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Latinos and JOBS:

A Review of Ten States
and Puerto Rico



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A REVIEW of Ten States and Puerto Rico

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Executive Summary

Over the next decade, the U.S. workforce will increasingly demand skilled workers and those who can help the economy maintain its ability to compete globally. For states with large Hispanic populations, most Latino workers are already playing an important role in the development of the economy since Latinos have high labor force participation rates. But, for working poor, undereducated, and unemployed Latinos — including many Hispanic single mothers — effective strategies are critically needed to reintegrate them into the workforce.

Part of the answer to reducing poverty among Latino female-headed families lies in ensuring that existing Aid to Families with Dependent Children (AFDC) training programs, like the Job Opportunities and Basic Skills (JOBS) program, are well designed, adequately funded, and effectively implemented — and that future approaches rely on greater knowledge about the experience of Hispanic women in training programs. Toward that end, this report presents a snapshot of Latinos and the national JOBS program, with an emphasis on programs in the ten states with the largest Latino populations and Puerto Rico.

Using fiscal year (FY) 1992 data from the U.S. Department of Health and Human Services (HHS), as well as the limited data that exist for Hispanics on JOBS programs and outcomes, the report finds that:

- ❖ **Hispanics are underserved by JOBS — AFDC's primary employment and training program.** Latinos nationally, compared to their proportion of AFDC recipients, were underrepresented in JOBS; Latinos constituted 17.8% of nationwide AFDC cases and 12.8% of nationwide average monthly JOBS participants.
 - ❖ **Latinos were underrepresented in JOBS programs in seven of the ten states with the ten largest Latino populations.** Although expectations of proportional representation in JOBS in states where Latinos are a substantial part of the population are reasonable, Latinos were underrepresented in JOBS programs in California, Colorado, Massachusetts, New York, Texas, Florida, and Illinois.
 - ❖ **Of the three states that had a proportional representation of Hispanics, only one emphasized education and strategies that do not harm poor families.** Of the ten profiled states only Arizona, New Jersey, New Mexico, and the Island of Puerto Rico, had proportionally representative JOBS populations. However, of those, data seem to suggest that only New Mexico and New Jersey emphasized educational training; despite an emphasis on education, New Jersey also pursued policies that threaten to exacerbate poverty (e.g., child exclusion) and harm poor children and families.
 - ❖ **The selection process, which lacks uniformity across states, may contribute to excluding individuals who need intensive services — like Hispanics.** External pressure on agencies to produce quick results may lead to selectively choosing participants based on their probability of success, rather than their degree of need. Many state JOBS programs (most notably Arizona, Massachusetts, and Florida) served a substantial number of participants who were not in the federally-designated target groups and who were easier to serve (e.g., college students or AFDC-UP recipients). State and national reformers should recognize and address the importance of serving those with the lowest skill levels, as they are the most likely to experience returns to welfare.
 - ❖ **Many states with large proportions of poor Latinos have sought to implement punitive welfare reform strategies through federal waivers.** Increased caseloads, limited state funds, and difficult match
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requirements for federal funds have forced states to reevaluate their priorities concerning JOBS and consider harmful alternatives to “reform” welfare programs. States like New Jersey and Massachusetts, for example, which have high Latino poverty rates, are proposing approaches like “family caps” that assume Hispanic and other welfare recipients do not want to work or have children simply to collect benefits.

- ❖ **Some national education-related JOBS data are encouraging for Hispanics.** National JOBS data indicate that Latinos, compared to White and Black participants, were most likely to be participating in the High School Education component in 1992. More than one in three Hispanics (34.9%) were in High School Education, compared to one in four Black (25.6%) and less than one in six White (16.9%) participants. Efforts to increase educational levels are especially important since Hispanics, as a group, are undereducated and low levels of education hinder their success in the job market.
- ❖ **Programs that are insufficiently funded; do not provide adequate transitional services, like child care and health care; and that emphasize work, not improving education and skill levels, appear to be the least effective for Latina AFDC recipients.** Program data and research reviewed indicate that poor Hispanic women need welfare in part because they lack access to high quality, culturally-appropriate child care, have poor skill levels that qualify them for low-wage jobs with no benefits, or live in areas of high unemployment. In order for JOBS and other training programs to be effective for unemployed Hispanic women they must address these concerns.

Unquestionably, welfare reform strategies will have a significant impact on Latinos and other low-income families. Consequently, reform proposals — especially at the state level — that pledge to increase self-sufficiency and labor force participation, as well as address some of the existing service gaps in JOBS, must consider Latino concerns in order to ensure their effectiveness.

Specifically, these data findings suggest that:

- ❖ **Policies should reflect the need to reform the system, not the behavior of recipients/participants.** Much of the current debate has centered on behavioral mechanisms as a means to reduce welfare rolls, but not enough attention has been paid to the need for effective training programs, adequate transitional services, and job creation. Policymakers must recognize that punitive measures based solely on the assumption that Latina and other women do not want to work will harm women and poor children and limit their opportunities for future economic stability.
 - ❖ **Research concerning AFDC participation, and JOBS impact and evaluation data by race/ethnicity are needed.** The absence of data make it difficult to understand and effectively address the precise conditions that lead Latinos to use welfare. Without understanding the factors related to welfare use it is difficult to determine the most effective approaches to addressing Latino needs. Moreover, in states with large Latino populations, detailed program evaluations broken down by race/ethnicity are essential to determine the specific components and program designs that are most effective for Hispanics.
 - ❖ **Demonstration projects with Latino participants and follow-up evaluations may be a useful tool in reforming welfare for Hispanics.** Existing demonstration projects do not include sufficient numbers of Latino participants, typically are not structured in ways that adequately measure the impact of educa-
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tional or other components on Hispanic participant outcomes, and are far too limited in scope and duration. Demonstration projects can be a useful tool to experiment with welfare reform, but only if they are designed with the understanding that racial/ethnic groups have often had different rates of success in training programs, due to a combination of factors.

- ❖ **Programs need to increase investment in educational programs, especially English as a Second Language (ESL) training.** Basic educational skills are critical to a participant's ability to remain in the workforce. For Hispanics who have both low levels of educational attainment and limited English proficiency, achieving and maintaining self-sufficiency will be difficult if employment training programs emphasize work instead of adequately preparing participants with fundamental skills, like the ability to speak English.
- ❖ **Access to quality child care services is critical to the successful participation of Latinas in training programs.** Data suggest that only slightly more than one-third (35.3%) of JOBS participants nationally received child care in 1992. In addition, data for the profiled states suggest that some states had reduced or were reducing the availability of child care services. High quality, affordable, flexible, and culturally sensitive child care must be a central feature in employment and training programs for Hispanic and other single parents if they are to be effective.
- ❖ **Access to U.S. Department of Labor (DOL) and other training programs could be an effective way to provide appropriate training to Hispanic single mothers.** Hispanics, who have been historically underserved by federal training programs, must have equal access to both a broad range of training options and support services as they seek employment. The integration of new training models at the DOL with training administered by the U.S. Department of Health and Human Services should help to address this concern.
- ❖ **Job development and job creation strategies are critical to helping participants become economically self-sufficient in a changing economy.** While it is clear that lack of skills is a major concern for JOBS participants, an equally serious problem is lack of private sector jobs. Recent research suggests that even those with high levels of education have begun to experience stagnating wages and increased unemployment, and industrial trends indicate a move toward temporary and part-time employment. These changes suggest that employment and training programs, including JOBS, may need to place greater emphasis on development of both public and private sector jobs for participants — especially Latinos who live in areas of high unemployment.

This research shows that some elements of the JOBS program, like a range of education and training options and child care assistance, are essential to helping women return to the workforce. But for Latinos, a combination of factors which include poor funding and an emphasis on moving participants into the workforce before they are ready makes aspects of the existing JOBS program ineffective. These findings confirm the need to redesign — not eliminate — features of AFDC which are not effective, using the knowledge of JOBS as a starting point.

The current welfare reform debate presents policy makers with an important opportunity to re-shape flawed pieces of the existing public assistance system. Most Americans — including the majority of Hispanics — agree that the purpose of welfare should be to provide transitional assistance to poor and near-

poor families. AFDC, and complementary programs like food stamps, have helped families provide for their children in instances where the support of two parents is not available, as well as during economic recessions and periods of unemployment. Because two-thirds of AFDC recipients are children, it is critical that policy makers use the knowledge about JOBS components that work as building blocks for creating useful training that serves both single mothers and potential employers.

The need for welfare is one aspect of the larger problem of poverty. It is in the interest of states with large Latino populations to promote and adopt approaches that encourage unemployed workers — including single mothers — to rejoin the workforce and contribute to the economy. Finally, to help unemployed parents and single mothers regain economic security through work, policy makers have an obligation to create rational anti-poverty policy with information grounded in the experiences of participants — rather than on rhetoric that sounds convincing, but has no basis in reality.

Introduction

With Presidential campaign promises to “end welfare as we know it,” welfare reform has received considerable attention at both the national and state levels. Both national reform plans and state proposals are responding to the dissatisfaction of voters, who feel that the welfare system has failed.* While approaches on how to make the welfare system more effective differ, the primary focus has been moving recipients into the workforce and fostering “responsibility.” As national reformers struggle to find legislative consensus, many states have moved forward with reforms and are radically changing their welfare programs.

Welfare reform when implemented, will undoubtedly affect all Aid to Families with Dependent Children (AFDC) recipients, yet the impact that reform plans will have on Latinos** and other racial/ethnic groups is unknown. (see Appendix for background information on AFDC).

Given the growth rate of the Hispanic population, their increasingly substantial percentage of the U.S. taxpaying and labor force populations, and their disproportionate representation among both the working poor and AFDC populations, it is imperative that the current debate consider the impact on Latino recipients and be inclusive of Latino perspectives.

Nonetheless, in the rush to change the welfare system, few policymakers have carefully considered the broad range of perspectives and issues involved. In fact, many policymakers have not reviewed the extent to which previous reform efforts have worked. For example, few have noted that the success of the Job Opportunities and Basic Skills Training (JOBS) program — which was the cornerstone of previous reform efforts under the Family Support Act (FSA) and was never completely funded — is still unclear.***

A review of JOBS and its effects on participants — especially Hispanics — may provide insight for national and state reform efforts. This research report is intended to be one step toward the examination of the experience of Latinos in JOBS nationally. Working within the constraints of limited national data on Hispanics in JOBS and AFDC, it profiles programs in the ten states with the largest Latino populations and Puerto Rico and draws some conclusions regarding the implications of current national reform efforts for poor Hispanics. Given that the most recent JOBS data available are from fiscal year (FY) 1992, and that state JOBS programs are undergoing modifications, this report reflects a snapshot of Latinos in JOBS during 1991-92. The compilation of these data and research represents a foundation for additional studies on the effectiveness of federal programs, like JOBS, for an increasingly significant segment of the U.S. population — Latinos.

* See, for example, “Findings from the Focus Groups on Income Security.” Washington D.C.: Peter D. Hart Research Associates, Inc., October 1993.

** The terms “Latino” and “Hispanic” are used interchangeably throughout this report to refer collectively to Mexicans, Puerto Ricans, Cubans, Central and South Americans, and others of Spanish and Latin American descent.

*** See Appendix for a description of FSA.

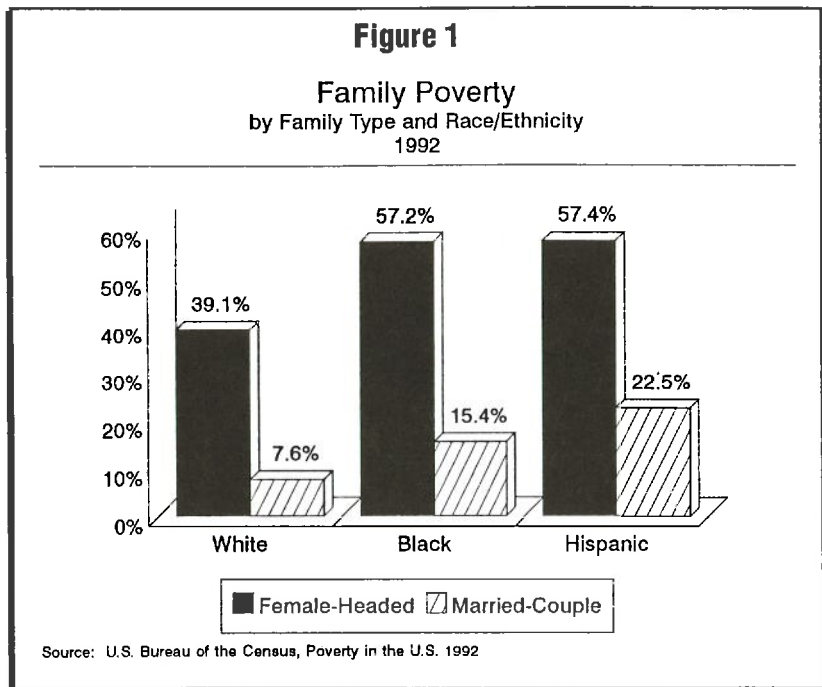
Hispanic Poverty

Research and data reveal that the Hispanic poor are mainly composed of the following four groups:

- ❖ **The Working Poor.** In 1992, 20.9% of all poor Hispanic families had a householder who worked full-time, year-round;
- ❖ **Female-Headed Households.** In 1992, as shown in Figure 1, more than half of Hispanic female-headed households (57.4%) — the highest rate of all family types — were poor;
- ❖ **Puerto Ricans.** In 1991, more than one-third (35.6%) of Puerto Rican families, the largest proportion of any Hispanic subgroup that year, were poor; and
- ❖ **Children.** About half of all Hispanic persons in poverty were under 18 years old (48.8%) in 1991.

Factors that are associated with high poverty among Latinos include low educational attainment levels; a high concentration in low-wage, low-benefit, or part-time work; and employment discrimination. For all Hispanics, these factors serve as major obstacles to achieving economic self-sufficiency.

For Hispanic women and children, the barriers to self-sufficiency are especially difficult. Single-mother families are faced with both a weakened family support structure and social policy which creates disincentives to improving their economic situation. For example, a lack of accessible and appropriate child care makes working full-time difficult for many poor Hispanic mothers.¹ In addition, for women who receive AFDC, several programmatic features hinder efforts to permanently return to the workforce; for instance, restrictions that reduce grant levels dollar-for-dollar when a recipient has earnings from employment penalize women for working as they attempt to move closer to economic self-sufficiency. Therefore, programs such as JOBS, when adequately funded, may offer solutions about how to reduce a Hispanic woman's need for AFDC.



The JOBS Program

OVERVIEW

Mandated by the FSA, JOBS is responsible for providing employment and training services to AFDC and AFDC-UP recipients.* With 13 major types of employment training components (see box), JOBS is designed to prepare participants for entry and stability in the job market (see the Appendix for a statistical overview of the national JOBS program). Under federal guidelines established by FSA, state JOBS programs must make the following programs available:

- ❖ High school or equivalent education;
- ❖ Basic or remedial education;
- ❖ Education for Limited-English-Proficient (LEP) participants;
- ❖ Job skills training;
- ❖ Job readiness activities (job preparation);
- ❖ Job development; and
- ❖ Job placement.

In addition, FSA guidelines mandate that states spend at least 55% of JOBS funding on the following four federally-designated target groups:

- ❖ Parents under 24 without a high school diploma or equivalency;
- ❖ Parents under 24 with little or no work experience;
- ❖ Long-term recipients (those who have received AFDC for at least 36 of the last 60 months); and
- ❖ Members of a family which will lose AFDC eligibility within two years because the youngest child will no longer be considered a dependent.

Participation

FSA has specific guidelines to determine both those adult AFDC recipients eligible for participation and those who count toward the state's participation rate. All adult AFDC recipients are not eligible to participate in JOBS; exceptions — usually based on the age or physical condition of the recipient or dependents (usually children) — are made in certain cases. This explains the gap between the annual number of adult recipients (almost five million adult recipient cases in Fiscal Year (FY) 1992) and the number of adult AFDC recipients eligible to participate in JOBS (almost two million adults in FY 92). Only those recipients eligible may be required to participate in JOBS. However, non-eligible AFDC adult recipients may participate in JOBS voluntarily.

* There are two types of AFDC programs: AFDC Basic and AFDC-UP. AFDC Basic, typically referred to as AFDC, is the general service package to one-parent families (or two-parent families where one parent is incapacitated) with dependents, while AFDC-UP provides aid to two-parent families with unemployed parents. AFDC-UP programs that began after FSA (1988) have a time limit option. FSA mandates that these states provide AFDC-UP assistance for at least six months.

JOBS Program

Education components

High School Education — Coursework designed to prepare participants for the General Education Diploma (GED) exam; basic education and literacy are also offered to individuals who have not finished high school.

Assigned Higher Education — Post-secondary coursework offered to individuals ready to pursue more advanced educational and vocational goals.

Self-Initiated Higher Education — Assists participants who are already enrolled in college courses.

Vocational Training — Coursework on technical and mechanical skills designed to provide sufficient training to move a participant into a technical or mechanical occupation, such as computer programming or auto repair.

Work-related components

Job Development — Defines participants who are provided assistance by JOBS counselors. Counselors may solicit public or private employers, inquire into unsubsidized job openings, and secure job interviews for participants.

Job Readiness — Provides participants with instruction on employer expectations, timeliness, appropriate dress and behavior, and other basic job readiness issues.

Job Skills — Provides participants with instruction on basic skills such as typing, filing, and answering telephones.

Other Components

Assessment and Employment Plan — Assesses basic skills and training and assists the participant in designing an employment plan which best suits the participant's skills and abilities.

Job Entry — Defines participants who are able to find employment with little or no assistance. A participant fitting this description is likely to receive AFDC benefits for a short period of time, as they tend to be job ready.

Optional work-related components

On-the-Job Training — Places eligible individuals in jobs with local businesses in order to improve skills and prepare for paid employment.

Community Work Experience (CWEP) — Provides work experience in public sector jobs; employment opportunities are limited to useful service in public facilities.

Job Search — Provides participants with the necessary skills to find employment, including resume development and interviewing skills.

Work Supplement — Subsidizes employment in certain fields as an alternative to AFDC.

The federal participation rate is the proportion of required recipients who actually do participate in JOBS, and federal guidelines are specific as to who the state may regard as "countable" toward this rate. For example, only those participants who, as a group, average 20 or more hours of scheduled activity each week and attend at least 75% of scheduled hours may be considered countable. Therefore, there will always be a difference between the number of JOBS participants and the number of "countable participants" for participation rate purposes. In California, for example, the number of total JOBS participants is over 60,000, while the number of "countable" recipients toward the participation rate is approximately 33,000.

FSA guidelines mandate that states maintain an 11% participation rate for FY 92 and FY 93 in order for states to continue to receive enhanced federal funds.

State Discretion

Although FSA establishes strict guidelines, it also allows for state flexibility in JOBS program priorities and initiatives, as well as in specific work-related components. As a result, states often prioritize either education or work in an effort to accomplish one or more of the following²:

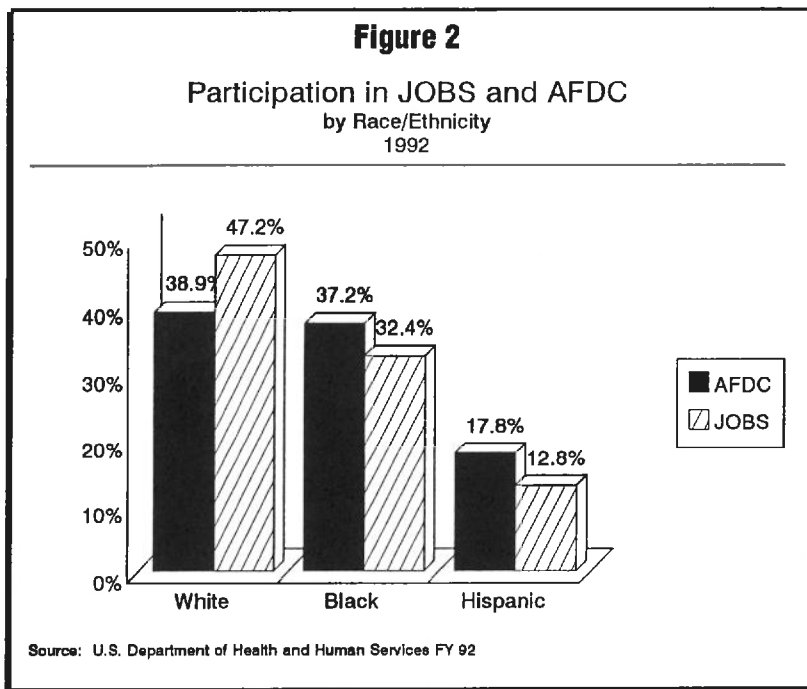
- ❖ Reduce spending costs and caseloads;
- ❖ Increase the number of recipients working;
- ❖ Increase earnings for participants; and
- ❖ Provide the skills to keep people off welfare and out of poverty.

Financial considerations are often a critical factor in the design and establishment of state programs and priorities. In 1992, few states utilized the total federal authorization, and few matched federal allocations beyond the 40% mandated minimum (see appendix for details on funding). As a consequence of their inability to draw down federal dollars, many states have used discretion as a means to reduce or stabilize program costs.

For example, some states have shifted priorities from education to work in order to reduce the state investment. Education may require a substantial time investment, which ultimately may result in higher short-term costs, while a work focus — which provides employment preparatory skills training — may be less time consuming, dependent upon the local job market, and less costly.

In other instances, states have modified programs to serve more job-ready participants, who tend to have more work experience and marketable skills, and often do not require intensive training.

Another method used to expand state discretion is to request waivers. Under Section 1115 of the Social Security Act of 1935, a state may seek permission to “waive” federal requirements for all or part of state



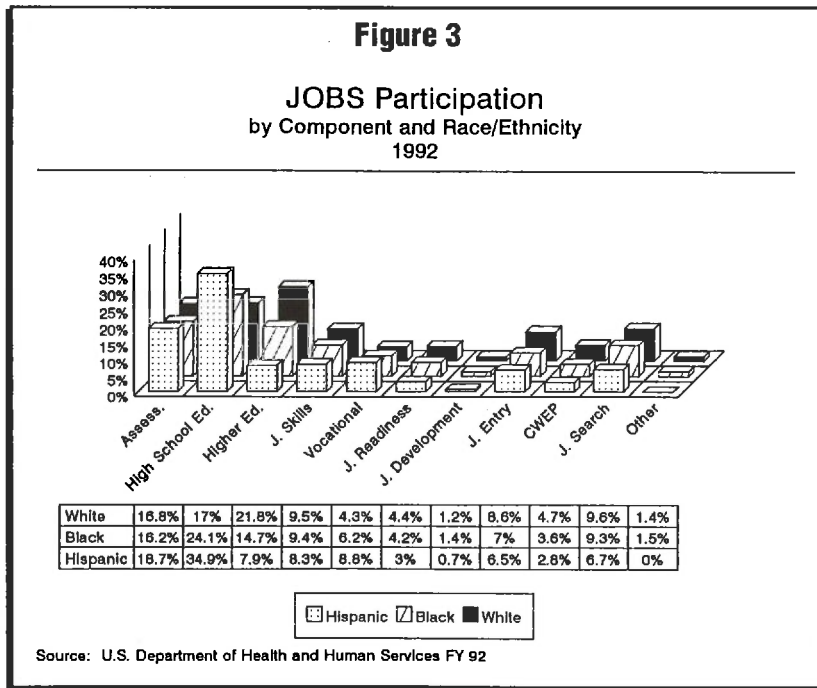
regulations for an experimental or demonstration program. Federal guidelines require that waivers be cost-neutral to the federal government and be rigorously evaluated.

Waivers often modify regulations to provide incentives designed to move participants toward self-sufficiency. Some measures call for sanctions, in the form of AFDC grant reductions for certain actions or inactions, deny additional funds for additional children, or time-limit benefits to prohibit long-term dependency and provide an incentive to quickly move into the job market. Other states choose more progressive strategies, such as allowing families to retain more income and keep property (e.g. a car), and extending transitional medical and child care benefits. Therefore, state discretion combined with a federal waiver policy has enabled states to experiment with welfare reform policy initiatives and goals.

Latinos in JOBS

While the number of individuals eligible for AFDC is not available, the U.S. Department of Health and Human Services (HHS) reported over 4.7 million AFDC cases* and almost 500,000 JOBS participants — approximately 10% of the AFDC caseload — in FY 92.**

Data to determine if Hispanics are adequately represented as a percentage of the eligible Hispanic population are unavailable. However, available data show that Hispanics are less likely than Whites and about as likely as Blacks to be participating in JOBS compared to their participation in AFDC. According to FY 92 AFDC statistics, and as illustrated in Figure 2, Latinos were 17.8% of AFDC cases and 12.8% of JOBS participants. Whites were 38.9% of AFDC cases



* According to HHS, the terms "Families, Units, and Cases" are usually interchangeable; they define one family or one head of household receiving AFDC. However, cases do not equal recipients, as there may be multiple recipients in a case.

** All HHS figures/data through the text regarding participants and components are average monthly figures, unless otherwise specified.

but 47.2% of JOBS participants, while Blacks were 37.2% of AFDC cases and 32.4% of JOBS participants.

As illustrated in Figure 3, Latinos in JOBS were more likely to be participating in High School Education* than White or Black participants. More than one in three Hispanics (34.9%) were in High School Education, compared to one in four Black (25.6%) participants and more than one in six White (16.9%) participants. This relationship, however, is reversed in higher education among JOBS recipients, with Whites participating at almost three times the rate of Hispanics (21.5% v. 7.9%) and Blacks participating at a slightly higher rate than Hispanics (11.9% and 7.9%).

Although Latinos were underrepresented in JOBS as a percentage of the AFDC population overall, expectations of proportional representation in states where Latinos are a significant part of the population are reasonable. However, of the top ten states with the largest Latino populations, only three in ten had proportional ratios of AFDC to JOBS participants. Latinos were underrepresented in California, Colorado, Massachusetts, New York, Texas, Florida, and Illinois JOBS programs, according to FY 92 data.

* Hispanic concentrations in the High School Education component may be explained by the fact that the component included Limited-English-Proficient participants in the count and that Hispanics have particularly low levels of educational attainment.

Latino Research Notes

Data or studies regarding the experience of Latinos in job training programs or the effectiveness of specific training components for particular groups are limited. Recent research,* however, conducted by the National Council of La Raza and the National Puerto Rican Coalition identified several of the barriers to self-sufficiency that Hispanic single mothers face. These include family responsibilities, lack of basic skills and relevant job training, the costs and logistics of transportation, and housing costs. The studies found that child and health care were critical factors which precipitated these women's need for welfare. In addition, lack of English proficiency was also cited as a barrier, especially with regard to the employment of Puerto Rican women. The women who participated in the studies echoed the need to create an AFDC system which provides adequate benefits, a safety net during times of economic transition, health and child care benefits, and appropriate and useful training for jobs that currently exist and are growing in number.

Another study focused on Hispanic women and examined program outcomes and participation patterns of Latinas in the Massachusetts Employment and Training (ET) Choices Program. This study, released in January 1992, found that wages for employed Latinas were considerably lower than overall ET participants and that job placements were higher for Latina participants who received both education and employment skills training than for participants who received one or the other only.

Comprehensive studies conducted over the last three years, of both the Job Training Partnership Act (JTPA) and JOBS programs, have found that training programs that emphasize education show better results than those programs that emphasize work. In particular, the JTPA study found that basic and remedial education was beneficial for Hispanics, while vocational training and on-the-job training were beneficial for all participants regardless of race/ethnicity. However, recent studies by the Manpower Demonstration Research Corporation (MDRC) have revealed conflicting findings regarding the effectiveness of education components in increasing literacy levels, reducing welfare use, and increasing participant earnings and employment rates. Because these studies did not include data by race/ethnicity, additional research is needed to determine how well education-centered program models are improving employment outcomes for Latino participants.

* For full citations of studies noted here, see the "Selected Resources" section under: José E. Cruz; Julia Teresa Quiroz and Regina Tosca; Carol J. Romero; and Miren Uriarte.

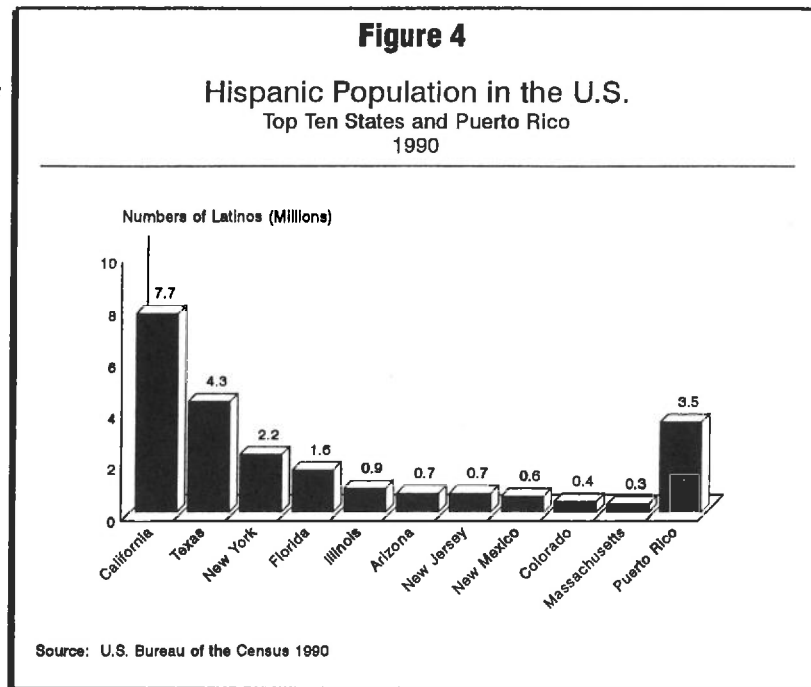
Methodology

The following section profiles the JOBS programs in the ten states with the largest Latino populations and Puerto Rico, as shown in Figure 4.* The program data were collected from federal sources as well as from state social services agencies. These data included: federal participation rates, national component breakdowns, and national participant characteristics. Inconsistent data, however, from state to state limit comparative analysis; some states have extensive documentation while, in others, data are almost negligible. This was especially evident in the compilation of Hispanic data, program evaluations, and eligibility data. As a result, the state profiles that follow vary according to data availability.

PROCESS

To prepare a profile of each state's JOBS program, the following elements were reviewed:

- ❖ Poverty rates of families with children under 18 years of age;
- ❖ Latino representation in AFDC;
- ❖ Participation rates by ethnicity in JOBS;
- ❖ State compared to nationwide averages in JOBS and AFDC;**
- ❖ JOBS component concentrations;
- ❖ Eligibility compared to actual participation in JOBS;
- ❖ Funding levels;
- ❖ Utilization of state discretion, waivers, and availability of essential services (e.g., child care) within JOBS; and
- ❖ Evaluations of participant outcomes and cost-benefit analyses, where available.



* The states were selected based on actual numbers of Latino residents as determined by 1990 Census data.

** See "A Statistical Snapshot of JOBS" in the Appendix for tables of nationwide averages.

In order to compare and contrast state programs, as well as to provide the most accurate data, the following methods were utilized consistently throughout the report:

- ❖ Federal data were used to facilitate comparisons between the states. In cases where state data were available, they were included in the text as a supplement to federal figures. In cases where state and national data conflicted (e.g., fiscal year participation rates, etc.), state data were footnoted.
- ❖ In some cases, recent data were available from states; however, those data were only footnoted if they differed from federal numbers and altered the overall state profile.
- ❖ State poverty data are from the 1990 Census, the most recent state data available. The data, therefore, may be conservative, as poverty rates increased overall from 1990 to 1993. In addition, since Hispanics may be of any race and racial categories include Hispanics, totals may not add up to 100%.
- ❖ To determine the total percentage of federal funds utilized, the total amount of federal funds reported expended by the state was divided by the amount of federal dollars authorized to the state.
- ❖ Eligibility data by race and ethnicity were not available. Therefore, to gain a sense of how equitably Latinos were being served by JOBS, the poverty rate for families with children was compared to the AFDC population, which was then compared to the JOBS population. Consequently, Hispanics may be underrepresented in AFDC compared to their poverty rate, but overrepresented in JOBS compared to their percentage of the AFDC population. This provides a rough estimate of the extent to which poor Hispanic AFDC recipients are being served by JOBS.
- ❖ Educational attainment data were compared to component data to assess how well undereducated participants were being prepared for stable employment. However, given that external factors influence participant choices, it is difficult to assess the degree to which states are responsible for concentrating participants in certain components.

Data Notes

- ❖ Data regarding state participation rates and caseloads were taken from federal form ACF-103 available from HHS. The information regarding components and participants in JOBS was taken from form ACF-108 data for FY 92. These data are based on information provided by the states. According to HHS, samples of monthly participants were large enough to be statistically significant.
 - ❖ Where a state did not report data, the data were treated as missing values. Therefore, the total number of participants was different for each table of data and does not add up to the total U.S. weighted monthly average number of reported cases.
 - ❖ The monthly average for any state that did not report every month was determined by HHS by dividing the state total by the number of months that the state reported data.
-

- ❖ Discrepancies in summation are attributed to rounding of monthly averages, unless otherwise indicated.
- ❖ Since an individual can participate in more than one component during a sample month, only the first component was considered in order to avoid duplicate counts. This is particularly important to tables and references to component concentrations.
- ❖ States had beyond the fiscal year to liquidate funds and report expenditures. Therefore, funding data are estimated until all adjustments and audits are completed, typically up to one year following the fiscal year. However, FY 92 funding data for the most part are complete and accurate. According to HHS officials, any further adjustments — after one year — to funding totals would not be substantial (usually less than 1% of the total expenditure).

Child Care/Support Services

Child care data were collected by HHS for FY 92 from Forms ACF-108 and ACF-115. On Form ACF-108, data on child care services were not reported in 11 of 54 jurisdictions including one of the profiled states (Florida). In addition, the tables from both forms reflected severe child care data collection problems. For example, on form ACF-108, based on the wording of the federal instructions, a state reporting child care data was to indicate the number of participants receiving *any* type of child care. In many cases states estimated the number of monthly recipients receiving child care and often reported the number of participants receiving unsubsidized care (e.g., home based). On form ACF-115 numerous states did not report data, and many of the tables and much of the data were incomplete. Lack of data may be explained by the fact that many states did not have a child care data collection process fully implemented when HHS requested the data for FY 92.

In addition, federal data on the number of participants who requested or who were determined to need child care services were unavailable; therefore, it is unknown whether states were providing an adequate level of child care services. Federal law, however, requires that the state "guarantee" child care to those participating in a state-approved education and employment training activity (including JOBS) satisfactorily, insofar as the state has determined that the service is needed. However, many states have been unable to commit the necessary resources to implement a comprehensive child care program. As a result, in many cases lack of child care services prohibited states from mandating participation of eligible adult recipients, which adversely effected the state's participation rate. Consequently, some states altered regulations to define some participants in need of child care services as exempt and therefore non-eligible (countable) for participation rate purposes. Due to these discrepancies, data that were available on child care for FY 92 were not included in the report's state profiles.

State Profiles

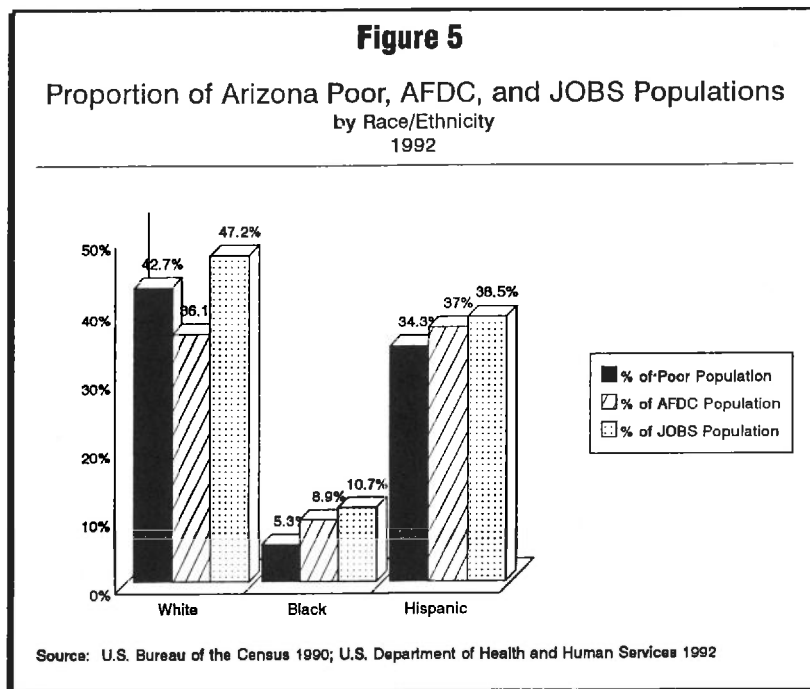
Arizona: JOBS

Arizona JOBS has been a statewide program since October 1992 (the beginning of FY 93), which is also when it modified its program to focus on work instead of education. Arizona JOBS has submitted a federal waiver request*, and — according to state sources — has revised and shifted programmatic goals in order to be able to serve more AFDC recipients as well as to serve more job-ready recipients, those who previously had limited access to services, including males and AFDC-UP recipients.

Poverty

A disproportionate number of Arizona Latinos were poor, and a large proportion of poor Latino families were female-headed households. According to the 1990 Census:

- ❖ Almost one out of five Arizona residents (18.6%) was Latino;
- ❖ Three in ten Arizona Latino families with children under 18 (30.2%) were poor, compared to one in ten White families (10.3%), almost three in ten Black families (28.7%), and almost half of Native American families (49.0%);



- ❖ More than one-third of Arizona poor families with children under 18 were either Latino or White (38.2%), while one in 17 were Black (5.9%), and almost one in five were Native American (18.4%);
- ❖ More than two out of five poor Latino families with children under 18 (41.0%) were headed by single females, compared to almost half of comparable White families (49.8%), almost three-quarters of comparable Black families (73.6%), and more than two-fifths of comparable Native American families (42.2%); and

* See Appendix for description of Arizona waiver.

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- ❖ More than half of Latino female-headed households with related children under 18 (55.3%) were poor, while almost three in ten comparable White families (29.1%), more than half of comparable Black families (52.6%), and more than three in five Native American families (63.9%) were poor.

Participation

Arizona Latinos were overrepresented in AFDC and JOBS, compared to their proportion of poor families and AFDC recipients. AFDC 1992 statistics, shown in Figure 5, indicate that more than one-third (37.0%) of Arizona AFDC recipients were of Hispanic origin and Latinos constituted 38.5% of Arizona JOBS participants.

Compared to states nationwide, Arizona JOBS required a smaller proportion of eligible adult recipients to participate and had a low overall participation rate. In 1992, one in four eligible adult recipients (25%) were required to participate, compared to the national average of 43%, and of those required, only 11% actually participated.

Program Priorities*

Compared to states nationwide, Arizona JOBS had a large proportion of participants in Job Search and had a small proportion of participants in the High School Education component. According to HHS data from FY 92, more than three out of ten participants (30.7%) — far above the national average of 9.4% — were in the Job Search component, while almost one in five Arizona JOBS participants (19.1%) was in the High School Education component.

Arizona JOBS, compared to other states, had the third largest proportion of participants not in the federally designated target populations, and had the largest nationwide proportion of males and AFDC-UP recipients in JOBS. In 1992:

- ❖ More than three in five Arizona JOBS participants (61.1%) were not in the federally designated target groups;
- ❖ More than one-third (36.8%) of Arizona JOBS participants were male; and
- ❖ One-half (51.1%) of JOBS participants were AFDC-UP recipients.

Funding

Compared to other profiled states Arizona utilized one of the lowest percentages of federal funds authorized for JOBS. According to FY 92 JOBS data, Arizona utilized \$3,942,924 of \$10.6 million (37.2%) federally authorized to operate the state's JOBS program. This was well below the national average of 68.1%.

* Since component data are from 1992, they reflect Arizona's previous emphasis on education.

State data³

According to a two-year study completed by the state of Arizona, Latinos constituted the largest percentage of Basic AFDC/JOBS participants and volunteer JOBS participants, and constituted the majority of employed participants 90 days after completing the program. The study found that Latinos* constituted almost one-half (46.9%) of the Basic AFDC/JOBS participants and more than two in five (44.0%) volunteers, and represented more than two in five (44.2%) employed JOBS Basic participants, compared to two-thirds (32.3%) of White and one-fifth (20.4%) of Black participants.

In addition, the two-year study found that Latinos in the Two-Parent Employment Program (TPEP), for which only AFDC-UP recipients are eligible, constituted a smaller percentage of the total TPEP population, but were more likely than any other group to be employed 90 days after completing the program. The study found that three out of ten TPEP participants (30.7%) were Latino and more than one in five Latinos (21.9%), the largest percentage of any group, were employed following the program, compared to almost one in five White and Black participants (19.6% and 18.6% respectively).**

Summary

These data reflect the status of Arizona JOBS participants prior to Arizona's shift to a work emphasis; however, the data suggest that the majority of the participants were AFDC-UP recipients and a substantial proportion were males. Both males and AFDC-UP recipients tend to be more job ready, and are less likely to require intensive long-term training. Although AFDC-UP recipients have time limited cash-assistance and training, which may be a factor in determining program priorities, an overemphasis on this group may result in the exclusion of hard-to-place recipients in need of long-term educational training. Therefore, although well represented as a group, many Latinos and other recipients in AFDC-Basic — who may arguably constitute the neediest recipients — may not have been participating in needed services because AFDC-UP recipients disproportionately occupied available slots.

In addition, Arizona JOBS was near the bottom nationwide in the utilization of federally authorized funds for JOBS; limited resources ultimately limit opportunity and access to needed services. Therefore, although available state data seem to show some promising signs for Latino representation overall and potential employment, much more may need to be invested in JOBS to insure that Latino and other participants are effectively moving closer to self-sufficiency.

* The Arizona study is a two-year study, while HHS counts participants by fiscal year; therefore, there are some significant differences in participant numbers between the state and federal government. In addition, the federal government may have stricter guidelines which define what constitutes participation in JOBS.

** According to Arizona state data, of all groups in Arizona JOBS, excluding participants in Tribal JOBS, Native Americans had the lowest employment rates.

California JOBS: Greater Avenues for Independence Program (GAIN)

As its JOBS initiative, California has implemented a program called Greater Avenues for Independence (GAIN). GAIN targets the “neediest” participants, defined as those who generally have low educational attainment levels and inexperience in the labor force and therefore require more time and resources to successfully become employed. In addition, California has requested numerous waivers for various demonstration projects. However, taken together these waivers do not indicate any clear direction of GAIN initiatives; proposed demonstration projects and strategies range from progressive to punitive.*

Poverty

In California, Latinos constituted the largest percentage of poor families, including a large proportion of female-headed families. According to 1990 Census data:

- ❖ Slightly more than one-quarter of California residents (25.5%) were of Hispanic origin;
- ❖ More than one-fifth of Latino families with children under 18 (22.7%) were poor, compared to one-quarter of comparable Black families (25.1%), and one in 12 comparable White families (8.5%);
- ❖ More than two out of five poor families with children under 18 (45.5%) in California were Latino, while more than one out of seven comparable families were Black (15.0%) and almost one-third (32.2%) were White;
- ❖ Two out of five poor Latino families with children under 18 (40.5%) were headed by single females, while more than half of comparable White families (55.5%), and over three-quarters of comparable Black families (78.0%) were headed by single females; and
- ❖ Almost half of Hispanic female-headed households with children under 18 (46.6%) were poor, compared to more than one-quarter of comparable White families (27.7%) and more than two-fifths of comparable Black families (42.6%).

Participation

Although Hispanic families made up 45.5% of all poor families with children under 18 in California, they constituted a lower proportion of AFDC recipients and JOBS participants. Latinos represented more than one-third (35.6%) of the state AFDC caseload while about three in ten JOBS participants (29.0%) were of Hispanic origin.**

California had the largest number of AFDC cases and JOBS participants in the nation; however, California’s JOBS participation rate, was below the national average in FY 92. In 1992 California had approximately 806,086 AFDC cases, and over 60,046 JOBS participants.*** However, in 1992, only one in

* See Appendix for details of California waivers.

** These federal data differ slightly from FY 93 California state data which show that 33.5% of JOBS participants were Hispanic, while 38.7% were White and 13.6% were Black.

*** Only slightly more than 33,000 JOBS participants were countable for participation rate purposes.

eight adults required to participate (12.0%) in California JOBS actually did — a figure four percentage points below the national average.

Program Priorities

California JOBS had the highest percentage of participants of any state in the High School Education component. In 1992, over 25,000 recipients, more than two-fifths of all California JOBS participants (43.3%), well above the national average of 24.5%, were in the High School Education component.

California JOBS also had a large proportion of participants identified as long-term dependents, who are considered to be among the neediest. Almost three in five California JOBS participants (58.1%) were classified as long-term dependents — recipients who have received AFDC for at least 36 of the last 60 months — well above the national average of 42.8%.

Funding

California utilized three-fifths of available federal dollars and drew down more federal funds than any other state. In 1992, California utilized \$94,660,358 of \$158.4 million (59.7%), the largest amount nationwide in utilization and authorization of federal funds for JOBS.

Evaluations

Comprehensive evaluations of GAIN were conducted yearly by the Manpower Demonstration Research Corporation (MDRC). Unlike other state evaluations, MDRC has done follow-up studies and has collected impact data that show fluctuations in AFDC grant payments and participant earnings. An MDRC evaluation released in January 1994, showed that participants in California's Basic Education component experienced improved educational attainment and had experienced impacts on earnings and grant payments. The report found that, compared to a control group of non-participants, experimental group participants in Basic Education in all counties:*

- ❖ Were more likely to receive a GED or high school diploma, a 7 percentage point gain; but
- ❖ Did not experience an improvement in Basic Skills as measured by literacy tests;
- ❖ Experienced earnings impacts ranging from \$1,760 in Riverside county to -\$5 in Los Angeles county (the average for all counties was a \$682 increase);** and

* MDRC's evaluation examined how participants fared in educational components and compared them to a control group not in Basic Education; unfortunately, the study did not compare participants in educational training to participants in work-focused training. In addition, the educational training evaluation was not broken down by race and Hispanic origin.

** An overall two-year evaluation of GAIN, conducted by MDRC and released in 1993, also showed grant reductions and earning increases for participants in the sample.

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- ❖ Experienced impacts on grant assistance ranging from an average reduction of \$2,332 in Butte county to a \$91 increase in grant payments in Tulare county (the average for all counties was a \$907 reduction).⁴

Preliminary results from a subsequent MDRC study examined overall GAIN program impacts and showed mixed results. Initial data show that:

- ❖ The six counties studied cut welfare payments to single-parent participants an average of 6% while they increased income 22% over three years; but
- ❖ In the study's third year, participants were low-paid. In one county, single parents, which may include non-employed parents, averaged only \$3,562; however, that was a 40% change from the control group; and
- ❖ The largest impacts were found among Whites and Blacks. Hispanic participants, who were included in large samples in three counties (Los Angeles, Riverside, and San Diego), only showed statistically significant earnings in Riverside in year 3 (\$920). In addition, Hispanic participants did not show statistically significant welfare savings in any counties⁵

Summary

Unlike most other state programs, the data suggest that California JOBS emphasized education, focused on long-term dependents, and prioritized AFDC-Basic recipients. However, available federal data also suggest that Latinos in California remained underrepresented in AFDC and JOBS, based on their proportion of the state's poverty and AFDC populations.

In addition, in spite of investing a substantial sum, GAIN only utilized about three-fifths of federally authorized funds and was ranked among the bottom half of the profiled states in this category, a factor which limits the effectiveness of the program regardless of its generally progressive strategies.

Although California's emphasis on education is likely to have positive long-term effects on both participants and the economy, a recent evaluation suggests that educational elements of GAIN may need to be reassessed and redesigned to improve effectiveness. Further assessments should be required and should include impact data on Latinos, who constitute a substantial proportion of recipients.

Colorado: JOBS

Through Federal waivers, Colorado is one of the few states that has consolidated social service assistance programs (AFDC, Food Stamp, and Child Care benefits) into a single aid package and implemented this new design in certain counties. In addition, Colorado JOBS has also used waivers to implement demonstration programs in select counties. The waiver provisions have been used to implement a bonus/sanction strategy which is designed to encourage “responsible” behavior. As an example of their bonus strategies, some participants in Colorado may be allowed to keep an increased level of income from earnings, and may receive a cash bonus for graduating from high school or obtaining a GED. However, recipients regarded as “non-cooperative” (i.e., those who are not participating) may face financial sanctions or a time limit on benefits.

Poverty

Poverty among Latino families in Colorado was severe, especially among female-headed households. According to 1990 Census data:

- ❖ More than one in eight Colorado residents (12.7%) was of Hispanic origin;
- ❖ Three out of ten (29.6%) Latino families with children under 18 were poor, compared to almost one in ten comparable White families (9.1%) and more than one-quarter of comparable Black families (27.1%);
- ❖ Latinos constitute one-third (33.7%) of all poor Colorado families with children under 18, while more than half (54.3%) of comparable families were White and one in ten were Black (8.8%);
- ❖ Almost three out of five (56.5%) poor Latino families with children under 18 were headed by single females, while more than half of comparable White families and more than three-quarters of comparable Black families (76.6%) were headed by single females;
- ❖ Three out of five (60.6%) Colorado Latino single female-headed households with children under 18 were poor, while three in ten comparable White families (30.6%) and almost half of comparable Black families (48.3%) were poor.

Participation

Latinos in Colorado, compared to their proportion of poor families with children under 18, were overrepresented in AFDC. In 1992, Latinos and Whites constituted two-fifths (40.8% and 42.8% respectively) of the AFDC caseload, while Blacks constituted more than one in eight (13.5%) of the state’s AFDC caseload.

Similar to most other states with large Latino populations, Latinos were underrepresented, compared to their proportion of AFDC families, in JOBS. More than one-third (34.3%) of JOBS participants were Latino, while less than one in ten JOBS participants were Black (9.7%) and over half (53.1%) of participants were White.

Compared to states nationwide, Colorado JOBS required a large proportion of adult AFDC recipients to participate, and was slightly above the national average in actual participation. According to 1992 HHS data:

- ❖ Seven in ten AFDC adult recipients (70%) were required to participate in Colorado JOBS, more than 26 points above the national average; and
- ❖ Less than one in five of those required to participate (17%) actually did, one percentage point above the national average.

Program Priorities

Compared to states nationwide, Colorado JOBS participants had higher educational attainment levels and were generally concentrated in educational components. According to FY 92 HHS data:

- ❖ More than one out of eight participants (12.4%) — 4.3 points above the national average — had completed college, while almost half (48.6%) of participants had completed grade 12 or had a GED; and
- ❖ More than one in five participants (22.0%) were in higher education components — 7.1 percentage points above the national average — while almost one in five (18.4%) were in the high school education component.

Funding

Colorado utilized almost two-thirds of federal funds authorized. In 1992, Colorado expended \$6,816,462 of \$10.5 million federally authorized for JOBS (64.9%).

Summary

Colorado's emphasis on education is promising for Latino recipients since higher-paying jobs often require high levels of literacy and numeracy. Another positive aspect of the program for Latinos is the earnings disregard, which helps to supplement low wages and supports work. This is an especially important factor for Latinos who are a significant segment of the working poor. However, there are three areas of concern for Latinos. Colorado's focus on individuals not in the federally-designated target groups, which often consist of the least job-ready participants, is troublesome for Hispanics and other recipients in need of intensive training. Furthermore, data show that Colorado utilized a low proportion of federally allotted funds for JOBS which may adversely affect the support Latino and other AFDC recipients need to return to the workforce. Finally, unproven measures that restrict benefits, like time limits, threaten to hurt, rather than help, Latino families and children.

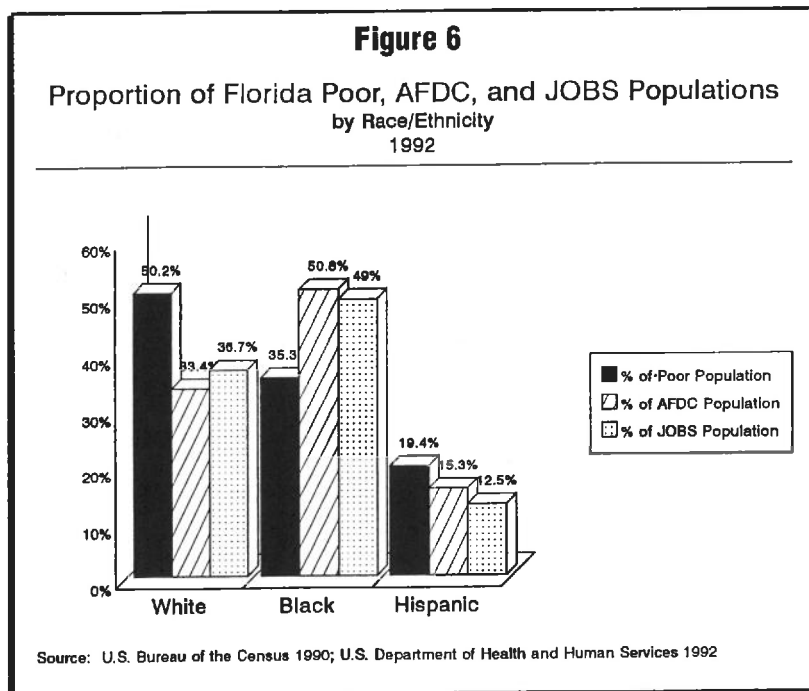
Florida: Project Independence

According to state officials, Florida's JOBS program, entitled "Project Independence," has recently changed its program priorities from a work focus to education, which may be time consuming and result in greater short-term costs. In addition, through federal waivers, Florida has implemented a demonstration that seeks to create a more flexible structure for participants and has loosened AFDC-UP caseload requirements; the former provision allows participants to keep income from earnings while the latter allows individuals, on a case-by-case basis, to participate longer than the six-month maximum. However, the waiver has a 24 month time-limit and is operational in only two counties.*

Poverty

Florida Latino families were disproportionately poor, and many were headed by single females. According to 1990 Census data:

- ❖ One in eight Florida residents (12.2%) was of Hispanic origin;
- ❖ One in five Latino families with children under 18 (20.0%) were poor, compared to one in ten comparable White families (9.6%) and one-third (33.8%) of comparable Black families;
- ❖ Latinos constituted one-fifth (19.5%) of poor families with children under 18, while White and Black families constituted more than two-fifths (45.1% and 42.1% respectively) of poor families with children;
- ❖ Two out of five (39.8%) poor Latino families with children under 18 were headed by single females, while more than half of comparable White families (52.1%), and more than three-quarters of comparable Black families (76.1%); and



* See Appendix for details of Florida waiver provision.

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- ❖ More than two-fifths of Latino single female-headed households with children (42.5%) were poor, while almost three in ten comparable White families (28.4%) and more than half of comparable Black families (53.9%) were poor.

Participation

Latino families were underrepresented in AFDC, compared to their proportion of poor families with children under 18. According to 1992 AFDC data, illustrated in Figure 6, fewer than one in six AFDC cases (15.3%) were Latino, while half (50.8%) were Black and one-third (33.4%) were White.

Latino families were also underrepresented in JOBS, compared to their proportion of AFDC cases. According to HHS 1992 JOBS data, one in eight JOBS participants (12.5%) were Latino, compared to Blacks who represented almost half (49.0%) and Whites who constituted more than one-third (36.7%) of Florida JOBS participants.*

Program Priorities**

Although Project Independence has focused on long-term dependents, the program has devoted a considerable share of resources to participants not in a federally designated target group. Almost two-fifths (38.0%) of participants in 1992 were classified as long-term dependents, while half (50.7%) of participants were not in federally-designated target groups.

Despite low levels of educational attainment, a large proportion of Project Independence participants were in the Job Search component. In 1992, half (50.9%) of Florida participants had not completed more than 11th grade, 4.8 percentage points above the national average for participants in JOBS. Almost two-fifths (37.1%) of participants were in the Job Search component, 27.7 percentage points above the national average.

Evaluations

Evaluation results, while not broken down by race and ethnicity, show positive results. Project Independence has been evaluated by the Manpower Demonstration Research Corporation (MDRC). MDRC's evaluation for Florida, while valuable, does not closely examine participants in the educational components*** since the evaluation was completed when Project Independence was emphasizing work and pri-

* In March 1994, Florida state JOBS reported that Latinos constituted 17.4%, Blacks 44.2%, and Whites 38.0% of JOBS participants.

** Since component data are from 1992, they reflect Florida's emphasis on work.

*** An MDRC study is expected to be released in the latter part of 1994 that focuses on participation in Florida's educational components.

oritized moving people quickly into the workforce. The MDRC study, which compares sample participants in a program group to non-participants in a control group, was released in January 1994 and found that participants in the program group:⁶

- ❖ Increased first-year earnings by an average of 6.6%;
- ❖ Increased first-year employment rates by an average of 5.3%;
- ❖ Averaged a 1.8% greater reduction in AFDC assistance; and
- ❖ Received, on average, \$157 less of AFDC cash assistance.

In addition, MDRC found that participants with very young children tended not to participate, which may be partly explained by the fact that, after 1991, Florida's Department of Health and Human Services reduced child care services.*

Funding

Florida utilized less than half of federal funds authorized. In 1992, Florida utilized \$14,194,447 of \$30.3 million (46.9%) in federal funds authorized for JOBS.

Summary

In 1992, Florida JOBS utilized less than half of its federally authorized funds, a proportion significantly lower than the national average of 68.1%. This may help to explain the large percentage of participants in the Job Search component and the reduction in child care services — both of which may result in fewer short-term expenditures. However, while the change in focus to education is likely to show positive long-term results for Latinos and other recipients — in terms of program outcomes — a reduction in child care services may restrict the ability of Latinos to participate in education and training programs, reducing the likelihood that an AFDC recipient will become self-sufficient.

* Florida was one of 11 states that did not report child care data to HHS for FY 92.

Illinois: JOBS

Illinois JOBS emphasizes the use of a network of agencies and institutions to provide services to poor families. The state has also used federal waivers to allow families to keep more earned income, and has prioritized educational services for AFDC recipients.*

Illinois JOBS is divided into three programs: Project Chance, Young Parent Services, and Opportunities. Project Chance is the primary provider of services, while Young Parent Services targets adolescent mothers, and the Opportunities program works in conjunction with Illinois community colleges to increase the number of JOBS service providers and maximize community resources. According to a 1993 Illinois state annual report, almost three-quarters (74.1%) of participants were in Project Chance, while almost one in seven were in Young Parent Services (15.6%), and one in ten were in Opportunities (10.2%).

Poverty

Similar to most states with large Latino populations, Latino families were disproportionately poor in Illinois. According to 1990 Census data:

- ❖ One in 13 Illinois residents (7.8%) was of Hispanic origin;
- ❖ More than one in five Latino families with children under 18 (21.1%) were poor, compared to less than one in ten comparable White families (8.3%) and more than one-third of comparable Black families (35.8%);
- ❖ Latino families constituted more than one in eight poor families with children under 18 (13.9%), while more than two-fifths (43.9%) of comparable families were White or Black;
- ❖ More than two-fifths (45.3%) of Latino poor families with children under 18 were headed by single mothers, while more than half of comparable White families (54.6%) and more than four out of five comparable Black families (83.3%) were headed by single females; and
- ❖ More than half (51.5%) of all Latino and Black (53.9%) female-headed households with children under 18 were poor, while one-third of comparable White families (32.3%) were poor.

Participation

Compared to their proportion of poor families with children under 18, Latino families were underrepresented in AFDC and, compared to their proportion of AFDC recipients, were also underrepresented in JOBS. In 1992, one in ten AFDC cases (9.9%) were Latino; while three-fifths (60.9%) of AFDC cases were Black, and almost three in ten AFDC cases (28.9%) were White. Latinos constituted less than one in 13 JOBS participants (7.4%), compared to White participants who constituted almost three in ten JOBS participants (28.2%), and Black participants who constituted almost three-fifths (57.8%) of JOBS participants.

* See Appendix for details of Illinois waiver.

Although Illinois JOBS required a large proportion of eligible adult recipients to participate, few actually did. HHS 1992 JOBS data indicated that more than half (57%) of adult recipients eligible to participate were required to do so and only one in nine adult recipients (11%) required to participate actually did.

Program Priorities

Overall, Illinois JOBS participants tended to be long-term dependents, were severely undereducated, and concentrated in High School Education and Job Search. According to 1992 data:

- ❖ Almost two-thirds (64.9%) of participants were in the long-term dependent category;
- ❖ More than half (51.4%) of participants, the highest percentage of participants in any state, had completed less than tenth grade; and
- ❖ One-quarter (25.5%) of participants were in High School Education, while one-fifth (20.3%) of participants were in the Job Search component.

Funding

Illinois JOBS utilized two-fifths of available federal funds and ranked near the bottom nationwide in this category. In 1992, Illinois JOBS utilized \$20,564,064 of the \$51.4 million (40.0%) in federal funds available for JOBS. This was lower than the national average of 68.1%.

State data

While data from a 1993 Illinois state annual report showed some modest employment gains overall, Latino and Black participants were disproportionately underemployed.* According to the annual report, one in 20 participants who entered the job market (5.0%) were Latino; while more than three-fifths (63.6%) were White, and three in ten (30.7%) were Black.

Summary

While Illinois JOBS focused on education, the proportion of individuals participating in High School Education was well below the proportion of undereducated participants in the program. In addition, the program faced challenges to increase education levels since more than half of participants did not have a high school diploma or GED. Moreover, Illinois JOBS was near the bottom in utilization of federal dollars available for JOBS. Such data have serious implications for Latinos and other recipients who may not have the opportunity to participate due to lack of resources.

* Participants may be employed and still receive benefits and cash assistance. According to the annual report, 82% of those who recorded employment registered earnings sufficient enough to warrant cancellation of public assistance grant money.

Massachusetts: JOBS

The current Massachusetts JOBS program emphasizes moving recipients quickly into the workforce and requires a substantial proportion of AFDC recipients to participate.

Similar to other states, Massachusetts has requested federal waivers which contain numerous punitive provisions. For example, Massachusetts JOBS has sought to implement a work-for-check strategy, which proposes that recipients work within the community for the amount of grant received, and allows only those working 25 hours per week to be eligible for education and training programs.*

Poverty

Latinos represented a small percentage of the total population in Massachusetts; however, Latino families remained disproportionately poor and many were headed by single females. Data from the 1990 Census indicate that:

- ❖ Less than one in 20 Massachusetts residents (4.6%) was of Hispanic origin;
- ❖ More than two out five Latino families with children under 18 (43.2%) in Massachusetts were poor, while less than one in 13 comparable White families (7.6%) and more than one-quarter of comparable Black families (27.3%) were poor;
- ❖ One-quarter of poor families with children under 18 were Latino (25.0%); while White families constituted three in five (59.0%) poor families, and Black families constituted over one in seven poor families (15.3%);
- ❖ Over three-quarters (78.4%) of poor Latino families with children under 18 were headed by single females, compared to more than two-thirds of White families (69.5%) and four out of five comparable Black families (83.5%); and
- ❖ More than two-thirds of Latino single female-headed families with children under 18 (68.5%) were poor, while almost one-third (31.8%) of comparable White families and two out of five comparable Black families (43.9%) were poor.

Participation

Compared to their proportion of poor families with children under 18, Latinos were proportionally represented in AFDC but, compared to their proportion of AFDC cases, Latinos were underrepresented in JOBS. In 1992, Latinos constituted almost one-quarter (24.0%) of AFDC cases, while White recipients constituted more than half (51.8%), and Black recipients constituted almost one-sixth (16.4%) of AFDC cases. However, Latinos, similar to Blacks constituted only one in five JOBS participants (18.7% and 18.9% respectively), while three-fifths (59.9%) of participants were White.

* See Appendix for details of Massachusetts waiver provision.

Massachusetts JOBS required a large percentage of adult AFDC recipients to participate in JOBS and attained a high participation rate. FY 92 JOBS data show that one-half (50%) of adult AFDC recipients, seven percentage points above the national average, were required to participate in JOBS; and one-third (32%) of those required to participate actually did — 16 percentage points above the national average.

Program Priorities

Despite the low educational attainment levels of JOBS participants, Massachusetts JOBS had a low percentage of participants in educational components — particularly the High School Education component — and a large proportion of participants were in work-focused components. JOBS 1992 data show that:

- ❖ More than two-fifths (41.9%) of participants had completed less than the 12th grade;
- ❖ One-quarter (25.0%) of participants were in educational components; of those, 14.7%, 9.8 percentage points below the national average, were in the High School Education component; while
- ❖ One-quarter (25.9%) of Massachusetts JOBS participants were in the Job Entry component, and almost one-sixth (17.2%) were in Job Skills and another one-fifth (20.4%) were in the Job Search component.

Massachusetts JOBS was more likely than most other states to be serving individuals outside of the federally-designated target groups. Three in five participants (60.1%) in 1992 — 23.3 percentage points above the national average, fourth nationwide — were outside of the federally designated target groups.

Funding

Compared to the other profiled states, Massachusetts JOBS utilized one of the largest proportions of federal dollars available for implementation of JOBS. In 1992, Massachusetts JOBS utilized \$20,503,271 of \$26.8 million (76.5%) authorized in federal funds, third amongst the states profiled.

Summary

Massachusetts JOBS utilized a large proportion of federal dollars authorized and required a substantial percentage of recipients to participate. However, many participants were concentrated in work-focused components and were not in the federally-designated target groups — which often include many Hispanics. In addition, despite low levels of educational attainment, very few participants were in educational training components. For Latinos and other recipients who are likely to need intensive educational services, an emphasis on work may be ineffective at helping them find and keep stable jobs.

Massachusetts has also recently applied for a waiver that establishes a more punitive strategy for moving recipients into the workforce. It is likely that such strategies — coupled with limited access to vital support services and few stable jobs — may exacerbate already high poverty rates among Hispanics and their children.

New Jersey: Family Development Program

According to New Jersey state officials, as of January 1, 1995, New Jersey's Family Development Program (FDP) will become their statewide JOBS program, replacing the Reach program. FDP focuses on education and family planning and utilizes a bonus/sanction strategy to move recipients closer to economic self-sufficiency. Although the educational goals of FDP are progressive, FDP strategies that propose to move families out of poverty are fundamentally punitive and focus on participant behavior. For example, through federal waivers, New Jersey has begun to implement severe penalties against recipients considered non-cooperative; the state may reduce a recipient's grant by 20% for non-compliance with rules and regulations, and does not increase grant levels for recipients who have additional children while on AFDC ("child exclusion" or "family cap" provisions).

Poverty

Latinos in New Jersey, particularly female-headed households, were disproportionately poor and constituted a significant percentage of poor families. According to 1990 Census data:

- ❖ One in 11 residents of New Jersey (9.3%) were Latino;
- ❖ More than one-fifth (22.1%) of New Jersey Hispanic and Black families (22.0%) with children under 18 were poor, while less than one in twenty comparable White families (4.6%) were poor;
- ❖ Three out of ten poor families with children under 18 (29.2%) in New Jersey were Latino, while more than one-third of comparable families were White (36.7%) or Black (37.7%);
- ❖ Two-thirds of poor Latino families with children under 18 (66.9%) were headed by single females, while almost three in five comparable White families (58.5%) and four out of five comparable Black families (82.0%) were headed by single females; and
- ❖ More than half of Latino female-headed households with children under 18 (54.3%) were poor, while one in five comparable White families (21.0%) and more than one-third of comparable Black families (38.2%) were poor.

Participation

Compared to their proportion of poor families with children under 18, Latinos in New Jersey were underrepresented in AFDC; however, compared to their proportion of AFDC recipients, Latinos were overrepresented in JOBS. In 1992, Latinos constituted more than one-quarter (26.0%) of AFDC cases, while almost three in ten New Jersey JOBS participants (29.8%) were Latino.

New Jersey JOBS required a large number of adult recipients to participate but maintained a slightly lower participation rate than the national average. More than half (56%) of adult recipients were required

to participate, 13 percentage points above the national average; but almost one in seven (14%) adults, two points below the national average, required to participate actually did.*

Program Priorities

New Jersey had a large proportion of participants in High School Education, and many participants were classified as long-term dependents. Almost three in ten JOBS participants (29.0%) were in the High School Education component, and almost half (47.1%) of JOBS participants were classified as long-term dependents.

While New Jersey placed an emphasis on programs intended to strengthen the family unit, it has also focused on trying to change the behavior of recipients. Through programs and strategies like Operation Fatherhood, which seeks to encourage young fathers to provide adequate financial support to their children, New Jersey proposes to involve both parents in supporting their children and reducing family poverty. Other New Jersey provisions focus more directly on changing behavior or creating two-parent families, including: provision of family planning counseling, bonuses for recipients who marry, and reduced penalties for two-parent families who need welfare during economic difficulties.

Funding

Compared to the other profiled states, New Jersey was second in utilization of federal dollars authorized for implementation of JOBS. In 1992, New Jersey JOBS utilized \$24,873,926 of \$27.5 million in federal funds (90.5%) available, one of the largest proportions utilized nationwide, and second amongst the profiled states.

Summary

New Jersey JOBS provided educational opportunities, job training, counseling, vocational assessment, remedial education, and child care — all of which are beneficial for poor Hispanic single mothers. However, while the educational training aspect of New Jersey's JOBS initiatives seem positive, the punitive sanctions are problematic since the assumption on which many of these provisions are based further the belief that Hispanic and other welfare recipients do not want to work or have children simply to collect welfare benefits.

* According to New Jersey state JOBS sources, in FY 92, New Jersey regarded all AFDC adult recipients for whom no formal determination of program participation status had been made as "mandatory to participate" for federal reporting purposes, with the result that the actual participation rate for FY 92 was understated by official federal figures.

In addition, although strategies that focus on supporting poor families are important, New Jersey's strategies do not entirely address the need to strengthen a single mother's ability to become economically self-sufficient. Moreover, there is little evidence that these strategies work. New Jersey announced preliminary results late in 1993 which found that the child exclusion provision was a success in terms of a reduction in the birthrate among AFDC recipients; however, these findings have conflicted with findings by independent researchers who warn that such approaches increase poverty among Latino and other children.

New Mexico: Project Forward

Project Forward, operated by New Mexico's Human Services Department, is designed to provide AFDC and Food Stamp recipients with assistance in improving their educational levels, job skills, work experience, and job search capabilities. Project Forward, which is not statewide, consolidated JOBS and the Food Stamp Employment and Training Program (FSET), and receives 85% of its funding from the federal government. The program initially emphasized "quick-fix" services such as the 30-day Job Search Program but, in 1990, shifted its focus to education and vocational training, and now emphasizes services for the hard-to-place.

Poverty

Latinos in New Mexico constituted a significant percentage of poor families. Data from the 1990 Census show that:

- ❖ Almost two in five New Mexico residents (38.2%) were of Hispanic origin;
- ❖ One-quarter of Hispanic families with children under 18 (24.5%) in New Mexico were poor, compared to one in eight comparable White families (12.4%), almost three in ten comparable Black families (28.2%), and more than two in five comparable Native American families (45.8%);
- ❖ More than half of poor families with children under 18 in New Mexico (55.1%) were Latino, while almost one-quarter of comparable families were White (23.7%), one in 35 comparable families were Black (2.7%), and almost one in five comparable families were Native American (19.0%);
- ❖ More than two in five poor Hispanic families with children under 18 (42.0%) were headed by single women, while almost half of comparable White families (48.8%), almost three-fifths of comparable Black families (58.9%), and two-fifths of comparable Native American families (39.4%) were headed by single women; and
- ❖ Almost three-fifths of all Hispanic female-headed households with children under 18 (57.6%) were poor, while almost two-fifths of comparable White families (37.5%), almost three-fifths of comparable Black families (58.3%), and more than three-fifths of comparable Native American families (62.7%) were poor.

Participation*

Unlike many other states, Latinos in New Mexico were overrepresented in AFDC, compared to their proportion of poor families with children under 18, and in JOBS, compared to their proportion of AFDC recipients. In 1992 almost three in five AFDC recipients (59.1%) were of Hispanic origin while three in five Project Forward participants (60.3%) were Hispanic.**

* According to a Project Forward Demographic Report released in 1994, 65% of participants were FSET recipients, while 35% were AFDC recipients in fiscal year 1993.

** In FY 93, New Mexico reported that 57% of Project Forward participants were Hispanic, while 31% were "Caucasian," 6% were Native American, and 2% were Black.

Although the program required a low percentage of recipients to participate, a large percentage of those required actually participated. In 1992, less than three in ten eligible AFDC adult recipients (28%) were required to participate, significantly lower than the nationwide average of 43%; while, one in four adults required to participate (26%) in JOBS actually did, a number ten percentage points higher than the national average.*

Program Priorities

Although most participants had low educational attainment levels, many had completed college. In addition, many were in higher education and were not in the federally-designated target populations. In 1992;

- ❖ More than half (52.8%) of participants did not complete 12th grade or have a GED;
- ❖ One in five participants (20.0%), 11.9 percentage points above the national average, had completed college-level work;
- ❖ Almost one in five participants (19.1%) were in higher education components; and
- ❖ Half (49.9%) of participants were not in the federally designated target groups.**

Funding

Compared to the states profiled, and Puerto Rico, New Mexico JOBS was last in utilization of available federal funds. In 1992, New Mexico utilized \$1,223,872 of \$6 million (20.4%) in federal dollars authorized to implement JOBS.

State Data

According to 1990 state data, Project Forward participants were more likely to be FSET participants than AFDC/JOBS participants, and most JOBS participants were AFDC-Basic recipients. More than three in five Project Forward participants (65%) were FSET and 35% were AFDC/JOBS participants. Of the JOBS participants, 92% were AFDC-Basic and 8% were AFDC-UP.

A Human Services Department of New Mexico study found that Project Forward participant earnings were better than non-participants and that participants experienced reduced levels of welfare use. The 21-month study which concluded in June 1990, was designed to evaluate the long-term benefits for

* According to FY 93 New Mexico state data, the average monthly percentage of the AFDC caseload participating in JOBS was 35.9%.

** According to FY 93 New Mexico state data, 56% of Project Forward participants in the federally-designated target groups were considered long-term dependents.

participants and the state. The Project Forward evaluation report, which compared participants to a comparison group, found:

- ❖ Half (49.1%) of AFDC study group participants, compared to 45.9% of AFDC comparison group participants, were employed and had not returned to AFDC during the 21 month testing period;
- ❖ A 37% increase for AFDC Project Forward study group participants who left assistance and did not return;
- ❖ Total AFDC Project Forward study group earnings were 42% higher;
- ❖ Project Forward AFDC study group participants received 27% fewer benefits as a result of obtaining employment; and
- ❖ Accumulated savings met program costs after 14.5 months.⁷

Summary

Hispanics, who typically require more intensive education, are likely to benefit from New Mexico's focus on education and hard-to-place participants. However, data showed a considerable gap between undereducated participants (particularly those without a GED or high school diploma) and the proportion of participants receiving high school education training. In addition, Project Forward had a substantial percentage of participants who were not in a federally-designated target group, which often consists of hard-to-place participants who require more time and resources to attain economic self-sufficiency. Also, given that Project Forward is not a statewide program, it is likely that many AFDC recipients did not have access to training centers. Consequently, for Hispanics and other poor families, Project Forward may not be doing enough to reduce poverty in rural communities.

State evaluation results did seem to show positive program impacts on AFDC participants.* However, neither state nor federal impact data by race/ethnicity were available. It is difficult, therefore, to assess the effectiveness of this program model for Hispanics in New Mexico.

* Important definitions and methods (e.g., employability) may differ among states and between state and federal agencies. Therefore, for a comprehensive picture of state JOBS programs, both state and federal data and evaluations should be reviewed carefully.

New York: JOBS

New York, second to California in number of AFDC caseloads, expends over \$140 million of state and federal funds annually on JOBS. JOBS initiatives in New York are focused on assisting recipients to find employment, strengthening families, reducing fraud and abuse, and moving people off of welfare. Currently, New York has a host of demonstration projects which often operate in conjunction with JOBS and seek to move participants closer to job readiness. In addition, through federal waivers New York has moved to implement a "Jobs First" initiative which seeks to provide transitional services, including employment and training, to individuals in lieu of cash assistance.*

Poverty

Latinos in New York were disproportionately poor and constituted a substantial portion of poor families, which tended to be headed by single females. According to 1990 Census data:

- ❖ One in eight (11.9%) New York residents were of Hispanic origin;
- ❖ Almost three out of ten Hispanic and Black families with children under 18 (28.6% and 28.2% respectively) were poor, compared to about one in 12 comparable White families (8.8%);
- ❖ More than one-third (34.4%) of poor families with children under 18 in New York were Hispanic, White (37.1%) or Black (33.2%);
- ❖ Almost three-quarters of poor Latino families with children under 18 (73.8%) in New York were headed by single women, while more than half of comparable White families (53.7%) and four out of five comparable Black families were headed by single women; and
- ❖ More than three-fifths (62.9%) of all Latino female-headed households with children under 18 in New York were poor, while almost one-third of comparable White families (31.9%) and two-fifths of comparable Black families (43.4%) were poor.

Participation

Latinos in New York, compared to their proportion of poor families with children under 18, were underrepresented in AFDC. According to FY 92 AFDC statistics, one-third (32.8%) of the New York state AFDC caseload was Latino, compared to Black recipients who constituted more than one-third (35.8%) and White recipients who constituted over one in five (22.5%) AFDC cases.

Compared to their proportion of AFDC cases, New York Latinos and Blacks were underrepresented in JOBS.** In 1992, over one in five New York JOBS participants was Hispanic (22.4%), similar to Black participants (23.0%), and compared to White participants, who were almost three in ten JOBS participants (28.7%).

* See Appendix for details of New York waiver.

** HHS reported 24.7% of New York participants in the "Other" racial category, 21 percentage points above the national average reported in this category. Therefore, it is unknown whether Latinos or Blacks were counted in this category, and representation is difficult to accurately assess.

Compared to states nationwide New York JOBS required a large proportion of eligible adults to participate in JOBS but had a below-average participation rate. New York required 45% of adult recipients to participate, two points above the national average; but only 14% of adults required to participate actually did, two percentage points below the national average.

Program Priorities

Compared to states nationwide, New York JOBS had large proportions of participants in the High School Education and Vocational training components, and tended to focus on long-term dependents with low educational attainment levels. According to FY 92 HHS JOBS data:

- ❖ More than one-third of JOBS participants were either in educational components (35.6%) or in vocational training (35.2%), well above the national averages;
- ❖ More than three-fifths (61.0%) of JOBS participants were classified as long-term dependents; while
- ❖ Half (49.6%) of participants had neither completed 12th grade nor had a GED.

Funding

Compared to the states nationwide, New York utilized one of the largest proportions of federal funds authorized. In 1992, New York JOBS utilized \$85,695,090 of \$85.8 million (99.8%) available in federal funds, one of the largest proportions nationwide.

Summary

Current data suggest that Latinos may be underrepresented in New York's JOBS program. However, due to the large percentage of JOBS participants in the "Other" category, which may include Hispanics, these data are difficult to assess. The available program and participation data suggest that New York stresses education and training and focuses on long-term dependents, who tend to be the least job ready. For Hispanics in particular, these data seem encouraging.

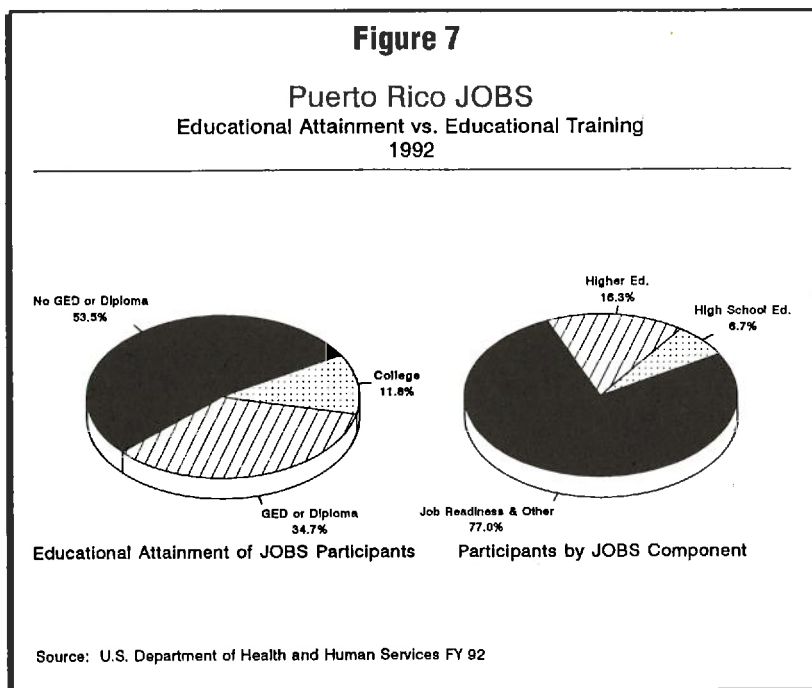
In addition, compared to the ten states profiled, New York was first in expenditure of federal dollars, which suggest that New York is moving in the right direction in terms of funding JOBS. Despite these strategies, however, there was a considerable gap between those New York JOBS participants who did not have a diploma or GED and those who were in the High School Education component. Consequently, it is likely that a significant proportion of women were in need of, but were unable to receive, educational services and were not adequately prepared to enter the job market.

Puerto Rico JOBS: PASOS

The Puerto Rico JOBS program, named PASOS, is administered by the Puerto Rican Department of Social Services, and service provision is contracted to agencies in various regions of the island. Although currently island-wide, in FY 92 PASOS did not serve the entire island, yet high participation rates were recorded where the program was available. The program had \$9 million in funding last year, which included both federal funds and a 33% match by Puerto Rico. PASOS focuses on work, spending most of its resources on assessment and reemployment planning.

Poverty

The majority of families with children under 18 in Puerto Rico were poor and many were headed by single females. According to 1990 Census data over half of Puerto Rican families with children under 18 (57.2%) lived below the poverty line, and more than one-third of poor Puerto Rican families with children under 18 (34.9%) were headed by single females. Furthermore, of all single female headed households with children under 18 in Puerto Rico, more than three-quarters (76.2%) were poor.



Participation

Compared to states nationwide, Puerto Rico required fewer AFDC recipients to participate, and consequently had a higher participation rate. Three in ten adult recipients (30%) were required to participate, well below the national average of 43%; of these, 19% were participating in JOBS, above the national average of 16%.

Program Priorities

In spite of low levels of educational attainment among participants, the Puerto Rico JOBS program concentrated on work-related components. Figure 7 shows that, in 1992, over one-half (53.4%) of all participants had not completed 12th grade, and slightly less than one in six participants (16.0%) had completed

less than grade seven, upon entry into the program. However, despite these low levels, less than one-quarter (23.1%) of participants were involved in educational programs, with only 6.7% in High School Education. Most participants were in work related components including, Vocational Training (13.3%) and Job Skills (13.3%), while the bulk of participants were in the assessment and employability plan development component (36.6%).

Of the four federally-designated target groups, as defined by the Family Support Act, JOBS in Puerto Rico has targeted long-term recipients. Individuals who have received AFDC for at least 36 of the last 60 months make up 54.5% of Puerto Rican JOBS participants. Another 35.2% of participants are not in a federally-designated target group.

Funding

Puerto Rico utilized half of federal funds authorized for implementation of JOBS. In 1992, Puerto Rico utilized \$7,136,128 of \$14 million (50.9%) available in federal funds.

Summary

The implementation of JOBS and other federal programs in Puerto Rico differs from that of other states, since it is a territory of the United States. For reasons related to taxation and federal funding, a direct comparison between PASOS and programs in the profiled states must be made cautiously. However, as a commonwealth with 3.7 million Latinos, a profile of Puerto Rico JOBS adds to the level of knowledge concerning Hispanics in JOBS.

Data seem to suggest that PASOS focused on preparing recipients to move quickly into work. The effectiveness of this approach is unclear given the low educational attainment rate of AFDC recipients and the high unemployment rate in Puerto Rico. Such an emphasis may result in employment in unstable jobs, and a return to AFDC. Without adequate long-term training and job creation strategies, Puerto Rican participants may continue to face difficulties entering and staying in the Puerto Rican job market.

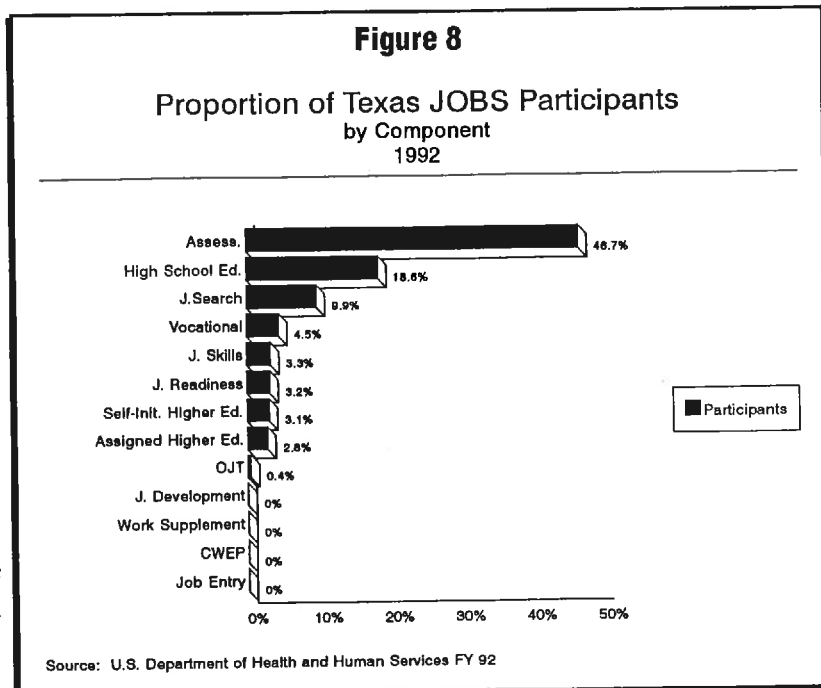
Texas: JOBS

Texas JOBS emphasizes work, targets long-term dependents, and serves a large proportion of Hispanics. Texas JOBS is also one of the few states that has collected Hispanic data and has authorized an extensive evaluation of its program. However, Texas JOBS only serves counties with large concentrations of AFDC recipients and is not statewide.

Poverty

Overall, Latinos in Texas were disproportionately poor and constituted the largest proportion of poor families. According to 1990 Census data:

- ❖ One in four Texas residents (25.5%) was of Hispanic origin;
- ❖ More than one-third of Hispanic families with children under 18 (34.3%) in Texas were poor, compared one in ten comparable White families (9.8%) and one-third of comparable Black families (32.8%);
- ❖ Half of poor families with children under 18 (50.1%) in Texas were Latino, while three in ten comparable families (29.1%) were White and more than one in five comparable families (22.5%) were Black;
- ❖ Three in ten poor Latino families with children under 18 (31.9%) were headed by single females, compared to almost half of comparable White families (46.3%) and almost three-quarters of comparable Black families (72.7%); and
- ❖ Almost three-fifths (58.1%) of all Latino female-headed households with children under 18 in Texas were poor, compared to three in ten comparable White families (30.0%) and more than half of comparable Black families (53.4%).



Participation

Although constituting the largest proportion of AFDC recipients, Latinos in Texas — compared to their proportion of poor families with children under 18 — were underrepresented in AFDC. More than two-fifths (41.0%) of AFDC recipients in Texas were Latino, compared to Black recipients who constituted one-third (33.7%), and White recipients who constituted one-quarter (24.5%) of the AFDC caseload.

Similarly, Latinos in Texas, compared to their representation in AFDC, were underrepresented in JOBS. In 1992, almost two in five Texas JOBS participants (37.8%) were Latino, compared to Blacks who constituted more than two in five (41.0%) and Whites who represented one in five participants (20.2%).*

Texas JOBS required a slightly larger percentage of recipients to participate, compared to the national average, but was below average in actual participation. While less than half (46%) of adult AFDC recipients were required to participate in JOBS, three percentage points above the national average, 12% actually did, four points below the national average.**

Program Priorities

Texas JOBS, compared to states nationwide, had low participant educational attainment levels, few participants in educational components — particularly in High School Education — and served a large proportion of long-term dependent recipients. FY 92 data showed that:

- ❖ Two-thirds of participants (66.9%) had attained less than a 12th grade education and did not have a GED or diploma;
- ❖ Almost half of participants, as shown in Figure 8, were in the Employment and Assessment component (46.7%, 30 percentage points above the national average);
- ❖ Less than one in five participants (18.6%) were in the High School Education component; and
- ❖ More than two in five participants (41.8%) were classified as long-term dependents.

* According to FY 93 state data, more than two-fifths (42.0%) of eligible AFDC recipients were Hispanic, yet only slightly more than one-third (34.6%) of JOBS participants that year were Latino.

** According to FY 93 Texas JOBS data, 19.1% of monthly AFDC eligible recipients were served by JOBS.

Funding

Texas JOBS, compared to the other profiled states, utilized a large proportion of federal funds. In 1992, Texas expended \$33,374,356 of \$48 million (69.6%) in federal funds available for JOBS.*

Evaluations

A recent evaluation of Texas JOBS found that participants in the educational components reported higher earnings and had better results overall. The study further found that:**

- ❖ Greater benefit was derived from participation in training and education, regardless of service level, rather than from low-intensity services such as job readiness or job search;
- ❖ Supportive services, such as child care and transportation assistance, played a vital role in facilitating effective JOBS participation; and
- ❖ The program was focused on reaching federal targets so as to maximize the federal dollars available, which appears to have affected case managers' capacity to adequately serve participants.⁸

Summary

Data seem to suggest that despite severely low levels of participant educational attainment, Texas JOBS emphasized work and had few participants in educational components. In fact, data show that most participants were in the Assessment and Employment Plan component, which is of questionable value if participants are not subsequently referred to education or employment training. Additionally, Texas JOBS had one of the lowest proportions nationwide in educational components, suggesting that few participants were actually moving from Assessment and Employment into intensive educational training components. For undereducated Hispanics and other recipients, limited access to educational services may make the transition to work especially difficult.

* According to FY 93 state data, Texas expended \$47.7 million on JOBS — \$27.4 million of which was federal dollars.

** The study has yet to be released; information from the report's executive summary was used for this report.

Conclusions

This report represents a starting point, a basis to encourage further and greater analysis of the impact of AFDC programs on specific populations, like Hispanics. The information gathered suggests that JOBS programs, in the ten states with the largest Latino populations and Puerto Rico, are diverse and vary in their effectiveness and ability to serve Hispanic and other participants. Moreover, lack of long-term data, racial/ethnicity data, and evaluations suggest the need to better understand how such programs affect Latinos before undertaking massive reform.

In spite of data restrictions, this research report provides a framework for assessing the extent to which the current JOBS structure and design can help Latinas return to the workforce permanently. With increased interest in restricting welfare and turning AFDC into a transitional system, the report demonstrates that new proposals ought to build on existing information about the current system's program. For example, JOBS is supposed to play a central role in creating a transitional-assistance program, yet state JOBS programs are underfunded and fail to adequately serve the Hispanic population.

As outlined below, the report also underscores several specific concerns for Hispanics:

❖ **State fiscal constraints**

Increased caseloads, limited state funds, and difficult match requirements for federal funds have forced states to reevaluate their priorities concerning JOBS. While \$1 billion was appropriated in FY 92 for federal JOBS spending, states only drew down 68.1% of this funding; about one-third of available JOBS funding went untapped by the states. Using waivers, some states have been able to redesign programs to reflect new program priorities and cut costs. Many states have consequently moved to emphasize work, which many believe may contribute to overall short-term savings. For poor Hispanics, such strategies may, however, result in placements in low-wage, low-skill jobs and may lead to high rates of return to the welfare rolls.

❖ **Focus on work**

An emphasis on work has often translated into a concentration of participants in work components. Latinos, who are typically undereducated and in need of intensive training, may not be prepared adequately by such components for stable employment in jobs that pay above poverty level wages. It is important for states to evaluate the shift to a work emphasis to determine if the program effectively and fairly serves the target population, including both participants who are single parents and those who belong to certain racial and ethnic groups. A work focus does not guarantee savings. Although, dependent upon the local job market, it is likely that participants in these components will spend less time in JOBS and ultimately cost the states less in the short run, participants without fundamental skills may, in the long run, cost the state more if they continue to return to AFDC and JOBS at high rates.

❖ **Education**

Given the strong link between low levels of educational attainment and poverty, an increase in educational attainment should contribute significantly to a participant's ability to become self-sufficient. However, the data show mixed results concerning the effectiveness of JOBS educational components, as cur-

rently structured, in assisting participants to increase earnings or perform better on exams. Therefore, there is incomplete evidence to conclude that participation in existing JOBS educational components will lead to an increase in a participant's educational level, compared to a non-participant. Additional information is needed on identifying the conditions under which JOBS components can effectively raise the educational attainment of participants; such outcome data should be collected by race and ethnicity, to better understand how Latinos and other minorities are faring.

❖ Selection of participants

The process of selecting recipients for participation — which lacks uniformity across states — may contribute to excluding Hispanic and other individuals who need intensive services. It is in part the desire to move participants quickly into the labor force which has the effect of “creaming” participants, or serving those who are easiest to serve, resulting in the exclusion of groups which may require more intensive services. Federal guidelines only specify that 55% of funding be spent on the target populations, which may not — and often does not — translate into 55% of participants. Many state JOBS programs (most notably Arizona, Massachusetts, and Florida) served a substantial number of participants who were not in the federally-designated target groups and who were easier to serve (e.g., college students or AFDC-UP recipients). Furthermore, many states contract for training services using a standard performance-based contract, which puts pressure on agencies to produce quick results and may lead to selectively choosing participants based on their probability of success, rather than their degree of need. Moreover, this practice may be skewing evaluation data by promoting overrepresentation of those who may not need — and therefore do not benefit from — training services. State and national reformers should recognize and address the importance of serving those with the lowest skill levels, as they are the most likely to experience returns to welfare.

❖ Punitive waivers

Although there is little evidence that punitive measures reduce family poverty or help participants sustain employment, many states — including Massachusetts, New Jersey, and California — continue to move in this direction. This approach seeks to change behavior but may ultimately have negative consequences, since benefits for children on welfare may be reduced. Without adequate investment in job training as well as job creation, punitive waivers will tend to restrict opportunities for Latino and other parents whose children receive welfare and reduce the financial support available to many children below the poverty line.

❖ Transitional services

The need for supportive services, including health care and child care, does not end when a welfare recipient moves into the workforce. Research has shown that many Hispanic women who want to work choose AFDC over a low-wage job in order to receive health care for their children. Currently, in some states, such services are available for one year after leaving welfare; JOBS programs in all states should be required to uniformly provide transitional services to supplement participants' typically-low wages, as well as to facilitate full integration into the mainstream economy.

❖ Implications for legal immigrants

The anti-immigrant sentiment that has propelled cuts in benefits to immigrants in California is, unfortunately, not an isolated case. Several national proposals, including the plan offered by the Clinton Administration, include financing mechanisms which would cut benefits to *legal* immigrants. In some cases, the “savings” from these cuts would be used to pay for benefits for citizens; in other cases, they are not reinvested and are simply considered a net saving to the Treasury. The term “saving” in this context is incorrect, given that a reduction in benefits to immigrants only drives these families deeper into poverty and has no other discernable positive economic effects. In addition, these strategies increase the likelihood that U.S.-born Latinos may experience employment, housing, and other forms of discrimination since they may be perceived as immigrants or not otherwise eligible for federal and state aid.

❖ Data limitations

Insufficient data make it difficult to assess the participation of Latinos in JOBS programs or the success of Latinos in JOBS components. The lack of data is itself an indication that not enough attention is paid to determining the degree of success experienced by different racial/ethnic groups in current AFDC and JOBS programs.

Few evaluations of state programs are available; however, where available, such data seem to show mixed results concerning the program’s effectiveness. Consequently, it is difficult to define a successful model for preparing welfare recipients for stable work at reasonable wages. Therefore, it is troubling that a massive overhaul of the welfare system is being proposed and debated in the absence of essential assessment data, and, most importantly, in the absence of a proven program model.

Taken together, these conclusions suggest that not enough is known about how well existing AFDC training programs work, especially for Hispanic participants. While changes to the AFDC system currently being promoted may be needed, policymakers should proceed with caution in the absence of concrete evidence regarding the effectiveness of proposals.

For Hispanic women, in particular, both this report and background research suggest that:

- ❖ **Policies should reflect the need to reform the system, not the behavior of recipients/participants.** Much of the current debate has centered on behavioral mechanisms as a means to reduce welfare rolls. Policy makers should emphasize the need for investments in effective training programs, adequate transitional services, and job creation. Otherwise, punitive measures based solely on the assumption that women do not want to work — without providing adequate or effective policies to reward work — will harm women and poor children and limit their opportunities for future economic stability.
 - ❖ **Program participation and evaluation data by race and ethnicity are needed.** The absence of data makes it difficult to understand and effectively address the precise conditions that lead Latinos to use welfare. Without understanding the factors related to welfare use which include lack of jobs or health insurance and inadequate job market skills — as well as those that may prevent or deter long-term welfare use — it is difficult to determine the most effective approaches to addressing Latino needs. Moreover, in states with large Latino populations, detailed program evaluations are essential to determine the specific components and program designs that are most effective for Hispanics.
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❖ **Demonstration projects with Latino participants and follow-up evaluations may be a useful tool in reforming welfare for Hispanics.** Existing demonstration projects do not include sufficient numbers of Latino participants, typically are not structured in ways that adequately measure the impact of educational or other components on Hispanic participant outcomes, and are far too limited in scope and duration. Demonstration projects can be a useful tool to experiment with welfare reform, but only if they are designed with the understanding that racial/ethnic groups have often had different rates of success in training programs, due to a combination of factors, including differing skill and educational attainment levels among Hispanic, Black, and White participants; a lack of culturally relevant support services; and discrimination.

❖ **Programs need to increase investment in educational programs, especially English as a Second Language (ESL) training.** Basic educational skills are critical to a participant's ability to remain in the workforce. Hispanics, who have particularly low levels of educational attainment, may find maintaining self-sufficiency increasingly difficult when employment training programs emphasize work and do not adequately prepare participants for long-term stable employment.

One critical aspect of educational programs is quality ESL education. Participants who are not fluent in English, may find it difficult to participate in educational training programs. Therefore, without effective English language instruction as a base, participation in JOBS may not effectively improve the job readiness of certain participants. In addition, ESL programs should be structured to allow for participants with differing degrees of English proficiency to improve and become more job ready.

❖ **Access to quality child care services is critical to successful participation in training programs.** Child care is essential to the participation in and completion of training. However, data seem to suggest that only slightly more than one-third (35.3%) of JOBS participants nationally received child care in 1992. In addition, data for the profiled states suggest that some states had reduced or were reducing the availability of child care services. High quality, affordable child care should be a central feature in employment and training programs for Hispanic and other single parents if they are to be effective. In addition, child care services should be flexible and culturally sensitive to meet increasingly diverse populations.

❖ **Job development and job creation strategies are critical to helping participants become self-sufficient in a changing economy.** Given that the goal of JOBS is to promote self-sufficiency by means of employment, upon completion of training participants must have access to jobs that pay a living wage. This analysis and recent reports on both employment and the economy suggest that an emphasis on job development activities in JOBS would be appropriate. While it is clear that lack of skills is a major concern for JOBS participants, an equally serious problem is the lack of private sector jobs. In fact, recent research suggests that even those with high levels of education have begun to experience declining or stagnating wages and high unemployment. In addition, industrial trends indicate a move toward temporary and part-time employment, both of which exclude essential benefits (e.g., health care, unemployment, etc.) and help companies cut costs. These changes in the private sector strongly suggest that employment and training programs — including JOBS — may need to reassess initiatives and place a greater emphasis on development of both public and private sector jobs for JOBS participants.

❖ **Access to U.S. Department of Labor (DOL) and other training programs could be an effective way to provide appropriate training to Hispanic single mothers.** Hispanics, who have been historically underserved by federal training programs, must have equal access to both a broad range of training options and support services as they seek employment. The integration of new training models at the DOL with training administered by the U.S. Department of Health and Human Services should help to address this concern.

Over the next decade, the U.S. workforce will increasingly demand skilled workers and those who can help the economy maintain its ability to compete globally. These concerns should prompt states to ensure that all their residents have access to and receive job training that will fill gaps in the labor force and allow economic growth. For states with large Hispanic populations, most Latino workers are already playing an important role in the development of the economy since Latinos have high labor force participation rates.

But, for working poor, undereducated, and unemployed Latinos — including many Hispanic single mothers — effective strategies are critically needed to reintegrate them into the workforce. Part of the answer lies in ensuring that existing AFDC training programs, like JOBS, are well designed, adequately funded, and effectively implemented and that future approaches rely on greater knowledge about the experience of Hispanic women in training programs.

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1. See, for example, Cruz, José E., *Implementing the Family Support Act: Perspectives of Puerto Rican Clients*. Washington, D.C.: National Puerto Rican Coalition, May 1991; *Puerto Rican Participation in Job Opportunities and Basic Skills (JOBS) Programs, A Preliminary Assessment*. Washington, D.C.: National Puerto Rican Coalition, November 1992; Quiroz, Julia Teresa and Regina Tosca, *On My Own: Mexican American Women, Self-Sufficiency, and the Family Support Act*. Washington, D.C.: National Council of La Raza, December 1990; and *For My Children: Mexican American Women, Work, and Welfare*. Washington, D.C.: National Council of La Raza, March 1992. Also see, "Don't Leave Hispanics Out of Head Start," editorial by Raúl Yzaguirre, President of the National Council of La Raza, *New York Newsday*, May 9, 1994.
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Appendices

Aid to Families with Dependent Children

Overview

Aid to Families with Dependent Children (AFDC) was created by the Social Security Act of 1935 primarily to provide income support to widowed mothers. In response to changes in family structure, AFDC has evolved to provide cash payments for needy children and their caretaker who have been deprived of parental support or care because their mother or father is absent from the home, incapacitated, or unemployed.

Expenditures

In 1992, 13.6 million persons received AFDC, up from 7.4 million in 1970. These increases have taken place in the face of falling benefit levels — the average monthly AFDC benefit payment for a mother and two children with no earnings has shrunk in constant 1992 dollars from \$690 in 1972 to \$399 in 1992, a 42% decline. In addition, despite the increase in the number of families receiving AFDC, benefit expenditures have remained relatively constant in real dollars. Specifically, real spending on AFDC (excluding AFDC-UP) has slightly decreased from \$20.3 billion in 1975 to \$20.1 billion in 1992, which translates into 1-2% of the overall federal budgets for respective fiscal years.⁹

Benefit Levels

AFDC benefits in all 50 states are below the Census Bureau's poverty threshold, varying from 13% of the threshold in Mississippi to 79% in Alaska. The median benefit is 39% of the poverty level.

Additional Benefits

Families receiving AFDC are automatically eligible for Medicaid, but are not automatically entitled to housing assistance or food stamps. The Family Support Act of 1988, also requires that states guarantee child care and implement an AFDC-Unemployed Parents (UP) program, which provides cash payments to two-parent families in which at least one parent is unemployed.

Family Support Act

The Family Support Act (FSA), one of the most significant Congressional welfare reform packages since the War on Poverty legislation in the 1960s, was passed and signed by President Reagan in October 1988. This comprehensive reform package was designed to significantly modify the Aid to Families with Dependent Children (AFDC), the largest federal cash assistance program established in 1935.

FSA was designed to support families while they work toward acquiring the skills needed for self-sufficiency. Some of the provisions of FSA included child care, extended benefits (i.e., medical assistance and child support) to support families in transition, benefits for two-parent families, special benefits for young recipients who reside in adult-supervised living arrangements, and a comprehensive employment and training program.

This sweeping reform package pledged to dramatically transform AFDC policy objectives and priorities. Self-sufficiency and “mutual obligation” were to become underlying concepts, factors by which AFDC goals and objectives were to be assessed. In theory, mutual obligation — a partnership between recipient and state — was to be the means by which recipients would achieve self-sufficiency. In practice, a recipient was to seek the training and educational skills necessary to gain employment and become self-sufficient while the government subsidized her income. To achieve these goals, the central feature of FSA was the Job Opportunities and Basic Skills Training (JOBS) program.

Funding

For the implementation of FSA, the Federal government allocated \$1 billion for fiscal years 1991-93, \$1.1 billion for fiscal year 1994, \$1.3 billion for fiscal year 1995, and \$1 billion for each year after. States were expected to contribute about 40% of the cost of the program and, as a result, many states did not use the full amount offered by the federal government. In many cases, JOBS was severely underfunded and JOBS participants constituted only a small percentage of the state’s overall AFDC caseload. It is estimated that, in FY 92, the average total number of federal JOBS participants was estimated at approximately 510,000 out of a total JOBS eligibility pool of almost two million, and a total AFDC caseload of almost five million adult recipients. In 1992, over 60,000 Latinos nationwide were involved in the JOBS program, while over 800,000 Latino families received AFDC cash assistance.

A Statistical Snapshot of JOBS*

Nationwide Averages

Participant Demographics		Participant Characteristics		Percent of Participants in Each Component	
GENDER		CASE STATUS		Job Entry	7.2%
Female	86.4%	AFDC-Basic	80.5%	High School Education	24.5%
Male	13.6%	AFDC-UP	12.1%	Assigned Higher Ed.	8.2%
RACE/ETHNICITY		Applicant	3.1%	Self Initiated Ed.	6.7%
White	47.2%	No longer AFDC recipient	3.8%	Vocational Training	6.3%
Black	32.4%	TARGET GROUP		Job Skills	9.5%
Hispanic	12.8%	Not in Target Group	36.8%	Job Readiness	4.5%
Asian	3.4%	2 yrs. to Ineligible	2.0%	Job Development	1.4%
Native American	1.2%	Under 24 no H.S.	10.2%	Assessment and Employment Plan	16.5%
Other	3.0%	Under 24 no Work Exp.	7.4%	Job Search	9.4%
Highest Grade Completed		AFDC 36 of previous		On-the-Job Training	.4%
Grades 1-6	3.6%	60 months "long-term"	42.8%	Work Supplement	.1%
Grades 7-9	16.8%	Other	.9%	Community Work Experience Program	3.7%
Grade 10	11.5%	Participation Figures		Other	1.5%
Grade 11	14.2%	Adults Required to Participate	43%		
Grade 12 (diploma)	38.1%	Participation rate	16%		
GED	5.1%				
Post Secondary	2.5%				
College	8.1%				

* Job Opportunities and Basic Skills Training (JOBS) Program Information Memorandum (JOBS-ACF-IM-93-10). Washington D.C.: Office of Family Assistance, Administration for Children and Families, U.S. Department of Health and Human Services, June 1993.

Waiver Status for the Profiled States*

State	Status	Provisions
Arizona	Submitted 8/3/94 (Pending)	Included in welfare reform proposals passed by the legislature: prohibit increase of benefits for additional children conceived while receiving AFDC; limit benefits to adults to 24 months in any 60 month period; allow recipients to deposit up to \$200/month (with 50% disregarded) in Individual Development Accounts; require minor mothers to live with parents; extend Transitional Child Care and Medicaid to 24 months and eliminate the 100-hour rule for AFDC-UP cases. Also, in a pilot site, provide individuals with short-term-subsidized public or private On the Job Training subsidized by grant diversion.
California	Submitted 9/29/93 Approved 3/1/94	Implements Cal Learn, a Learnfare program that provides both bonuses and sanctions. Increases the resource limit to \$2,000 and the automobile exemption to \$4,500 and allow savings of up to \$5,000 in restricted accounts. Creates an Alternative Assistance Program that allows AFDC applicants and recipients with earned income to choose Medicaid and Child Care Assistance in lieu of cash grant. Implements multiple reforms to the GAIN (JOBS) program.
	Submitted 3/14/94 (Pending)	Would amend Work Pays Demonstration Project by adding provisions to: reduce benefit levels by 10% (but retaining the need level); reduce benefits an additional 15% after 6 months on assistance for cases with an able-bodied adult; time-limit assistance to able-bodied adults to 24 months, and prohibit additional benefits for children conceived while receiving AFDC.

* Updated list of AFDC state waivers from the U.S. Department of Health and Human Services, Administration for Children and Families, Division of Intergovernmental Affairs, September 7, 1994.

Submitted 5/23/94
(Pending)

Would create a more compatible system in AFDC and Food Stamp policy by: making AFDC households categorically eligible for Food Stamps; allowing recipients to deduct 40% of self-employment income in reporting monthly income; disregarding \$100 per quarter in non-recurring gifts and irregular/infrequent income; disregarding undergraduate student assistance and work study income if payments are based on need; reinstating food stamp benefits discontinued for failure to file a monthly report when good cause is found for the failure; and simplifying vehicle valuation methodology.

Submitted 7/1/94
(Pending)

Would eliminate annual AFDC redetermination and Food Stamp recertification requirements for monthly reporting households in 19 counties.

Submitted 7/8/94
(Pending)

Would require face-to-face AFDC redetermination and Food Stamp recertification interviews only every 24 months and simplify review form for monthly reporting cases in five counties.

Colorado

Submitted 6/30/93
Approved 1/13/94

Establishes a two-year time limitation sanction for non-cooperative employable AFDC adults; consolidates AFDC, Food Stamp, and Child Care benefits into a single comprehensive benefits package; disregard a portion of all earned income, replacing all current income disregards; requires all AFDC households with children under the age of 24 months to have current immunization, a financial sanction; provides incentives to participants who graduate from high school or obtain a GED; exempts the asset value of one car; and increases the resource limit to \$5,000 for those families with an able-bodied adult who is employed or has been employed within the last six months.

Florida

Submitted 9/21/93
Approved 1/27/94

With some exceptions, limit AFDC benefits to 24 months in any 60 month period followed by participation in transitional employment. Replaces current \$90 and \$30 and one-third disregards with single, non-time-limited disregard of \$200 plus one-half remainder; disregards income of a step-parent whose needs are not included in the assistance unit for the first six months of receipt of public assistance; excludes interest income in determining benefits; lowers age of child for JOBS exemption to six months; raises asset limit to \$5,000 plus a vehicle of reasonable worth used primarily for self-sufficiency purposes; and extends transitional Medicaid and child care benefits. Eliminates 100-hour and required quarters of work rules, and (on a case-by-case basis) the six month time limit requirements in the AFDC-UP program. Requires school conferences, regular school attendance, and immunizations.

Illinois

Submitted 10/7/92
Denied 8/3/93

Would have paid lesser of previous state of Illinois benefit for 12 months for new residents.

Submitted 10/7/92
(Pending)

Would provide incentives for school attendance; require participation in a Community Service Corps (CSC) for those with children under 3; provide wage subsidy for up to six months after completing CSC.

Submitted 8/2/93
Approved 11/23/93

Changes earnings disregards and increases gross income test.

Massachusetts

Submitted 1/14/93
(Pending)

Would require JOBS participants to pay co-payment for child care.

Submitted 3/22/94
(Pending)

Would end cash assistance to most AFDC families, requiring recipients who could not find full-time unsubsidized employment after 60 days of AFDC receipt to do community service and job search to earn a cash "subsidy" that would make family income equal to the applicable payment standard; provide direct distribution of child support collections to, and cash-out food stamps for, those who obtain jobs; continue child care for working families as long as they are income-eligible but requiring sliding scale co-payment; restrict JOBS education and training services to those working at least 25 hours per week; extend transitional Medicaid for a total of 24 months; and require teen parents to live with guardian or in a supportive living arrangement and attend school.

Submitted 8/31/94
(Pending)

Would reduce AFDC grant by \$150 per month for those families living in temporary emergency shelters and use the cumulative amount of any such deductions as voucher to pay for expenses to relocate to permanent housing.

New Mexico

Submitted 7/7/94
(Pending)

Would increase vehicle asset limit to \$4,500; disregard earned income of students; develop an AFDC Intentional Program Violation procedure identical to Food Stamps; and allow one individual to sign declaration of citizenship for entire case.

New York

Submitted 6/7/94
(Pending)

Would provide payments for one-time work-related expenses or child care in lieu of AFDC benefits; modify allowable work experience, job training and other employment activities in addition to job search for AFDC and food stamp applicants and recipients; consolidate and streamline food stamp and AFDC eligibility requirements, including expansion of AFDC-UP eligibility;

provide incentives for children to attend school;
make unemployed non-custodial parents of
children on AFDC eligible for JOBS programs;
and encourage start-up of microenterprises.

Texas

Submitted 9/29/93
Terminated* 4/18/94

Would have extended AFDC
benefits to two-parent families
without regard to labor force
attachment or number of hours worked.

Submitted 12/28/93
Terminated 4/18/94

In three pilot counties, would have
replaced current earned income
disregards for AFDC families
headed by teen parent(s) with fill-the-gap
earned income disregard.

* According to HHS, "terminated" means that the waiver is no longer under consideration by HHS.

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The first part of the document discusses the importance of maintaining accurate records of all transactions. It emphasizes that every entry, no matter how small, should be recorded to ensure the integrity of the financial data. This includes not only sales and purchases but also expenses and income. The text suggests that a consistent and thorough record-keeping system is essential for identifying trends and making informed decisions.

In the second section, the author addresses the challenges of budgeting and financial planning. It notes that many businesses struggle to stay within their budgets due to unforeseen expenses or changes in market conditions. The text provides several strategies to mitigate these risks, such as setting aside a contingency fund and regularly reviewing the budget to adjust for any deviations.

The third part of the document focuses on the role of technology in modern accounting. It highlights how software solutions can streamline the accounting process, reduce errors, and provide real-time insights into the company's financial health. The author recommends investing in reliable accounting software and ensuring that the staff is properly trained to use these tools effectively.

Finally, the document concludes with a discussion on the importance of transparency and communication in financial management. It stresses that clear communication with stakeholders, including investors and employees, is crucial for building trust and ensuring the long-term success of the business. The text encourages businesses to provide regular financial reports and to be open to feedback and suggestions.