHILDREN UNDER 6 YEARS OLD

VIII-8 The next set of questions is for those who have children under 6 years old? Do you currently have any children under 6 years old who are living with you?

1. YES
2. NO – SKIP TO NEXT SUB-SECTION
3. REFUSE TO ANSWER

IF HAVE CHILDREN UNDER 6 YEARS OLD:

VIII-8AA Are any of these children in school, pre-school, or Headstart programs?

1. YES
2. NO
3. REFUSE TO ANSWER

VIII-8A Not counting the time when your children under 6 are in school, pre-school, or Headstart – (PAUSE) – who usually takes care of your children under 6 years old when you are working, looking for work, or at classes or training? [IF SAYS DEPENDS, ASK: Well, who takes care of them most of the time when they are not in school, pre-school, or Headstart?]

1. SPOUSE/PARTNER
2. OTHER CHILDREN IN HOUSEHOLD: And, what is the age of the oldest child who is taking care of your children? _____
3. OTHER CHILDREN OUTSIDE HOUSEHOLD: And, what is the age of the oldest child who is taking care of your children? _____
4. STAY AT SCHOOL; SCHOOL PROGRAM
5. FRIENDS AND NEIGHBORS
6. RELATIVE
7. BABYSITTER
8. SPOUSE/PARTNER NOT LIVING WITH CLIENT
9. CHURCH
10. CHILD CARE CENTER
11. OTHER: _____
12. ONLY WORK WHEN CHILDREN IN PRE-SCHOOL/SCHOOL
13. NO ONE
14. DON'T KNOW
15. REFUSE TO ANSWER

IF VIII-8A QUESTION RESPONSE IS < 12:

VIII-8B Do you pay for this type of child care?

1. YES
2. NO
3. DON'T KNOW
4. REFUSE TO ANSWER

VIII-8C How dependable is this type of child care for you? That is, when your children under 6 are not in school or pre-school -- AND you are at work, looking for work or taking classes or training -- can you always count on getting this child care; usually count on getting this child care; or can you count on it only some of the time?

1. ALWAYS COUNT ON
2. USUALLY COUNT ON
3. ONLY SOME OF THE TIME (OR LESS)
4. DON'T KNOW
5. REFUSE

VIII-8D When this type of child care is not available for your children who are under 6 years old, what do you do? That is, who takes care of your children when this happens?

1. RESPONSE BOX: (OR EARLIER LIST – BUT INCLUDE R STAYS HOME)
2. DON'T KNOW
3. REFUSE TO ANSWER

CHILD CARE FOR CHILDREN OVER 12 YEARS OLD

VIII-9 The next questions are for those who have children over 12 years of age? Do you have any children who are over 12 years of age who live with you?

1. YES
2. NO – SKIP TO NEXT SUB-SECTION
3. REFUSE TO ANSWER

IF HAVE CHILDREN OVER 12 YEARS OLD:

VIII-9A For the next few questions, I'd like you to think about your children who are over 12 years old.

When these children are not in school – AND when you are working, looking for work, or at classes or training – who usually takes care of these children? [IF SAYS DEPENDS, ASK: Well, who takes care of them most of the time when they are not in school?]

1. SPOUSE/PARTNER
2. OTHER CHILDREN IN HOUSEHOLD: And, what is the age of the oldest child who is taking care of your children? _____
3. OTHER CHILDREN OUTSIDE HOUSEHOLD: And, what is the age of the oldest child who is taking care of your children? _____
4. STAY AT SCHOOL; SCHOOL PROGRAM
5. FRIENDS AND NEIGHBORS
6. RELATIVE
7. BABYSITTER
8. SPOUSE/PARTNER NOT LIVING WITH CLIENT
9. CHURCH
10. CHILD CARE CENTER
11. OTHER: _____
12. ONLY WORK WHEN IN SCHOOL
13. NO ONE; THEY ARE OLD ENOUGH TO STAY ON OWN
14. DON'T KNOW
15. REFUSE TO ANSWER

IF ABOVE QUESTION RESPONSE IS < 12:

VIII-9B Do you pay for this type of child care?

1. YES
2. NO
3. DON'T KNOW
4. REFUSE TO ANSWER

VIII-9C How dependable is this type of child care for you? That is, when your children over 12 are not in school -- AND you are at work, looking for work or taking classes or training -- can you always count on getting this child care; usually count on getting this child care; or can you count on it only some of the time?

1. ALWAYS COUNT ON
2. USUALLY COUNT ON
3. ONLY SOME OF THE TIME (OR LESS)
4. DON'T KNOW
5. REFUSE

VIII-9D When this type of child care is not available for your children who are over 12 years old, what do you do? That is, who takes care of your children when this happens?

1. RESPONSE BOX: (OR EARLIER LIST – BUT INCLUDE R STAYS HOME)
2. DON'T KNOW
3. REFUSE TO ANSWER

**ASK VIII-10, -10A, -10B, AND -10C FOR ALL THOSE WHO INDICATE THEY PAY FOR CHILD CARE:
[YES TO VIII-7B, VIII-8B, OR VIII-9B]**

VIII-10 Do you currently get any help paying for your child care from the government or from a social service agency – or a better rate on what child care costs you?

1. YES
2. NO
3. DON'T KNOW
4. NOT APPLICABLE; NOT CURRENTLY NEED CHILD CARE
5. REFUSE TO ANSWER

IF YES, CURRENTLY GET HELP:

VIII-10A Who helps you pay for child care – or, as far as you know, why do you get the better rate on child care?

1. WHO HELPS PAY: _____
2. DON'T KNOW / DON'T REMEMBER
3. REFUSE TO ANSWER

IF NO, DON'T CURRENTLY GET HELP:

VIII-10B Do you know of any programs that help people pay for child care?

1. YES
2. NO
3. DON'T KNOW / DON'T REMEMBER
4. REFUSE TO ANSWER

IF YES, KNOW OF PROGRAMS:

VIII-10BB Why don't you receive any help paying for child care from these programs?

1. REASON: _____
2. DON'T KNOW
3. REFUSE TO ANSWER

VIII-10C In a typical week during the school year, how much do you currently pay out of pocket for child care expenses for all your children – including those getting after-school care? [IF R SAYS DON'T KNOW, ASK IF CAN REPORT FOR OTHER TIME PERIOD – SUCH AS TYPICAL DAY OR MONTH.]

1. OUT OF POCKET EXPENSES PER WEEK: _____
2. OUT OF POCKET PER MONTH: _____
3. OUT OF POCKET PER DAY: _____
4. OUT OF POCKET-OTHER: _____
5. DON'T KNOW
6. NOT APPLICABLE; NOT CURRENTLY NEED CHILD CARE
7. REFUSE TO ANSWER

ASK VIII-10D THROUGH -10F IF HAVE SOMEONE/SERVICE TAKING CARE OF ANY CHILDREN:

VIII-10D Overall, how satisfied or dissatisfied are you with the current arrangements you have for taking care of your children while you are at work, looking for work, or taking classes or training?

1. Very satisfied
2. Somewhat satisfied
3. Somewhat dissatisfied
4. Or, very dissatisfied
5. DON'T KNOW
6. REFUSE

VIII-10E How would you rate the quality of the child care your children get? Would you rate this ...

1. Excellent
2. Good
3. Pretty good
4. Only fair
5. Or, poor
6. DON'T KNOW
7. REFUSE

VIII-10F How satisfied or dissatisfied are you with the cost of your current child care arrangements?

1. Very satisfied
2. Somewhat satisfied
3. Somewhat dissatisfied
4. Or, very dissatisfied
5. DON'T KNOW
6. REFUSE

**VIII-10G AND VIII-10H ASKED OF EVERYONE WHO GETS QUESTIONS
IN THIS CHILD CARE SECTION:**

VIII-10G How difficult is it to find people or services to take care of your children that you feel comfortable with while you are at work, looking for work, or taking classes or training? Would you say this is ...

1. Very difficult
2. somewhat difficult
3. not very difficult
4. or, not at all difficult
5. DON'T KNOW
6. REFUSE

VIII-10H Do you have needs for child care which are not currently being met? IF SO: so, what are these unmet needs? THEN PROMPT WITH: Do you have any other unmet child care needs?

1. NO UNMET CHILD CARE NEEDS

RESPONSE BOX

CHILD SUPPORT

VIII-11P Now, let's talk about child support. Are there any parents of your children who do not live with you?

1. YES → CONTINUE BELOW
2. NO → SKIP TO NEXT SECTION
3. DON'T KNOW
4. REFUSE

IF YES TO ABOVE:

VIII-11 Thinking of these parents of your children who do not live with you, do any of them pay money to help support your children, either through the child support system or directly to you?

1. YES
2. NO
3. DON'T KNOW
4. REFUSE TO ANSWER

[ASKED OF ALL WHO ARE ASKED QUESTIONS IN THIS SECTION -- RATHER THAN JUST THOSE WHO SAID NO TO ABOVE]

VIII-11A: Are you supposed to be receiving child support because the courts have ordered a parent to pay?

1. YES
2. NO
3. DON'T KNOW
4. REFUSE TO ANSWER

IF YES TO ABOVE:

VIII-11A1: Are you receiving the full amount of child support payments that the Court has ordered you to receive?

1. YES
2. YES BUT PASS THROUGH
3. NO
4. DON'T KNOW
5. REFUSE TO ANSWER

CHILD SUPPORT QUESTIONS (CONTINUED)

IF YES TO VIII-11 ABOVE (PARENTS ARE PAYING – THROUGH SYSTEM OR DIRECTLY TO RESPONDENT):

VIII-11B1: Now, I'd you to think about the payments you should be receiving either through the child support system or through money given directly to you by the parent. Generally, can you count on getting the full amount every month, most of the time, some of the time, hardly ever, or never?

1. EVERY MONTH
2. MOST OF THE TIME
3. SOME OF THE TIME
4. HARDLY EVER
5. NEVER
6. OTHER: _____
7. DON'T KNOW
8. REFUSE TO ANSWER

VIII-11B2: And, either through the child support system or through payments made directly to you by the parent, how much child support did you receive last month?

1. AMOUNT: _____
2. OTHER: _____
3. DON'T KNOW
4. REFUSE TO ANSWER

OTHER AID, SERVICES, AND BENEFITS

VIII-12 Next, I'm going to read you a list of different types of benefit programs and supports. For each, I'd first like you to tell me whether you or someone in your household got the benefit or service during the last six months you were on welfare before [MONTH]. For each, you can just tell me yes or no.

READ EACH, AND SELECT IF RESPONDENT SAYS YES. [THOSE NOT SELECTED ARE THOSE FOR WHICH THE RESPONDENT SAYS NO, DOES NOT KNOW, OR REFUSES TO ANSWER]

AS YOU PROCEED THROUGH THE LIST, YOU MAY HAVE TO REMIND RESPONDENT ABOUT THE RELEVANT TIME PERIOD.

1. SSI, or Supplemental Security Income
2. Social Security
3. Money from any retirement or pension fund
4. Township general assistance
5. WIC Supplemental Nutrition benefits (PROMPT: that is – Women Infants and Children supplemental nutrition benefits)
6. School lunch program
7. Payments for doing foster care
8. Military veterans' medical benefits
9. Workers' Compensation
10. Unemployment benefits
11. Home heating assistance
12. Rent subsidy or public housing
13. Free housing from a parent or other relative
14. Help in paying bills from family or friends who live with you
15. Gifts of money or food from family or friends
16. Gifts of money or food from your church
17. Meals or food from shelters, food kitchens or food pantries
18. Did you receive benefits or supports from any other places? (IF YES: Could you tell me about these?): _____

VIII-13 [We're getting close to the end.] And now, I'd like you to tell me whether you or someone in your household has gotten these benefits or services during the times you have been OFF welfare since [MONTH]? Again, you can just tell me yes or no.

READ EACH, AND SELECT IF RESPONDENT SAYS YES. [THOSE NOT SELECTED ARE THOSE FOR WHICH THE RESPONDENT SAYS NO, DOES NOT KNOW, OR REFUSES TO ANSWER]

AGAIN, AS YOU PROCEED THROUGH THE LIST, YOU MAY HAVE TO REMIND THE RESPONDENT ABOUT THE RELEVANT TIME PERIOD.

1. SSI, or Supplemental Security Income
2. Social Security
3. Money from any retirement or pension fund
4. Township general assistance
5. WIC Supplemental Nutrition benefits [WIC = Women Infant and Children]
6. School lunch program
7. Payments for doing foster care
8. Military veterans' medical benefits
9. Workers' Compensation
10. Unemployment benefits
11. Home heating assistance
12. Rent subsidy or public housing
13. Free housing from a parent or other relative
14. Help in paying bills from family or friends who live with you
15. Gifts of money or food from family or friends
16. Gifts of money or food from your church
17. Meals or food from shelters, food kitchens or food pantries
18. Have you received benefits or supports from any other places? (IF YES: Could you tell me about these?): _____

INFORMAL / FAMILY SUPPORT SYSTEMS

VIII-14 Next, I have several questions which ask how often you have someone who can do several kinds of things when you need them.

A. First, how often do you have someone you can count on to run errands if you need them to? Would you say ...

1. always
2. almost always
3. most of the time
4. some of the time
5. hardly ever
6. or, never
7. DON'T KNOW
8. REFUSE

B. How often do you have someone you can count on to lend you some money if you really needed it in a time of financial crisis, like at the end of the month?

1. always
2. almost always
3. most of the time
4. some of the time
5. hardly ever
6. or, never
7. DON'T KNOW
8. REFUSE

C. How often do you have someone you can count on to give you encouragement and reassurance if you really needed it?

1. always
2. almost always
3. most of the time
4. some of the time
5. hardly ever
6. or, never
7. DON'T KNOW
8. REFUSE

INFORMAL SUPPORTS (CONTINUED – VIII-14)

- D. How often do you have someone you can count on to watch your kids for you if you needed them to?
1. always
 2. almost always
 3. most of the time
 4. some of the time
 5. hardly ever
 6. or, never
 7. DON'T KNOW
 8. REFUSE
- E. (And,) how often do you have someone you can count on to lend you a car or give you a ride if you need them to?
1. always
 2. almost always
 3. most of the time
 4. some of the time
 5. hardly ever
 6. or, never
 7. DON'T KNOW
 8. REFUSE

SECTION IX. WELL-BEING SECTION

- IX-1 If you were to consider your life in general these days, how satisfied or dissatisfied are you? Would you say you are ...
- 1 very satisfied
 - 2 somewhat satisfied
 - 3 somewhat dissatisfied
 - 4 or very dissatisfied
 - 5 DON'T KNOW; CAN'T CHOOSE
 - 6 REFUSE

[NOTE: THE FOLLOWING WILL HAVE SAME RESPONSE CATEGORIES AS ABOVE.]

- IX-2 And, we'd also like to know how satisfied or dissatisfied you are with the following aspects of your life.
- A. What about your **household's current financial situation**? Would you say you are very satisfied, somewhat satisfied, somewhat dissatisfied, or very dissatisfied?
- B. What about your **housing conditions**? [Would you say you are very satisfied, somewhat satisfied, somewhat dissatisfied, or very dissatisfied?]

IX-2 (CONTINUED)

- C. What about your ***neighborhood as a place for your children to grow up?*** [Would you say you are very satisfied, somewhat satisfied, somewhat dissatisfied, or very dissatisfied?]
- D. What about ***the quality of your relationship with your child or children?*** [Would you say you are very satisfied, somewhat satisfied, somewhat dissatisfied, or very dissatisfied?]
- E. What about ***the quality of your relationship with your spouse or partner,*** if you have one? [Would you say you are very satisfied, somewhat satisfied, somewhat dissatisfied, or very dissatisfied? INCLUDE A “NOT APPLICABLE” RESPONSE.]
- F. What about ***your personal health and physical condition?*** [Would you say you are very satisfied, somewhat satisfied, somewhat dissatisfied, or very dissatisfied?]
- G. What about ***the health and physical condition of your child or children?*** [Would you say you are very satisfied, somewhat satisfied, somewhat dissatisfied, or very dissatisfied?]
- H. What about ***the quality of the health care that you and your family can afford?*** [Would you say you are very satisfied, somewhat satisfied, somewhat dissatisfied, or very dissatisfied?]
- I. What about ***how your child or children are doing in school?*** [Would you say you are very satisfied, somewhat satisfied, somewhat dissatisfied, or very dissatisfied?]
- J. And how satisfied or dissatisfied are with ***your friendships?*** [PROMPT: that is, the friendships you have with others?] [Would you say you are very satisfied, somewhat satisfied, somewhat dissatisfied, or very dissatisfied?]

SECTION X: RELATIONSHIPS

X-1 Right now, I have some questions about your relationships. As I ask them, just tell me if you can't answer them right now.

First, now or in the past, have you been in a relationship where you were physically, emotionally, or sexually abused? By abused, I mean not only physical or sexual violence – but also threats, intimidation, or attempts to control your behavior.

1. YES
2. NO
3. DON'T KNOW
4. CAN'T ANSWER RIGHT NOW
5. REFUSE TO ANSWER

IF YES:

X-1A Are you currently in such a relationship?

1. YES
2. NO
3. DON'T KNOW
4. CAN'T ANSWER RIGHT NOW
5. REFUSE

X-1B Has dealing with an abusive relationship been a problem to you in getting or keeping a job?

1. YES
2. NO
3. DON'T KNOW
4. CAN'T ANSWER RIGHT NOW
5. REFUSE

X-1C Since you left welfare in [MONTH], would you say the abuse has increased, decreased, or stayed about the same?

1. INCREASED
2. DECREASED
3. STAYED ABOUT THE SAME
4. DON'T KNOW
5. CAN'T ANSWER RIGHT NOW
6. REFUSE

SECTION X: RELATIONSHIPS (CONTINUED)

X-2 In the past 12 months, did a spouse, ex-spouse, boyfriend or girlfriend – or ex-boyfriend or girlfriend – ever:

A. Prevent you from finding a job or going to work or school?

1. YES
2. NO
3. DON'T KNOW
4. NOT APPLICABLE; NO SUCH RELATIONSHIP IN PAST SIX MONTHS
5. REFUSE TO ANSWER

[NOTE: THE FOLLOWING WILL USE SAME RESPONSE CATEGORIES.]

B. Try to discourage you from finding a job or going to work?

C. Make you feel guilty about working?

D. Refuse to help you, or went back on promises to help you, with child care, transportation, or housework?

E. Make it difficult for you to attend or complete programs or classes that would help you get a good job?

F. Harass you with telephone calls at your job?

G. Injure you?

H. Cause you to go to a shelter?

I. Cause you to lose or quit your job?

J. Not show up, or else show up under the influence of alcohol or drugs for child sitting?

**SECTION XI.
SELECTED DEMOGRAPHICS, OVERALL ASSESSMENT QUESTIONS,
AND CLOSING SECTION**

XI-1 Next, I'd like to know -- what is your highest grade or level of school? Would you say this is ...

1. less than eighth grade
2. less than a high school diploma
3. a high school diploma or GED
4. trade or technical school beyond high school
5. some junior college education
6. an associates degree from a junior college
7. some education at a four-year college
8. a 4-year college or university degree or more
9. OTHER: _____
10. REFUSE TO ANSWER

XI-2 Do you have a driver's license?

1. YES
2. NO
3. DON'T KNOW
4. REFUSE

IF YES:

XI-2A: Does your household have a car which you usually use?

1. YES
2. NO
3. DON'T KNOW
4. REFUSE

IF HOUSEHOLD HAS CAR:

XI-2B: Do you have automobile insurance for this car?

1. YES
2. NO
3. DON'T KNOW
4. REFUSE

XI-3 Now, I'd like you to think about last month. Adding together all of the money you and others in your household received from ANY source in the last month, about how much total money did your household receive after taxes? Again, we're interested in your best guess for last month.

1. TOTAL AMOUNT: _____
2. DON'T KNOW
3. REFUSE TO ANSWER

OVERALL ASSESSMENT QUESTIONS

XI-4 Now I would like to talk with you about how your life today compares with your life when you left welfare around [MONTH].

XI-4A First, how about the amount of money you have? Compared to when you left welfare in MONTH, are you now better off, worse off, or about the same?

1. BETTER
2. WORSE
3. SAME
4. DON'T KNOW
5. REFUSE TO ANSWER

XI-4B How about your ability to provide for your family? [IF NEEDED: Are you now better off, worse off, or about the same?]

[PROMPT: compared to when you left welfare in MONTH]

1. BETTER
2. WORSE
3. SAME
4. DON'T KNOW
5. REFUSE TO ANSWER

XI-4C In terms of medical care for your children, do you think you now are better off, worse off, or about the same as you were when you left welfare in MONTH?

1. BETTER
2. WORSE
3. SAME
4. DON'T KNOW
5. REFUSE TO ANSWER

XI-4D How about medical care for yourself? Are you now better off, worse off, or about the same? [PROMPT: compared to when you left welfare in MONTH]

1. BETTER
2. WORSE
3. SAME
4. DON'T KNOW
5. REFUSE TO ANSWER

XI-4E How about your health? [IF NEEDED: Do you now feel better, worse, or about the same?]

[PROMPT: compared to when you left welfare in MONTH]

1. BETTER
2. WORSE
3. SAME
4. DON'T KNOW
5. REFUSE TO ANSWER

XI-4F How about your housing? [IF NEEDED: Are you now better off, worse off, or about the same?]

[PROMPT: compared to when you left welfare in MONTH]

1. BETTER
2. WORSE
3. SAME
4. DON'T KNOW
5. REFUSE TO ANSWER

XI-4G How about your feeling of self-esteem or self-worth? Do you now feel better, worse, or about the same as you did when you left welfare in [MONTH]?

1. BETTER
2. WORSE
3. SAME
4. DON'T KNOW
5. REFUSE TO ANSWER

XI-4H How about your feelings about working? [IF NEEDED: Have your feelings about working gotten better, gotten worse, or stayed about the same?]

[PROMPT: compared to when you left welfare in MONTH]

1. BETTER
2. WORSE
3. SAME
4. DON'T KNOW
5. REFUSE TO ANSWER

XI-4I And, what about how your child or children feel about you? [IF NEEDED: Are these feelings better, worse, or about the same as when you left welfare in MONTH?]

1. BETTER
2. WORSE
3. SAME
4. DON'T KNOW
5. REFUSE TO ANSWER

XI-4J And -- overall, do you think that your family is now better off, worse off, or about the same as it was when you left welfare in MONTH?

1. BETTER
2. WORSE
3. SAME
4. DON'T KNOW
5. REFUSE TO ANSWER

CLOSING QUESTIONS

XI-5 And finally, for one last question: At the present time, what are the most important things you need in order to get a job or keep your job? [PROMPT: Are there any other important things you need? PROBE FOR AS MUCH SPECIFICITY AS POSSIBLE.]

ANSWER BOX OPENS:

XI-6 Before we finish, I need to check the correct spelling of your name and your correct address in order for you to receive the 25 dollars we will be sending you for your participation in our study. GET THIS AND THEN: I also need to get your social security number.

NOTE: MOST RESPONDENTS WILL RECEIVE A CHECK FOR \$25 WITHIN THREE WEEKS AFTER THEY COMPLETE THE INTERVIEW. THE ONLY EXCEPTION MIGHT BE THOSE CONTACTED BY COOK COUNTY LOCATORS - AND THE LOCATORS WILL PROVIDE PAYMENT INFORMATION TO THE RESPONDENT AT THE END OF THEIR INTERVIEW.

IF RESPONDENT WILL NOT GIVE SOCIAL SECURITY NUMBER, ASK FOR LAST 4 DIGITS OF SOCIAL SECURITY NUMBER AND DATE OF BIRTH. PUT THESE ON THE INTERVIEW REPORT SHEET. TELL RESPONDENT THAT WE NEED THIS IN ORDER TO VERIFY CHECK WILL BE WRITTEN TO CORRECT PERSON.

PUT THIS INFORMATION ON REPORT SHEET.
CODE ZIP CODE BELOW (AND CHECK TO SEE IF THIS DESCRIBES RESPONDENT'S RESIDENCE.)

1. RESIDENTIAL ZIP CODE: _____

XI-7 CLOSING COMMENT: Thank you very much for your time and the information you have provided. Have a good (day / evening). You have contributed a great deal to our study of the welfare changes in Illinois.

RECORD ANY CLOSING COMMENTS BY RESPONDENT.

1. CLOSING COMMENTS: _____
2. NO CLOSING COMMENTS

SECTION XII. QUESTIONS AFTER INTERVIEW IS ENDED

XII-1 RESPONDENT'S GENDER:

1. MALE
2. FEMALE
3. UNCERTAIN

XII-2 RATE RESPONDENT'S OVERALL UNDERSTANDING OF THE QUESTIONS. THINK IN TERMS OF THE NUMBER OF QUESTIONS UNDERSTOOD AND THE DEGREE TO WHICH EACH WAS UNDERSTOOD.

1. EXCELLENT UNDERSTANDING
2. GOOD UNDERSTANDING
3. ADEQUATE UNDERSTANDING
4. POOR UNDERSTANDING
5. VERY POOR UNDERSTANDING

XII-3 RATE RESPONDENT'S OVERALL COOPERATIVENESS.

1. ENTHUSIASTIC
2. COOPERATIVE
3. HESITANT
4. HOSTILE

XII-4 DID THE RESPONDENT ASK ANY QUESTIONS AND/OR GIVE ANY INFORMATION OR RESPONSES THAT SHOULD BE BROUGHT TO THE ATTENTION OF THE PROJECT TEAM?

IS THERE ANYTHING ABOUT THE RESPONDENT WHICH IS PARTICULARLY WORTHY OF NOTE?

1. YES - THESE ARE: _____
2. NO / NOT THAT I'M AWARE OF / DON'T KNOW

XII-5 DID YOU OPEN AND USE ANY OF THE NOTE BOXES?

1. YES
3. NO

Appendix II

Categories of Administrative Reasons for Case Closings, with Frequencies and Percentages for the Population of Closed Cases

TAR: Cancellation Type Actions Reasons	Closed Case Population		
	Frequency	% of known	% of total
Earned Income: Eligible for Medical Extension			
8 Income Exceeds Limits -- Employment (State Funds).	567	0.5%	0.4%
13 Income Exceeds Limits -- More than Federal Poverty Level	32,083	29.4%	23.4%
14 Income Exceeds Limits -- More than TANF Payment Level	6,374	5.9%	4.6%
58 Client Requested Cancel -- Employment (Federal Match)	5,989	5.5%	4.4%
84 Client Requested Cancel -- Employment (State Funds)	247	0.2%	0.2%
Earned Income Subtotal	45,260	41.6%	33.0%
Client Action or Non-cooperation			
9 Recip. Initiative/Noncoop -- Cancellation of Case in Suspension	3	0.0%	0.0%
16 Recip. Initiative/Noncoop -- Refused to Cooperate with Child Support Enforcement	1	0.0%	0.0%
48 Recip. Initiative/Noncoop -- In Sanction for 3 Months	2	0.0%	0.0%
51 Recip. Initiative/Noncoop -- Citizenship Requirement	2	0.0%	0.0%
57 Recip. Initiative/Noncoop -- Failed to Verify Earned Income	3,694	3.4%	2.7%
59 Recip. Initiative/Noncoop -- Financial Management	223	0.2%	0.2%
60 Recip. Initiative/Noncoop -- Refused Retinal Scanning	8	0.0%	0.0%
61 Recip. Initiative/Noncoop -- Failure to Keep Appointment for Empl Interview	2,599	2.4%	1.9%
63 Recip. Initiative/Noncoop -- Auto Cancel/Report not Returned	8	0.0%	0.0%
65 Recip. Initiative/Noncoop -- Failure to Verify Income of Parent	40	0.0%	0.0%
66 Recip. Initiative/Noncoop -- Failure to Verify Income of Step-Parent	7	0.0%	0.0%
67 Recip. Initiative/Noncoop -- Participation in Strike	1	0.0%	0.0%
69 Recip. Initiative/Noncoop -- Failure to Apply for UCB	107	0.1%	0.1%
72 Recip. Initiative/Noncoop -- Alien Sponsor Failed to Comply	11	0.0%	0.0%
85 Recip. Initiative/Noncoop -- Unable to Complete Home Visit*	10	0.0%	0.0%
87 Recip. Initiative/Noncoop -- Failure to Return Redetermination Report*	1,097	1.0%	0.8%
88 Recip. Initiative/Noncoop -- Failure to Provide Verification*	2,921	2.7%	2.1%
89 Recip. Initiative/Noncoop -- Failure to Keep Appointment*	29,573	27.1%	21.5%
91 Recip. Initiative/Noncoop -- Client Requested Cancellation	3,502	3.2%	2.6%
93 Recip. Initiative/Noncoop -- Refused to Cooperate with Activity Requirement	384	0.4%	0.3%

TAR: Cancellation Type Actions Reasons	Closed Case Population		
	Frequency	% of known	% of total
95 Recip. Initiative/Noncoop – Client Req. Canc. -- Obj. to Support Enforcement	26	0.0%	0.0%
96 Recip. Initiative/Noncoop – Failure to Cooperate -- SSN Requirement	205	0.2%	0.1%
97 Recip. Initiative/Noncoop – Failure to Provide Relationship Information	100	0.1%	0.1%
Client Action or Non-cooperation Subtotal	44,524	40.9%	32.4%
Other Reason			
<i>No Longer an Eligible Person on Case</i>			
6 Child	452	0.4%	16.3%
38 Conviction for Misrepresenting Address			
49 Case Has Been Combined	39	0.0%	0.0%
54 Case transferred to DCFS due to Policy Change -- child-only	1	0.0%	0.0%
55 Case transferred to DCFS due to Policy Change -- family	16	0.0%	0.0%
70 No Longer an Eligible Person -- Caretaker Relative	480	0.4%	0.4%
76 No Longer an Eligible Person -- Child	5,437	5.0%	4.0%
77 No Longer an Eligible Person -- Admitted to Institution	23	0.0%	0.0%
<i>Assets Exceed Limits</i>			
41 Assets Exceed Limits	91	0.1%	0.1%
<i>Unearned Income Increases</i>			
31 Unearned Income Increases -- New/Increased SS Benefits	237	0.2%	0.2%
32 Unearned Income Increases -- New/Increased Fed. Gov't Benefits	115	0.1%	0.1%
33 Unearned Income Increases -- State/Local Gov't Benefits	346	0.3%	0.3%
34 Unearned Income Increases -- Non-Governmental Benefits	21	0.0%	0.0%
35 Unearned Income Increases -- Lump Sum Payment Received	5	0.0%	0.0%
<i>Contributions/Support</i>			
11 Contributions/Support -- Person in Home	19	0.0%	0.0%
12 Contributions/Support -- Person Outside Home	15	0.0%	0.0%
21 Contributions/Support -- Child Support Payment (4-Month Medical Extension)	909	0.8%	0.7%
22 Contributions/Support -- Voluntary Contributions	23	0.0%	0.0%
24 Contributions/Support -- Child Support Payment (No Medical Extension)	17	0.0%	0.0%

TAR: Cancellation Type Actions Reasons	Closed Case Population		
	Frequency	% of known	% of total
<i>Other Income</i>			
5 Other Income -- Equal to or Greater Than TANF Payment Level	1,399	1.3%	1.0%
17 Other Income -- Parent/Legal Guardian Liability Sufficient to Meet Needs	69	0.1%	0.1%
42 Other Income -- Income Greater than Gross Income Limit	159	0.2%	0.1%
43 Other Income -- Liability of Step-Parent Sufficient	13	0.0%	0.0%
<i>Reduced Need</i>			
53 Reduced Need -- Reduced Need and Income Greater Than Payment Level	15	0.0%	0.0%
<i>Client Move or Cannot Locate</i>			
64 EBT – Did not Access Benefits	452	0.4%	0.3%
78 Moved or Cannot Locate -- No Longer Illinois Resident	5,930	5.4%	4.3%
90 Unable to Locate	2,780	2.6%	2.0%
Other Reasons Subtotal	19,063	17.5%	13.9%
Total Known Reasons	108,847	100%	79.3%
Unknown/Missing/Invalid Reasons	28,483		20.7%
TOTAL	137,330		100%
*Beginning 1/99, these TARs trigger 2-month medical extension Source: IDHS			

Appendix III

Summary of Commonly Reported Administrative Outcome Data for Single-Parent Leavers (Illinois)

Population of Single-Parent Leavers: (1) n=124,819	Quarter before exit	Quarter of Exit	1 st Qtr after Exit	2 nd Qtr after Exit	3 rd Qtr after Exit	4 th Qtr after Exit	Full Year after Exit
Primary Employment Outcomes ¹							
(2) Employment Rate (% with any UI earnings in quarter)	49.1%	55.3%	54.0%	53.3%	53.5%	54.5%	Ever employed in year after exit: 69.5%
(3) Mean Quarterly Earnings (across those with any earnings in quarter)	\$1,916	\$2,420	\$2,663	\$2,746	\$2,846	\$2,959	4Q earnings of those with earnings in any quarter: \$8,909
(4) Median Quarterly Earnings (across those with any earnings in quarter)	\$1,625	\$2,223	\$2,471	\$2,527	\$2,615	\$2,720	4Q earnings of those with earnings in any quarter: \$7,368
Additional Employment Outcomes ¹							
(A-1) Employed in All 4 Quarters							38.9%
(A-2) Mean Earnings of Those Employed in All 4 Quarters	\$1,836	\$2,677	\$3,124	\$3,232	\$3,473	\$3,442	4Q earnings: \$13,271
(A-3) Median Earnings of Those Employed in All 4 Quarters	\$1,608	\$2,591	\$2,963	\$3,045	\$3,287	\$3,254	4Q earnings: \$12,381
(A-4) Percentage of Leavers with Quarterly Earnings Greater than or Equal to \$500	38.1%	47.3%	46.7%	46.1%	46.6%	47.8%	Over \$500 in any quarter: 62.9%
Recidivism ²			3 Months after Exit	6 Months after Exit	9 Months after Exit	12 Months after Exit	Ever Return in 12 Months
(6) Percent Currently Active on TANF			16.2%	18.6%	17.5%	16.3%	28.9%

Medicaid ²	3 Months before exit	Month of Exit	3 Months after Exit	6 Months after Exit	9 Months after Exit	12Months after Exit	Ever receive in first 12 months after exit
(8a) Percent of leavers participating in Medicaid, by month after exit	92.8%	41.8%	57.0%	51.7%	47.4%	40.0%	68.8%
(A-6) Participation by those not active on TANF	Not Applicable	41.8%	48.9%	40.8%	36.4%	28.5%	56.2%
Food Stamps ²	3 Months before exit	Month of Exit	3 Months after Exit	6 Months after Exit	9 Months after Exit	12Months after Exit	Ever receive in first 12 months after exit
(9) Percent of leavers receiving food stamps by month after exit ³	85.1%	Not Reported	33.0%	34.8%	34.2%	32.8%	56.0%
(A-7) Receipt by those not active on TANF ³	Not Applicable	Not Reported	21.8%	21.9%	21.9%	21.3%	39.1%
Child Care Subsidy	Quarter before exit	Quarter of Exit	1stQtr after Exit	2nd Qtr after Exit			
(A-10) Receiving Child Care Subsidy (% of all leavers)	15.7%	18.3%	17.4%	16.5%			

¹ All cohorts have employment data for 1st quarter after exit; later cohorts drop out of analyses for 2nd, 3rd, and 4th quarters after exit.

² All cohorts have recidivism, Medicaid, and food stamp data for seven months after exit; later cohorts drop out of analyses on eight or more months after exit.

³ Because data on one-month issuances of food stamps are not available, the percentages reported underestimate coverage by this program; because this type of issuance is particularly common for the month of TANF exit and the month after exit, these percentages are not reported

Data Source: IDES Quarterly Wage File and IDHS Client Database (CDB)