

## DOCUMENT RESUME

ED 474 876

UD 035 585

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TITLE TANF Participation in 2001.  
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PUB DATE 2003-03-18  
NOTE 33p.  
AVAILABLE FROM Center for Law and Social Policy, 1616 P Street, N.W., Suite 150, Washington, DC 20036. Tel: 202-328-5140; Fax: 202-328-5195; e-mail: info@clasp.org; Web site: http://www.clasp.org.  
PUB TYPE Numerical/Quantitative Data (110)  
EDRS PRICE EDRS Price MF01/PC02 Plus Postage.  
DESCRIPTORS Adult Education; Employment; Vocational Education; \*Welfare Recipients; Welfare Reform; \*Welfare Services  
IDENTIFIERS \*Participation Rates; \*Temporary Assistance for Needy Families

## ABSTRACT

During 2002, there were disputes about most aspects of the participation rate structure for Temporary Assistance for Needy Families. The Administration put forward, and the House adopted, a proposal to raise TANF participation rates to 70 percent over 5 years, require families to be in selected activities for 40 hours per week to be fully countable, and to restrict activities that counted toward the first 24 hours a week of participation. This document examines what available data say about the extent and nature of TANF participation in 2001 and how current TANF participation differs from what is required under the Administration's approach. Findings include: the national average participation rate in 2001 was 34.4 percent, with significant variation between states; actual participation levels were clearly higher, though due to limits in federal participation reporting it is impossible to precisely state the share of TANF adults involved in work-related activities; the most common activity counting toward federal participation rates was unsubsidized employment; participation in education and training remains low, but has increased modestly in recent years; and most states would need to make large changes in program design in order to meet the Administration's participation requirements. An appendix summarizes current law and the Administration's proposal. (SM)

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# CLASP

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March 18, 2003

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## TANF Participation in 2001

By Mark Greenberg and Hedieh Rahmanou

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One key set of issues in the reauthorization of the Temporary Assistance for Needy Families (TANF) block grant concern participation rates. Generally, under federal law, states must meet a specified participation rate for families receiving TANF assistance each year in order to avoid a federal penalty. Only certain activities count toward participation rates, and a family must participate in one or more of the listed activities for a specified number of hours in order to count. Under current law, the required rate that a state must meet to avoid a penalty is adjusted downward each year based on a caseload reduction credit, reflecting the extent of the state's caseload decline since 1995 for reasons other than changes in eligibility rules.

During 2002, there were disputes about virtually every aspect of the participation rate structure: what rates should generally apply; whether rates should be adjusted based on caseload decline, employment exits, or other factors; what activities should count toward participation rates; and how many hours of activity should be required in order to count. The Administration put forward, and the House adopted, a proposal to raise TANF participation rates to 70 percent over five years, require families to be in countable activities for 40 hours a week to be fully countable, and to restrict the activities that could count toward the first 24 hours a week of participation. For 2003, the Administration put forward the same proposal, and in February, the House approved H.R. 4, a TANF reauthorization bill very similar to the Administration's proposal.

The Administration/H.R. 4 approach has been criticized by many, including CLASP, on the bases that it would require radical changes in state programs, that it is not supported by research findings about effective welfare-work efforts, and that states would be compelled to curtail assistance to other low income working families in order to meet costly new requirements.<sup>1</sup>

<sup>1</sup> See, e.g., Greenberg, M., & Rahmanou, H. (February 2003). *Imposing a 40-Hour Work Requirement Would Hurt State Welfare Reform Efforts*. Washington, DC: The Center for Law and Social Policy. Available at: [http://www.clasp.org/DMS/Documents/1045077554.68/40\\_hours.pdf](http://www.clasp.org/DMS/Documents/1045077554.68/40_hours.pdf); Fremstad, S., et al. (August 2002). *One Step Forward or Two Steps Back: Why the Bipartisan Senate Finance Bill Represents a Better Approach to TANF Reauthorization than the House Bill*. Washington, DC: The Center on Budget and Policy Priorities and the Center for Law and Social Policy. Available at: [http://www.clasp.org/DMS/Documents/1028928846.02/doc\\_13reasons.pdf](http://www.clasp.org/DMS/Documents/1028928846.02/doc_13reasons.pdf); Greenberg, M. (June 2002).

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This document focuses on one aspect of the discussion: what do available data tell us about the extent and nature of TANF participation in 2001 (the most recent year for which data are available), and how different is current TANF participation from what would be required under the Administration's approach? An appendix summarizes current law and the Administration's proposal.

Key findings are:

- The national average participation rate in 2001 was 34.4 percent, with significant variation between states. A state's participation rate is not a measure of the share of families or adults involved in work-related activities, but rather reflects the percentage of families who were involved in one or more of a specified list of activities for a specified number of hours.
- Actual levels of participation were clearly higher, though due to limits in federal participation reporting, it is impossible to precisely state the share of TANF adults involved in work-related activities. Last year, states responding to a survey by the National Governors Association and the American Public Human Services Association reported that 61 percent of adults were engaged in work-related activities for some number of hours each week. And, in responding to a survey by the U.S. General Accounting Office, states reported 56 percent of adults were involved in work or work-related activities in fall 2001.
- The most common activity counting toward federal participation rates was unsubsidized employment.
- Participation in education and training remains low, but has increased modestly in recent years.
- Most states elect to make little or no use of work experience and community service programs, in which individuals work without being paid wages; participation in subsidized employment programs also remains low.
- It is impossible to determine the actual level of participation in job search and job readiness activities because of the manner in which states are asked to report information about job search/job readiness participation.
- Most states would need to make large changes in program design in order to meet the participation requirements under the Administration/H.R. 4 approach.

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"Reforming Welfare Reform." *American Prospect Magazine*. Available at <http://www.clasp.org/DMS/Documents/1024427766.57/greenberg-m.html>.

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## Participation Rates and Levels in 2001

**The national average participation rate in 2001 was 34.4 percent, with significant variation between states.**

A TANF participation rate is not a measure of the full extent of participation in work-related activities: rather, it is a measure of the share of families participating in one or more of a set of listed activities for the number of hours required to count toward federal participation rates.

Nationwide, the average participation rate for FY 2001 was 34.4 percent (see Table 1).<sup>2</sup> Most states (28) had participation rates between 25 percent and 50 percent, with twelve having rates below 25 percent and eleven above 50 percent. Most of the states with the highest participation rates had the benefit of waivers that allowed them to apply some or all of the participation rules they had used before enactment of the 1996 law. When rates are calculated without the benefit of waivers, the national average participation rate was 29.9 percent, and only five states (Wisconsin, Wyoming, Illinois, Ohio, and Washington) reported rates reaching or exceeding 50 percent (see Tables 2 and 3). States that, without waivers, had participation rates below 20 percent were Maryland, Georgia, Pennsylvania, Massachusetts, Oregon, Delaware, Vermont, Nebraska, Texas, and Oklahoma.

The national average rate of 34.4 percent in FY 2001 was not very different from the 34.0 percent rate attained in FY 2000<sup>3</sup> (see Table 4). This suggests that participation counting toward participation rates was not substantially higher in 2001 than in the prior year. At the same time, state participation rates substantially exceeded federal requirements: as a result of the caseload reduction credit, thirty-six states had required effective participation rates of 5 percent or less (see Table 1). And, states attained essentially the same participation rate despite the fact that the national caseload continued to decline. Further, since only a limited set of activities count toward participation rates, knowing that the participation rate remains constant does not tell us whether there was an increase (or decrease) in services and activities that don't count toward participation rates.

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<sup>2</sup> The participation rate data summarized in this document and reflected in the accompanying tables is drawn from official TANF participation rate reporting available at <http://www.acf.dhhs.gov/programs/ofa/rates2001/index.htm>.

<sup>3</sup> The overall participation rate in recent years has been 35.3 percent (FY 1998), 38.3 percent (FY 1999), 34.0 percent (FY 2000) and 34.4 percent (FY 2001). According to HHS' analysis, most of the decline between FY 1999 and 2000 was attributable to changed participation rate rules. See Temporary Assistance for Needy Families Program Information Memorandum TANF-ACF-IM-2002-1 (February 14, 2002) available at: <http://www.acf.dhhs.gov/programs/opre/particip/im00rate/im00rate.doc>. In FY 1998 and 1999, twenty-five hours a week of participation was sufficient to count toward the rates (for all except single parents with children under six); in FY 2000, the requirement for those other than single parents with children under six became 30 hours a week.

**The share of families involved in work-related activities was considerably higher than reported participation rates, but current federal reporting doesn't give an accurate picture of levels of engagement since much activity is not required to be reported.**

Federal participation data are reported in two ways: one set of tables reports data for families with enough hours to count toward federal participation rates, and another set reports data for adults with “any hours” of participation. The number of individuals with any hours of participation is, of course, greater than the number of families counting toward participation rates.

In FY 2001, in an average month, 43.2 percent of TANF adults had some reported hours of participation (see Table 5). Again, there were wide variations between states, with eleven states reporting 60 percent or more of adults engaged in activities, and nine states reporting less than 30 percent of adults engaged in activities.<sup>4</sup>

The reporting of “any hours” is a better measure of any engagement than the federal participation rate, but even this figure understates overall participation, because states are not required to report all hours of engagement, and many states don't do so. In the current reporting structure, states are given twelve specific activity categories for which to report, corresponding to the activities countable toward federal participation rates. In addition, beginning in FY 2000, states were required to separately report additional activities under state waivers and were given the option to report “other activities.” This structure has three key limits:

- Job search and job readiness are among the most common program activities. However, job search and job readiness only count toward federal participation rates for six weeks per family per year (except in periods of defined high unemployment). States are told *not* to report hours of job search or job readiness for more than six weeks in the job search/job readiness category. States may report additional job search/job readiness participation as “other” but most states do not do so.
- Vocational training only counts toward federal participation rates for an individual for up to twelve months. States are instructed not to report any participation in vocational training in excess of twelve months in this category. Again, states may report such activity as “other” but most do not do so.
- Individuals participate in many activities that do not count toward participation rates, e.g., substance abuse treatment, mental health activities, non-countable education and training. States may voluntarily report non-countable activities as “other.” In FY 2001, most states (26) did not report *any* “other” activity, and

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<sup>4</sup> Calculations for national totals throughout this paper reflect HHS data on the number of families counting towards participation rates and/ or adults receiving assistance and include data from Guam, Puerto Rico, and the Virgin Islands.

only five states (Utah, Idaho, Ohio, Washington, and Missouri) reported as much as 10 percent of the state's adults involved in "other" activities.

Why don't most states report "other activities"? There are probably two principal reasons. First, it isn't a requirement. Second, the underlying issue of what share of the caseload is "doing something" didn't emerge as a significant topic of discussion until the Administration issued its proposal in 2002. Until then, many states likely thought that reporting numbers or hours for engagement in "other activities" wasn't particularly informative or meaningful.

Necessarily, a state's participation rate or level will depend on what activities count as participation and whether and which hourly threshold is used to count as a participant. Last year, two surveys asked states to provide their participation levels using state participation definitions. Under those definitions, participation is considerably higher than reflected in federal reporting:

- In responding to a survey by the National Governors Association and American Public Human Services Association, states reported that while 9 percent of adults were engaged in countable activities for 40 hours a week, 61 percent of adults were engaged in activities for some number of hours each week.<sup>5</sup>
- The United States General Accounting Office also surveyed states about participation levels, and reported that when using state-defined measures, nationwide, about 56 percent of TANF adults were involved in work or work-related activities, based on forty-seven state providing data for fall 2001.<sup>6</sup>

## Hours of Activity

### **Most states reported 25-35 hours a week of engagement by those in program activities.**

Nationally, the average reported hours of activity in FY 2001 for adults with any hours of reported activity was 29.7 per week (see Table 5). Most states (34) reported average hours ranging between 25 and 35, but fourteen reported less than 25 hours per week, and three (Tennessee, Indiana, and Kansas) reported more than 35 hours a week.

One should interpret the hours per individual figure with caution, for several reasons. First, a state with a higher share of participants might show lower hours per participant. This could occur because a state attaining participation from a larger share of families

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<sup>5</sup> The National Governors Association and the American Public Human Services Association. (April 2002). *Welfare Reform Reauthorization: State Impact of Proposed Changes in Work Requirements, April 2002 Survey Results*. Washington, DC. Available at: <http://www.nga.org/cda/files/WELFARESURVEY0402.pdf>.

<sup>6</sup> U.S. General Accounting Office. (July 2002). *WELFARE REFORM: With TANF Flexibility, States Vary in How They Implement Work Requirements and Time Limits*, p.14 (Report Number GAO-02-770) Washington, DC: U.S. General Accounting Office. Available at: <http://www.gao.gov/new.items/d02770.pdf>.

could be engaging more participants with multiple employment barriers. For example, Idaho reports hours of activity for 89.5 percent of adults, but only 28.7 hours per adult; Wisconsin reports hours of activity for 87.7 percent of adults, and only 27.5 hours per adult. Second, it is by no means clear that states are collecting and reporting these data in a consistent way, because the basic issue of hours per participant received little attention or discussion before 2002, and the reported figures had little policy significance until that time.

### Work-Related Activities

When looking at particular activities, participation can be described in two ways: the percentage of families in the participation rate calculation<sup>7</sup> with sufficient hours of countable activity, and/or the percentage of adults with any reported hours of the activity. This discussion uses both measures. The following table provides a national overview of families counting toward participation rates and adults with any hours of participation, based on the federal reporting categories:

**Families Counting Towards Participation Rates and Adults with Any Hours of Participation, FY 2001**

	FAMILIES COUNTING TOWARDS RATES		ADULTS WITH ANY HOURS	
	NUMBER	PERCENT	NUMBER	PERCENT
<b>National Totals</b>				
All families (including child-only families)	2,120,841			
Families in participation rate calculation	1,112,577			
Families counting toward participation rates	382,853	34.4%		
Adults receiving assistance			1,403,089	
Adults with hours of participation			605,497	43.2%
Unsubsidized Employment	248,149	22.3%	362,228	25.8%
Subsidized Private Employment	2,732	0.2%	3,263	0.2%
Subsidized Public Employment	2,152	0.2%	3,380	0.2%
Work Experience	35,875	3.2%	52,877	3.8%
On-the-job Training	699	0.1%	1,248	0.1%
Job Search/Job Readiness	51,832	4.7%	85,930	6.1%
Community Service	22,580	2.0%	35,933	2.6%
Vocational Education	41,762	3.8%	53,779	3.8%
Job Skills Training	7,513	0.7%	15,383	1.1%
Education Related to Employment	8,900	0.8%	17,555	1.3%
Satisfactory School Attendance	14,622	1.3%	24,920	1.8%
Providing Child Care	109	0.0%	143	0.0%
Additional Waiver Activities	28,098	2.5%	35,532	2.5%
Other	6,855	0.6%	31,257	2.2%

<sup>7</sup> Families in the participation rate calculation are generally all families in which an adult is receiving assistance, with states allowed to exclude single parents of children under age one (for up to twelve months in total) and families in which an adult is under sanction (for up to three months in a year).

(Appendix Tables 6B through and 6E provide the same information for each state). The following sections highlight and discuss some of the principal categories of activities, combining similar activities in some instances to assist in the analysis.<sup>8</sup>

**The most common work-related activity is (and continues to be) unsubsidized employment.**

In FY 2001, roughly 22 percent of families in the participation rate calculation were engaged in unsubsidized employment (see Table 7). Thus, most of the families counting toward participation rates were in unsubsidized employment, though they may have also been involved in other activities in order to count toward the rates. Overall, 25.8 percent of adults receiving assistance were engaged in unsubsidized employment, for an average of 29 hours per week<sup>9</sup> (see Tables 5 and 8).

States vary widely in the share of adults engaged in unsubsidized employment: In five states (Iowa, Indiana, Illinois, Maine, and Hawaii), over 40 percent of adults are engaged in unsubsidized employment. In three states (Wisconsin, Georgia, and Maryland), less than 10 percent of adults are engaged in unsubsidized employment (see Table 9).

The share of adults and families in unsubsidized employment rose dramatically during the 1990s,<sup>10</sup> and probably reflects two things: the overall increase in employment by low-income single parent families during this period, and the fact that many states changed their policies concerning treatment of earnings so that families entering low-wage jobs continue to qualify for assistance. Even with the less restrictive earnings disregards, families working and receiving TANF tend to have very low earnings – on average, \$686 a month in FY 2001.<sup>11</sup> And, as with most other dimensions of TANF, states have taken different approaches here: almost all states liberalized their treatment of earnings, but with large variations in the extent to which they did so. As a result, one key factor

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<sup>8</sup> Combining similar activities may overstate the numbers in the combined categories, since the totals may involve some duplication. For example, we combine vocational education, job skills training, and education related to employment. It is possible that the same individuals or families are participating in more than one of these three activity categories, in which case summing the total participants across the three may involve some duplication. Similarly, we sum subsidized private employment, subsidized public employment, and on-the-job training to generate a single subsidized employment category, and sum work experience and community service.

<sup>9</sup> U.S. Department of Health and Human Services. (2002). "Table 7. Average Hours of Participation in Work Activities, Including Waivers, for all adults participating in the work Activity, FY 2001." Washington, DC: Administration for Children and Families. Available at: <http://www.acf.hhs.gov/programs/ofa/rates2001/table7.htm>.

<sup>10</sup> Using recipient characteristics data, HHS reports that the share of adults with employment was 6.6 percent in FY 1992, and 26.7 percent in FY 2001. U.S. Department of Health and Human Services. (2003). "Exhibit II: Trend in AFDC/TANF Recipient Characteristics, FY 1992-FY 2001" in *Temporary Assistance to Needy Families, Fifth Annual Report to Congress*, p. X-193. Washington, DC: Administration for Children and Families. Available at: <http://www.acf.dhhs.gov/programs/ofa/annualreport5/chap10.pdf>.

<sup>11</sup> U.S. Department of Health and Human Services. (2003). "Chapter IV. Work and Earnings." *Temporary Assistance to Needy Families, Fifth Annual Report to Congress*. Washington, DC: Administration for Children and Families. Available at: [http://www.acf.dhhs.gov/programs/ofa/annualreport5/chap04.htm#\\_Toc25546963](http://www.acf.dhhs.gov/programs/ofa/annualreport5/chap04.htm#_Toc25546963).



affecting state participation rates – the percentage of the caseload in unsubsidized employment – is, to a significant extent, a function of the point at which working families lose eligibility for assistance.

The share of participants in unsubsidized employment has not changed substantially since 1998. Over this period, the share of families in the participation rate calculation that was engaged in unsubsidized employment has been 23.3 percent (FY 1998), 24.9 percent (FY 1999), 20.6 percent (FY 2000) and 22.3 percent (FY 2001) (see Table 4).

**Participation in education and training activities has gradually increased, but still reflects a small share of TANF adults.**

Under current law, there are significant limits on when participation in education and training can count toward TANF participation rates. Generally, education and training for adults can only count toward the first twenty hours of participation if it is “vocational educational training.” No more than 30 percent of those counting toward a state’s participation rates may count by being engaged in vocational educational training or by being parents under age 20 involved in school completion. In addition, vocational educational training may not count for more than twelve months for an individual. States can also count job skills training or education directly related to employment for individuals without a high school diploma or GED, but only for hours above 20 (i.e., if an individual is required to participate for 30 hours a week, and has 20 hours a week in other countable activities, the state may count these activities for hours in excess of 20).

In FY 2001, the share of families counting toward participation rates with hours in vocational educational training was 3.8 percent;<sup>12</sup> the share counting toward participation rates with any hours of education and training (including vocational education, job skills training, and education related to employment) was 5.2 percent.<sup>13</sup> Again, states varied: ten states reported 10 percent or more of families engaged in education and training, while twenty-two states reported less than 5 percent. For the nation, the share of adults with any hours of reported participation in vocational educational training was 3.8 percent, and the share with any hours of education and training was 6.2 percent (see Table 10).

Since FY 1998, there was been a gradual increase – from 3 percent to 5.2 percent – in the share of families counting toward participation rates with hours in education and training (see Table 4). This suggests that after initially imposing sharp restrictions on education and training, a number of states have gradually allowed modest increases in such participation. At the same time, the actual numbers and percentages of participants are still relatively low.

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<sup>12</sup> CLASP calculations based on U.S. Department of Health and Human Services. (2002). “Table 4A. Average Monthly Number of Adults Engaged in Work By Work Activity for Families Counted as Meeting the All Families Work Requirements, FY 2001.” Washington, DC: Administration for Children and Families. Available at: <http://www.acf.hhs.gov/programs/ofa/rates2001/table4a.htm>.

<sup>13</sup> Note that this does not include the 1.3 percent of families counting toward participation rates with hours of school attendance by teen parents.

**Some states rely heavily on work experience and/or community service programs, but most make minimal or no use of such activities.**

In current participation rate reporting, the two principal categories of work without wages (i.e., work with no payment for hours worked other than the TANF grant itself) are work experience and community service. The distinction between the two is often unclear, and they are summed for purposes of this analysis.

Nationwide in FY 2001, 5.3 percent of families in the participation rate calculation had hours of engagement in work experience or community service, and 6.3 percent of TANF adults had any reported hours of participation in work experience or community service (see Table 11). Large differences in state strategies are apparent here. In six states (Montana, Wisconsin, Washington, South Dakota, Wyoming, and Ohio), at least 20 percent of TANF adults had reported hours of work experience or community service, with more than half of adults reported involved in such activities in Montana and Wisconsin. Most states, though, report less than 5 percent of adults engaged in such activities, with twenty-three states reporting less than 2 percent of engaged adults.

The level of participation in work experience and community service is higher than before 1996, but has stayed relatively constant in recent years: the share counting toward participation rates has hovered between 5.3 percent and 5.4 percent since FY 1998, and the percentage of adults with any hours in these activities grew from 5.2 percent in 1999 to 6.5 percent in 2000, then declined slightly to 6.3 percent in FY 2001 (see Table 4).

The fact that most states have elected to not run large work experience/community service programs is *not* due to federal barriers. Under federal law, a state is entirely free to run such programs as long as the state ensures that participating families are compensated for their hours of work at no less than the minimum wage through the combination of TANF and food stamps. The relatively low utilization of such programs in most states principally reflects state judgments that other programs and activities are more effective means of helping families enter stable employment.

**Participation in job search and job readiness activities is probably significantly understated by federal participation reporting.**

According to federal reporting, 4.7 percent of families counted toward participation rates with hours in job search or job readiness activities during FY 2001, and 6.1 percent of adults had reported hours of job search or job readiness in an average month. (See Table 4). These figures probably seriously understate the extent of engagement in and use of job search in state programs. As noted above, states are only permitted to report job search/job readiness in this reporting category for up to six weeks a year, and after that time, can only report such participation as “other.”

**Participation in subsidized employment and on-the-job training remains low.**

Families may also count toward TANF participation rates through participation in on-the-job training programs (in which a subsidy payment is provided to the employer to defray the costs of training) and through subsidized public or private employment. Participation in any of these activities remained low in FY 2001. Less than one percent (0.5 percent) of families counting in the participation rate calculation had hours in on-the-job training or subsidized employment, and only 0.6 percent of TANF adults had any hours of engagement in such activities. Washington was the only state in which more than 5 percent of TANF adults (6.4 percent) were engaged in on-the-job training or subsidized employment (see Table 12).

There is no legal barrier to increasing participation in on-the-job training or subsidized employment, but the practical barrier is often cost. Recent research suggests that transitional jobs (in which subsidized employment is combined with case management and supportive services) are a promising approach for helping adults with multiple barriers move into employment, but that the programs are relatively costly and not appropriate for everyone.<sup>14</sup>

### **Participation in 2001: Implications for TANF Reauthorization**

In considering implications of the FY 2001 participation data, it is important to begin with a threshold point: it is, at best, unclear whether participation rates are a meaningful measure of state performance in attaining employment outcomes. Research demonstrates that engagement in work-related activities can raise employment rates,<sup>15</sup> but it is not clear that the specific ways in which federal law calculates a participation rate – with a narrow list of activities and specified hour requirements – is an effective means to measure state performance in helping families get jobs or improving job quality. On virtually every dimension of the participation rate calculation – overall rates, hours, types of activities – one sees large variations across states, and one would be hard pressed to say that the states with the highest rates or the biggest number of hours are necessarily the highest overall performers in achieving TANF’s employment outcomes.

In particular, over the FY 1998-2001 period, TANF caseloads fell by 33 percent,<sup>16</sup> and a large number of studies have repeatedly found that most TANF leavers entered

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<sup>14</sup> Kirby, G., et al. (April 2002). *Transitional Jobs: Stepping Stones to Unsubsidized Employment*. Washington, DC: Mathematica Policy Research. Available at: <http://www.mathematica-mpr.com/PDFs/transitionalreport.pdf>.

<sup>15</sup> Hamilton, G. (July 2002). *Moving People from Welfare to Work: Lessons from the National Evaluation of Welfare-to-Work Strategies*. New York, NY: Manpower Research and Demonstration Corporation. Available at: [http://www.mdrc.org/Reports2002/NEWWS\\_Synthesis/NEWWS\\_Synthesis.pdf](http://www.mdrc.org/Reports2002/NEWWS_Synthesis/NEWWS_Synthesis.pdf).

<sup>16</sup> CLASP calculation based on U.S. Department of Health and Human Services. (2003). “Table 2:1:b: Total Number of Families, Fiscal Year 2001.” *Temporary Assistance to Needy Families, Fifth Annual Report to Congress*. Washington, DC: Administration for Children and Families. Available at: <http://www.acf.dhhs.gov/programs/ofa/annualreport5/0201b.htm>.

U.S. Department of Health and Human Services. (2000). “Table 2. TANF Work Activities, Excluding Waivers, For Families Meeting the All Family Work Requirements, FY 1998.” Washington, DC: Administration for Children and Families. Available at: <http://www.acf.dhhs.gov/programs/opre/particip/fy98/pr98rev2.htm>.

employment.<sup>17</sup> While all states had sizeable caseload declines, states did not follow a single strategy. Across states, one often sees similar themes, but large differences in whether and the extent to which particular strategies were followed. Thus, some states maximized “participation” while others did not; some broadened earnings disregards much more than others; some had much larger child care or health care expansions; some continued to provide access to education and training; and some (though not most) elected to make much more extensive use of work experience and community service. In addition, states varied on other dimensions, such as the extent to which they used diversion, sanctions, time limits, and expanded services for families with multiple barriers.

Because state strategies have varied and there is no clear evidence that a single strategy has generated the best outcomes, it seems very problematic for federal law to mandate a single approach. For this reason, CLASP has previously proposed that all states be given the option of being held accountable for outcomes (e.g., job entries, earnings and earnings gains, employment retention) instead of participation rates.<sup>18</sup> If, however, federal law will continue to focus on participation rate requirements, it seems crucial to ensure that those requirements do not prevent states from continuing to learn from experience and exercise their best judgments about program design.

Looking at current TANF participation data suggests that virtually all states would need to make radical changes in their program design in order to meet the Administration’s proposed requirements. Key elements of the Administration’s proposal and H.R. 4 would:

- Raise the required participation rate to 70 percent by 2008, while phasing out the current caseload reduction credit;
- Provide that a family must participate for 40 hours a week (160 hours a month under H.R. 4) to fully count toward participation rates;
- Provide that after three months in each twenty-four month period, only a limited set of activities – subsidized or unsubsidized employment, on-the-job training, supervised community service or work experience programs – could count toward the first twenty-four hours a week of countable participation for adults. (See Appendix for more details).

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<sup>17</sup> Richer, E., Savner, S., & Greenberg, M. (November 2001). *Frequently Asked Questions About Working Welfare Leavers*. Washington, DC: Center for Law and Social Policy. Available at: <http://www.clasp.org/DMS/Documents/1011383588.01/faq%20about%20working%20welfare.pdf>.

<sup>18</sup> Savner, S, Strawn, J., & Greenberg, M. (January 2002). *TANF Reauthorization: Opportunities to Reduce Poverty by Improving Employment Outcomes*. Washington, DC: Center for Law and Social Policy. Available at: <http://www.clasp.org/DMS/Documents/1012240597.57/tanf%20reauthorization%20opportunities%20to%20reduce.pdf>.

Since these provisions would change how the participation rate numerator and denominator are calculated, one cannot simply say that a state with a 34 percent rate today would have a 34 percent rate under the new calculation. However, the net effect of most of the changes is to make the participation rate calculation more restrictive.

From current data, one can see that:

- Most states would need to more than double current participation levels to reach a 70 percent rate. Without waivers, only three states have participation rates exceeding 60 percent, and only five have rates exceeding 50 percent.
- Only a small share of current countable participants participates at the 40-hour level. Fifty states report average hours of participation lower than 40 hours per week.
- Participation rate rules would push states toward extensive use of work experience and community service programs for those who were not employed, but the vast majority of states have not elected this approach when free to decide for themselves. In most states, less than 5 percent of adults are in work experience/community service programs, and in forty-one states, less than 10 percent of adults are in such programs.
- TANF is clearly not a program providing extensive access to education and training – participation has been in the range of 5-6 percent in recent years. But, some states have elected to provide more, and there has been a modest trend toward increasing access, which would be effectively reversed under the proposed approach.

Last year, in responding to a survey conducted by the National Governors Association and American Public Human Services Association, 41 of 47 states reported that meeting the Administration's requirements would cause them to make fundamental changes to their programs and/or redirect resources. A review of TANF participation data confirms that, if anything, the NGA/APHSA survey understates the number of states that would be forced to make radical changes in order to meet the Administration's proposed participation requirements and the requirements of H.R. 4.

## Appendix

### Participation Rates under Current Law and the Administration's Proposal

Under current law, to count toward the “all-families” participation rate,<sup>19</sup> a family must participate in a federally “countable activity” for a specified number of hours each week. The required rates increased from 25 percent in FY 1997 to 50 percent in FY 2002; however, under a provision known as the caseload reduction credit, a state’s actual rate can be adjusted downward if the state’s caseload has fallen since 1995 for reasons other than changes in eligibility rules, and as a result, states have typically had effective rates far below the listed ones. To count toward the rate, single-parent families with children under age six must participate in countable activities for at least 20 hours a week; all other families must participate for at least 30 hours a week.

Generally, a state can count hours in paid or unpaid work, job search and job readiness (for up to six weeks a year), and vocational training (for up to a year for part of the caseload) toward the first 20 hours of activity, and a broader list toward required hours in excess of 20. More precisely, the first 20 hours of countable participation must be in one of the following activities:

- Unsubsidized or subsidized employment;
- Work experience or community service programs (i.e., work without wages in return for receiving the welfare grant);
- On-the-job training;
- Provision of child care services to an individual who is participating in a community service program;
- Vocational educational training for up to twelve months, provided that no more than 30 percent of those counting toward a state’s participation rate may do so by being engaged in vocational educational training or by being teen parents engaged in school completion; and
- Job search and job readiness assistance for up to six weeks (or twelve weeks in periods of high unemployment).

For hours in excess of twenty, a state may count an individual’s participation in:

- Job skills training directly related to employment;

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<sup>19</sup> Current law also has a separately calculated, higher participation rate that applies to two-parent families. This rate has been criticized by many as effectively discouraging states from assisting two-parent families in federally funded TANF programs, and the Administration has proposed to eliminate the two-parent participation rate.

- Education directly related to employment, for a recipient who has not received a high school diploma or a certificate of high school equivalency; or
- Satisfactory attendance at secondary school or in a course of study leading to a certificate of general equivalence, for a recipient who has not completed secondary school or received such a certificate.

In addition, teen parents can count toward the participation rates by being engaged in school completion or education directly related to employment, but such activities are counted within the 30 percent vocational educational training cap described above.

Under the Administration’s proposed approach and H.R. 4, key provisions would:

- Increase the monthly participation rate from 50 percent to 70 percent by 2008, while phasing out the current caseload reduction credit.
  - Under the Administration’s proposal, states would be allowed to count individuals who left TANF due to employment for up to three months.
  - Under H.R. 4, states would not be allowed to count employed leavers. Instead, there would continue to be a caseload reduction credit, but the “base” would be readjusted each year, so that, e.g., in 2006, states would only get adjustments for caseload declines since 2001. In addition, states whose caseloads had fallen by at least 60 percent between 1995 and 2001 would qualify for “superachiever” credits.
- Increase the weekly participation requirement from 20 hours for parents with children under 6 and 30 hours for other parents to 40 hours for all families with children age 1 or older.
  - Under H.R. 4, a family would need 160 hours of participation in a month to fully count. The number of countable participants would be calculated by summing the total number of hours by all families satisfying the 24-hours-a-week direct work requirement, and dividing the total monthly hours by 160.
- Provide that in meeting the 40-hour requirement, at least 24 hours must be in “direct” work activities – unsubsidized or subsidized employment, supervised work experience or community service programs, on-the-job training and school completion for teen parents. For up to three months in a twenty-four-month period, states could count participation in other activities reasonably calculated to accomplish a TANF purpose, such as short-term substance abuse treatment, rehabilitation, and work-related training, toward meeting the 24-hour direct work requirement.
  - Under H.R. 4, a state could count hours in education or training toward direct work requirements for up to 4 months in a 24 month period if needed to permit the individual to complete a certificate program or other work-related education or training directed at enabling the individual to fill a known job need in a local area.
- For hours in excess of 24, a state could count other activities reasonably calculated to accomplish a TANF purpose, subject to regulations to be developed by HHS.

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### Notes:

Data for all tables was obtained from U.S. Department of Health and Human Services (HHS). (2002). "Temporary Assistance for Needy Families, Work Participation Rates, Fiscal Year 2001 Index." Washington, DC: Administration for Children and Families. Available at: <http://www.acf.hhs.gov/programs/ofa/rates2001/index.htm>.

Calculations for the national total in all of the following tables include data from Guam, Puerto Rico, and the Virgin Islands (HHS data for the United States as a whole include data from these territories).



**Table 1: TANF Participation Rates, FY 2001**

	<b>Required Rate (after caseload reduction credit)</b>	<b>Rate with waivers</b>	<b>Rate without waivers</b>
<b>UNITED STATES</b>		34.4%	29.9%
ALABAMA	0.0%	38.9%	38.9%
ALASKA	10.7%	43.4%	43.4%
ARIZONA	0.0%	32.9%	32.9%
ARKANSAS	0.0%	21.9%	21.9%
CALIFORNIA	6.0%	25.9%	25.9%
COLORADO	0.0%	38.2%	38.2%
CONNECTICUT	16.5%	40.6%	27.6%
DELAWARE	4.8%	24.6%	11.8%
DIST. OF COL.	10.6%	20.3%	20.3%
FLORIDA	0.0%	29.9%	29.9%
GEORGIA	0.0%	8.7%	8.7%
HAWAII	32.7%	35.0%	27.9%
IDAHO	0.0%	46.9%	46.9%
ILLINOIS	0.0%	65.8%	65.8%
INDIANA	1.1%	76.0%	43.3%
IOWA	1.0%	41.2%	41.2%
KANSAS	24.9%	80.7%	45.0%
KENTUCKY	0.0%	34.0%	34.0%
LOUISIANA	0.0%	37.4%	37.4%
MAINE	2.5%	45.9%	45.9%
MARYLAND	1.6%	6.6%	6.6%
MASSACHUSETTS	0.0%	76.5%	10.9%
MICHIGAN	0.0%	33.8%	33.8%
MINNESOTA	8.6%	35.2%	28.3%
MISSISSIPPI	0.0%	20.9%	20.9%
MISSOURI	0.1%	33.1%	33.1%
MONTANA	0.0%	44.4%	26.9%
NEBRASKA	12.8%	18.1%	13.9%
NEVADA	0.0%	35.1%	35.1%
NEW HAMPSHIRE	0.0%	50.2%	29.9%
NEW JERSEY	0.0%	39.0%	39.0%
NEW MEXICO	14.7%	46.4%	46.4%
NEW YORK	0.0%	41.4%	41.4%
NORTH CAROLINA	0.0%	24.4%	24.4%
NORTH DAKOTA	0.8%	32.0%	32.0%
OHIO	0.0%	53.2%	53.0%
OKLAHOMA	12.1%	18.6%	18.6%
OREGON	0.0%	72.0%	11.1%
PENNSYLVANIA	0.0%	10.8%	10.8%
RHODE ISLAND	23.2%	25.3%	25.3%
SOUTH CAROLINA	17.9%	58.7%	32.0%
SOUTH DAKOTA	6.3%	43.0%	43.0%
TENNESSEE	0.0%	32.3%	20.8%
TEXAS	0.0%	41.5%	15.6%
UTAH	6.8%	25.9%	25.0%
VERMONT	8.9%	12.9%	12.9%
VIRGINIA	0.0%	44.3%	22.7%
WASHINGTON	4.5%	50.4%	50.4%
WEST VIRGINIA	0.0%	21.6%	21.6%
WISCONSIN	0.0%	75.0%	75.0%
WYOMING	0.0%	71.8%	71.8%

**Source:**

U.S. Department of Health and Human Services. (2002). "Table 1B. TANF Work Participation Rates, With and Without Waivers, Fiscal Year 2001." Washington, DC: Administration for Children and Families. Available at: <http://www.acf.hhs.gov/programs/ofa/rates2001/table1b.htm>

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**Table 2: TANF Participation Rates, Ranked With and Without Waivers, FY 2001**

STATE	Rate including waivers
UNITED STATES	34.4%
KANSAS	80.7%
MASSACHUSETTS	76.5%
INDIANA	76.0%
WISCONSIN	75.0%
OREGON	72.0%
WYOMING	71.8%
ILLINOIS	65.8%
SOUTH CAROLINA	58.7%
OHIO	53.2%
WASHINGTON	50.4%
NEW HAMPSHIRE	50.2%
IDAHO	46.9%
NEW MEXICO	46.4%
MAINE	45.9%
MONTANA	44.4%
VIRGINIA	44.3%
ALASKA	43.4%
SOUTH DAKOTA	43.0%
TEXAS	41.5%
NEW YORK	41.4%
IOWA	41.2%
CONNECTICUT	40.6%
NEW JERSEY	39.0%
ALABAMA	38.9%
COLORADO	38.2%
LOUISIANA	37.4%
MINNESOTA	35.2%
NEVADA	35.1%
HAWAII	35.0%
KENTUCKY	34.0%
MICHIGAN	33.8%
MISSOURI	33.1%
ARIZONA	32.9%
TENNESSEE	32.3%
NORTH DAKOTA	32.0%
FLORIDA	29.9%
CALIFORNIA	25.9%
UTAH	25.9%
RHODE ISLAND	25.3%
DELAWARE	24.6%
NORTH CAROLINA	24.4%
ARKANSAS	21.9%
WEST VIRGINIA	21.6%
MISSISSIPPI	20.9%
DIST. OF COL.	20.3%
OKLAHOMA	18.6%
NEBRASKA	18.1%
VERMONT	12.9%
PENNSYLVANIA	10.8%
GEORGIA	8.7%
MARYLAND	6.6%

STATE	Rate not including waivers
UNITED STATES	29.9%
WISCONSIN	75.0%
WYOMING	71.8%
ILLINOIS	65.8%
OHIO	53.0%
WASHINGTON	50.4%
IDAHO	46.9%
NEW MEXICO	46.4%
MAINE	45.9%
KANSAS	45.0%
ALASKA	43.4%
INDIANA	43.3%
SOUTH DAKOTA	43.0%
NEW YORK	41.4%
IOWA	41.2%
NEW JERSEY	39.0%
ALABAMA	38.9%
COLORADO	38.2%
LOUISIANA	37.4%
NEVADA	35.1%
KENTUCKY	34.0%
MICHIGAN	33.8%
MISSOURI	33.1%
ARIZONA	32.9%
NORTH DAKOTA	32.0%
SOUTH CAROLINA	32.0%
FLORIDA	29.9%
NEW HAMPSHIRE	29.9%
MINNESOTA	28.3%
HAWAII	27.9%
CONNECTICUT	27.6%
MONTANA	26.9%
CALIFORNIA	25.9%
RHODE ISLAND	25.3%
UTAH	25.0%
NORTH CAROLINA	24.4%
VIRGINIA	22.7%
ARKANSAS	21.9%
WEST VIRGINIA	21.6%
MISSISSIPPI	20.9%
TENNESSEE	20.8%
DIST. OF COL.	20.3%
OKLAHOMA	18.6%
TEXAS	15.6%
NEBRASKA	13.9%
VERMONT	12.9%
DELAWARE	11.8%
OREGON	11.1%
MASSACHUSETTS	10.9%
PENNSYLVANIA	10.8%
GEORGIA	8.7%
MARYLAND	6.6%

**Source:**

U.S. Department of Health and Human Services. (2002). "Table 1B. TANF Work Participation Rates, With and Without Waivers, Fiscal Year 2001." Washington, DC: Administration for Children and Families. Available at: <http://www.acf.hhs.gov/programs/ofa/rates2001/table1b.htm>

**Table 3: TANF Participation Rates, Ranked With Waivers, FY 2001**

STATE	Rate including waivers	Rate without waiver
UNITED STATES	34.4%	29.9%
KANSAS	80.7%	45.0%
MASSACHUSETTS	76.5%	10.9%
INDIANA	76.0%	43.3%
WISCONSIN	75.0%	
OREGON	72.0%	11.1%
WYOMING	71.8%	
ILLINOIS	65.8%	
SOUTH CAROLINA	58.7%	32.0%
OHIO	53.2%	53.0%
WASHINGTON	50.4%	
NEW HAMPSHIRE	50.2%	29.9%
IDAHO	46.9%	
NEW MEXICO	46.4%	
MAINE	45.9%	
MONTANA	44.4%	26.9%
VIRGINIA	44.3%	22.7%
ALASKA	43.4%	
SOUTH DAKOTA	43.0%	
TEXAS	41.5%	15.6%
NEW YORK	41.4%	
IOWA	41.2%	
CONNECTICUT	40.6%	27.6%
NEW JERSEY	39.0%	
ALABAMA	38.9%	
COLORADO	38.2%	
LOUISIANA	37.4%	
MINNESOTA	35.2%	28.3%
NEVADA	35.1%	
HAWAII	35.0%	27.9%
KENTUCKY	34.0%	
MICHIGAN	33.8%	
MISSOURI	33.1%	
ARIZONA	32.9%	
TENNESSEE	32.3%	20.8%
NORTH DAKOTA	32.0%	
FLORIDA	29.9%	
CALIFORNIA	25.9%	
UTAH	25.9%	25.0%
RHODE ISLAND	25.3%	
DELAWARE	24.6%	11.8%
NORTH CAROLINA	24.4%	
ARKANSAS	21.9%	
WEST VIRGINIA	21.6%	
MISSISSIPPI	20.9%	
DIST. OF COL.	20.3%	
OKLAHOMA	18.6%	
NEBRASKA	18.1%	13.9%
VERMONT	12.9%	
PENNSYLVANIA	10.8%	
GEORGIA	8.7%	
MARYLAND	6.6%	

**Source:**

U.S. Department of Health and Human Services. (2002). "Table 1B. TANF Work Participation Rates, With and Without Waivers, Fiscal Year 2001." Washington, DC: Administration for Children and Families. Available at: <http://www.acf.hhs.gov/programs/ofa/rates2001/table1b.htm>  
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**Table 4: Trends in TANF Participation, FY 1998-2001**

**Percent of Families in Overall Rate With Sufficient Hours To Count Toward Rates**

	1998	1999	2000	2001
<b>OVERALL RATE</b>	35.3%	38.3%	34.0%	34.4%
<b>UNSUBSIDIZED EMPLOYMENT</b>	23.3%	24.9%	20.6%	22.3%
<b>SUBSIDIZED EMPLOYMENT/ ON-THE-JOB TRAINING</b>	0.5%	0.7%	0.6%	0.5%
<b>WORK EXPERIENCE / COMMUNITY SERVICE</b>	5.3%	5.4%	5.3%	5.3%
<b>JOB SEARCH</b>	4.2%	4.7%	3.7%	4.7%
<b>VOCATIONAL EDUCATIONAL TRAINING/ JOB SKILLS TRAINING/ ED RELATED TO EMPLOYMENT</b>	3.0%	4.1%	4.7%	5.2%
<b>TEEN SCHOOL ATTENDANCE</b>	0.8%	1.0%	1.2%	1.3%
<b>PROVIDING CHILD CARE</b>	0.08%	0.03%	0.02%	0.01%
<b>ADDITIONAL WAIVER ACTIVITIES</b>			1.8%	2.5%
<b>OTHER</b>			0.5%	0.6%

**CLASP calculations based on:**

U.S. Department of Health and Human Services. (2000). "Table 2. TANF Work Activities, Excluding Waivers, For Families Meeting the All Family Work Requirements, FY 1998." Washington, DC: Administration for Children and Families. Available at: <http://www.acf.dhhs.gov/programs/opre/particip/fy98/pr98rev2.htm>

U.S. Department of Health and Human Services. (2000). "Table 2A. TANF Work Activities, Excluding Waivers, For Families Meeting the All Family Work Requirements, FY 1999." Washington, DC: Administration for Children and Families. Available at: [http://www.acf.dhhs.gov/programs/opre/particip/fy99/tab2a\\_99.htm](http://www.acf.dhhs.gov/programs/opre/particip/fy99/tab2a_99.htm)

U.S. Department of Health and Human Services. (2000). "Table 4A. Average Monthly Number of Adults Participating in Work Activities For a Sufficient Number of Hours for the Family to Count as Meeting the All Family Work Requirements, FY 2000." Washington, DC: Administration for Children and Families. Available at: <http://www.acf.dhhs.gov/programs/opre/particip/im00rate/table4a.htm>

U.S. Department of Health and Human Services. (2002). "Table 4A. Average Monthly Number of Adults Engaged in Work By Work Activity for Families Counted as Meeting the All Families Work Requirements, FY 2001." Washington, DC: Administration for Children and Families. Available at: <http://www.acf.hhs.gov/programs/ofa/rates2001/table4a.htm>

**Percent of Adults With Any Reported Hours of Participation**

	1999	2000	2001
<b>ANY REPORTED HOURS</b>	41.9%	39.7%	43.2%
<b>UNSUBSIDIZED EMPLOYMENT</b>	27.7%	24.1%	25.8%
<b>SUBSIDIZED EMPLOYMENT/ ON-THE-JOB TRAINING</b>	0.7%	0.6%	0.6%
<b>WORK EXPERIENCE / COMMUNITY SERVICE</b>	5.2%	6.5%	6.3%
<b>JOB SEARCH</b>	5.9%	5.0%	6.1%
<b>VOCATIONAL EDUCATIONAL TRAINING/ JOB SKILLS TRAINING/ ED RELATED TO EMPLOYMENT</b>	4.8%	5.6%	6.2%
<b>TEEN SCHOOL ATTENDANCE</b>	1.4%	1.6%	1.8%
<b>PROVIDING CHILD CARE</b>	0.04%	0.02%	0.01%
<b>ADDITIONAL WAIVER ACTIVITIES</b>		1.9%	2.5%
<b>OTHER</b>		1.7%	2.2%

**CLASP calculations based on:**

U.S. Department of Health and Human Services. (2000). "Table 4A. Work Activities, Excluding Waivers, For All Adults, FY 1999." Washington, DC: Administration for Children and Families. Available at: [http://www.acf.dhhs.gov/programs/opre/particip/fy99/tab4a\\_99.htm](http://www.acf.dhhs.gov/programs/opre/particip/fy99/tab4a_99.htm)

U.S. Department of Health and Human Services. (2002). "Table 3:4A. Average Monthly Number of Adults Engaged in Work By Work Activity, FY 2000." Washington, DC: Administration for Children and Families. Available at: <http://www.acf.dhhs.gov/programs/opre/ar2001/0304at.htm>

U.S. Department of Health and Human Services. (2002). "Table 6A. Average Hours of Participation in Work Activities, Including Waivers, for all Adults Participating in Work Activities, FY 2001." Washington, DC: Administration for Children and Families. Available at: <http://www.acf.hhs.gov/programs/ofa/rates2001/table6a.htm>

**Table 5: Adults with Hours of Reported Participation, FY 2001**

STATE	Percentage of adults with reported hours of participation	STATE	Average Monthly Number of Hours of Participation in All Activities
United States	43.2%	United States	29.7
MONTANA	92.9%	TENNESSEE	41.8
IDAHO	89.5%	INDIANA	39.5
WISCONSIN	87.7%	KANSAS	38.9
WASHINGTON	87.1%	WYOMING	35.0
UTAH	85.9%	MONTANA	34.7
OREGON	74.2%	NEW MEXICO	34.4
KANSAS	72.7%	ARIZONA	34.3
OHIO	70.5%	DIST. OF COL.	33.6
MAINE	66.9%	OREGON	32.6
ILLINOIS	65.3%	IOWA	32.2
SOUTH DAKOTA	61.1%	ILLINOIS	32.0
IOWA	59.3%	UTAH	31.7
WYOMING	58.4%	ALASKA	31.4
INDIANA	58.2%	OHIO	31.3
TENNESSEE	55.1%	NEW YORK	30.6
ALASKA	51.9%	ALABAMA	30.2
NEVADA	51.6%	MAINE	30.2
HAWAII	51.1%	CALIFORNIA	30.0
MINNESOTA	50.3%	NEW JERSEY	29.8
NEW JERSEY	47.2%	KENTUCKY	29.0
NEW HAMPSHIRE	46.8%	IDAHO	28.7
COLORADO	46.3%	WEST VIRGINIA	28.7
NORTH DAKOTA	45.4%	TEXAS	28.4
CALIFORNIA	44.3%	ARKANSAS	28.2
NEW MEXICO	44.1%	OKLAHOMA	28.0
ALABAMA	43.8%	SOUTH CAROLINA	28.0
CONNECTICUT	43.3%	CONNECTICUT	27.8
MISSOURI	43.2%	WISCONSIN	27.5
MICHIGAN	43.1%	VIRGINIA	27.3
OKLAHOMA	41.9%	FLORIDA	27.0
SOUTH CAROLINA	40.1%	LOUISIANA	26.9
RHODE ISLAND	40.1%	WASHINGTON	26.9
VERMONT	39.6%	NORTH CAROLINA	26.8
NEW YORK	38.5%	HAWAII	26.0
ARIZONA	37.0%	MISSOURI	25.9
LOUISIANA	36.9%	COLORADO	25.8
KENTUCKY	36.3%	RHODE ISLAND	25.5
VIRGINIA	33.6%	NEVADA	24.9
FLORIDA	33.0%	NEW HAMPSHIRE	24.9
ARKANSAS	32.1%	MICHIGAN	24.6
NEBRASKA	31.3%	MINNESOTA	24.6
WEST VIRGINIA	30.5%	MISSISSIPPI	24.0
NORTH CAROLINA	29.8%	MASSACHUSETTS	23.7
DELAWARE	28.7%	NORTH DAKOTA	23.5
PENNSYLVANIA	27.4%	DELAWARE	22.5
MISSISSIPPI	25.9%	NEBRASKA	22.5
DIST. OF COL.	24.0%	VERMONT	22.2
TEXAS	23.8%	SOUTH DAKOTA	22.1
MASSACHUSETTS	23.4%	GEORGIA	21.4
GEORGIA	19.7%	PENNSYLVANIA	20.2
MARYLAND	16.1%	MARYLAND	19.6

**Sources:**

U.S. Department of Health and Human Services. (2002). "Table 7. Average Hours of Participation in Work Activities, Including Waivers, for all adults participating in the work Activity, FY 2001." Washington, DC: Administration for Children and Families. Available at: <http://www.acf.hhs.gov/programs/ofa/rates2001/table7.htm>

U.S. Department of Health and Human Services. (2002). "Table 6A. Average Hours of Participation in Work Activities, Including Waivers, for all Adults Participating in Work Activities, FY 2001." Washington, DC: Administration for Children and Families. Available at: <http://www.acf.hhs.gov/programs/ofa/rates2001/table6a.htm>

*Center for Law and Social Policy*

**Table 6A: Families Counting Towards Participation Rates and Adults with Any Hours of Participation, FY 2001**

	FAMILIES COUNTING TOWARDS RATES		ADULTS WITH ANY HOURS	
	NUMBER	PERCENT	NUMBER	PERCENT
<b>National Totals</b>				
All families (including child-only families)	2,120,841			
Families in participation rate calculation	1,112,577			
Families counting toward participation rates	382,853	34.4%		
Adults receiving assistance			1,403,089	
Adults with hours of participation			605,497	43.2%
Unsubsidized Employment	248,149	22.3%	362,228	25.8%
Subsidized Private Employment	2,732	0.2%	3,263	0.2%
Subsidized Public Employment	2,152	0.2%	3,380	0.2%
Work Experience	35,875	3.2%	52,877	3.8%
On-the-job Training	699	0.1%	1,248	0.1%
Job Search/Job Readiness	51,832	4.7%	85,930	6.1%
Community Service	22,580	2.0%	35,933	2.6%
Vocational Education	41,762	3.8%	53,779	3.8%
Job Skills Training	7,513	0.7%	15,383	1.1%
Education Related to Employment	8,900	0.8%	17,555	1.3%
Satisfactory School Attendance	14,622	1.3%	24,920	1.8%
Providing Child Care	109	0.0%	143	0.0%
Additional Waiver Activities	28,098	2.5%	35,532	2.5%
Other	6,855	0.6%	31,257	2.2%

**CLASP calculations based on:**

U.S. Department of Health and Human Services. (2002). "Table 4A. Average Monthly Number of Adults Engaged in Work By Work Activity for Families Counted as Meeting the All Families Work Requirements, FY 2001." Washington, DC: Administration for Children and Families. Available at: <http://www.acf.hhs.gov/programs/ofa/rates2001/table4a.htm>

U.S. Department of Health and Human Services. (2002). "Table 6A. Average Hours of Participation in Work Activities, Including Waivers, for all Adults Participating in Work Activities, FY 2001." Washington, DC: Administration for Children and Families. Available at: <http://www.acf.hhs.gov/programs/ofa/rates2001/table6a.htm>











Table 7: Percent of Families Counting Toward TANF Participation Rates, Activity Summary, FY 2001

	Participating Families	Unsubsidized Employment	Subsidized Employment / On-The-Job Training	Work Experience/ Community Service	Job Search	Voc Ed/ Skills Training/ Ed Related to Employment	School Attendance	Providing Child Care	Waiver Activities	Other
UNITED STATES	34.4%	22.3%	0.5%	5.3%	4.7%	5.2%	1.3%	0.01%	2.5%	0.6%
ALABAMA	38.9%	25.9%	2.4%	2.5%	8.9%	5.0%	2.3%	0.00%	0.0%	0.4%
ALASKA	43.5%	33.6%	0.2%	2.8%	6.6%	8.4%	1.1%	0.00%	0.0%	3.4%
ARIZONA	32.7%	26.5%	0.2%	6.0%	6.4%	3.1%	1.1%	0.00%	0.0%	0.0%
ARKANSAS	24.4%	10.9%	0.9%	1.3%	4.4%	8.3%	0.1%	0.00%	0.0%	0.1%
CALIFORNIA	26.0%	18.8%	0.3%	0.8%	5.2%	2.2%	0.5%	0.00%	0.0%	0.0%
COLORADO	38.1%	20.0%	2.1%	11.7%	2.9%	9.7%	3.4%	0.00%	0.0%	0.0%
CONNECTICUT	40.4%	27.7%	1.4%	0.5%	7.5%	7.6%	0.3%	0.00%	6.7%	0.6%
DELAWARE	24.6%	16.3%	0.0%	7.1%	0.0%	0.1%	1.2%	0.00%	3.8%	0.0%
DIST. OF COL.	20.4%	18.2%	0.0%	0.7%	1.4%	0.9%	0.0%	0.00%	0.0%	0.1%
FLORIDA	30.9%	16.5%	0.4%	4.9%	4.1%	7.4%	4.2%	0.20%	0.0%	0.0%
GEORGIA	8.7%	4.5%	0.2%	1.1%	0.4%	3.0%	0.4%	0.01%	0.0%	0.1%
HAWAII	35.0%	23.4%	0.3%	10.2%	10.0%	5.8%	0.3%	0.00%	0.2%	0.0%
IDAHO	48.7%	23.2%	0.6%	5.1%	20.4%	18.8%	0.6%	0.00%	0.0%	4.8%
ILLINOIS	66.4%	46.6%	0.0%	9.3%	1.1%	15.8%	0.2%	0.00%	0.0%	2.0%
INDIANA	76.1%	65.6%	0.4%	0.6%	3.0%	6.2%	1.7%	0.00%	13.7%	0.0%
IOWA	41.2%	38.6%	0.5%	0.2%	0.6%	4.4%	1.5%	0.00%	0.0%	2.2%
KANSAS	80.7%	36.2%	0.1%	10.0%	0.0%	2.1%	4.2%	0.00%	49.5%	0.0%
KENTUCKY	33.9%	15.0%	0.8%	9.5%	1.4%	11.5%	0.0%	0.00%	0.0%	0.3%
LOUISIANA	37.3%	25.7%	0.3%	5.8%	1.9%	6.5%	1.9%	0.00%	0.0%	0.0%
MAINE	45.9%	31.9%	0.1%	6.7%	16.0%	4.1%	2.6%	0.00%	0.0%	0.0%
MARYLAND	6.6%	4.2%	0.6%	0.1%	1.4%	1.1%	0.1%	0.00%	0.0%	0.0%
MASSACHUSETTS	76.6%	44.7%	2.7%	2.5%	8.0%	12.7%	11.1%	0.10%	0.0%	0.0%
MICHIGAN	33.8%	31.3%	0.0%	0.0%	3.2%	0.5%	0.9%	0.00%	0.0%	0.0%
MINNESOTA	35.1%	21.0%	0.0%	0.1%	9.9%	4.2%	7.4%	0.00%	4.2%	0.0%
MISSISSIPPI	20.6%	13.9%	0.0%	4.1%	2.2%	2.2%	0.6%	0.00%	0.0%	0.0%
MISSOURI	33.2%	20.8%	0.1%	1.0%	1.9%	11.5%	0.7%	0.00%	0.0%	1.7%
MONTANA	45.0%	7.6%	0.0%	37.3%	4.7%	1.1%	0.2%	0.00%	28.4%	0.0%
NEBRASKA	18.1%	6.7%	0.1%	0.1%	3.1%	2.9%	4.4%	0.00%	2.2%	0.0%
NEVADA	35.0%	28.3%	0.0%	1.5%	8.8%	4.5%	0.6%	0.00%	0.0%	1.2%
NEW HAMPSHIRE	50.2%	27.4%	0.1%	1.7%	22.8%	10.1%	6.0%	0.00%	8.2%	0.0%
NEW JERSEY	39.0%	16.9%	0.1%	16.4%	5.1%	17.0%	0.7%	0.02%	0.0%	0.0%
NEW MEXICO	46.6%	36.6%	1.1%	5.5%	2.7%	8.8%	0.4%	0.32%	0.1%	0.0%
NEW YORK	41.3%	29.3%	0.2%	10.1%	1.1%	2.5%	0.1%	0.00%	0.0%	0.0%
NORTH CAROLINA	24.5%	17.2%	0.5%	1.4%	3.6%	6.1%	1.0%	0.00%	0.0%	0.0%
NORTH DAKOTA	32.0%	18.7%	0.0%	4.9%	4.5%	9.2%	1.3%	0.00%	0.0%	0.0%
OHIO	53.2%	24.7%	0.0%	21.6%	3.6%	12.8%	4.1%	0.00%	0.0%	3.4%
OKLAHOMA	18.6%	10.8%	0.5%	0.4%	4.9%	4.0%	0.9%	0.00%	0.0%	0.0%
OREGON	71.9%	10.5%	2.2%	6.1%	27.1%	10.6%	2.5%	0.00%	67.8%	6.9%
PENNSYLVANIA	10.8%	9.8%	0.0%	1.5%	0.8%	0.7%	0.0%	0.00%	0.0%	0.0%
RHODE ISLAND	25.3%	19.1%	0.3%	1.0%	1.3%	5.2%	1.0%	0.00%	0.0%	0.5%
SOUTH CAROLINA	58.3%	38.5%	0.2%	0.9%	5.6%	9.9%	5.0%	0.00%	10.2%	0.0%
SOUTH DAKOTA	42.9%	12.5%	2.1%	24.0%	3.8%	7.9%	1.6%	0.62%	0.0%	0.0%
TENNESSEE	32.3%	16.6%	0.0%	0.6%	13.2%	6.8%	2.5%	0.00%	16.5%	1.2%
TEXAS	42.1%	24.7%	1.0%	1.4%	10.4%	6.8%	0.9%	0.00%	13.6%	0.0%
UTAH	25.9%	15.7%	0.3%	1.1%	6.6%	9.6%	1.9%	0.00%	0.0%	15.0%
VERMONT	12.6%	8.3%	0.3%	1.1%	3.9%	3.7%	1.5%	0.00%	0.0%	1.9%
VIRGINIA	44.3%	38.1%	1.0%	1.1%	11.5%	2.3%	0.0%	0.00%	0.0%	0.0%
WASHINGTON	50.4%	25.6%	5.5%	24.6%	7.2%	7.7%	4.8%	0.00%	0.0%	4.5%
WEST VIRGINIA	21.6%	9.1%	0.2%	8.8%	1.7%	4.7%	0.0%	0.00%	0.0%	0.0%
WISCONSIN	74.8%	8.1%	0.1%	52.3%	19.3%	53.3%	18.6%	0.00%	0.0%	0.0%
WYOMING	71.6%	18.3%	2.8%	44.0%	17.4%	4.6%	5.5%	0.00%	0.0%	0.0%

CLASP calculations based on

U.S. Department of Health and Human Services. (2002). "Table 4A. Average Monthly Number of Adults Engaged in Work By Work Activity for Families Counted as Meeting the All Families Work Requirements, FY 2001." Washington, DC: Administration for Children and Families. Available at: <http://www.acf.hhs.gov/programs/ofa/rates2001/table4a.htm>.

Note:

For purposes of this table: 1) Subsidized employment/on-the-job training combines federal reporting for subsidized private employment, subsidized public employment, and on-the-job training; 2) Work experience/community service combines work experience and community service; 3) Voc Ed/ Skills Training/ Ed Related to Employment combines Vocational Education, Job Skills Training, and Education Related to Employment.

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Table 8: Percent of Adults Reported As Participating in Work-Related Activities, Activity Summary, FY 2001

	Adults with Hours of Participation	Unsubsidized Employment	Subsidized Employment / On-The-Job-Training	Work Experience/Community Service	Job Search	Voc Ed/ Skills Training/ Ed Related to Employment	School Attendance	Providing Child Care	Waiver Activities	Other
UNITED STATES	43.2%	25.8%	0.6%	6.3%	6.1%	6.2%	1.8%	0.01%	2.5%	2.2%
ALABAMA	43.8%	25.8%	2.6%	2.3%	10.0%	5.8%	3.3%	0.00%	0.0%	1.8%
ALASKA	51.9%	32.3%	0.2%	3.9%	10.9%	10.5%	1.3%	0.00%	0.0%	8.2%
ARIZONA	37.0%	25.9%	0.1%	6.9%	8.9%	3.4%	1.5%	0.00%	0.0%	0.0%
ARKANSAS	32.1%	12.8%	1.0%	1.4%	6.8%	10.0%	1.9%	0.00%	0.0%	0.5%
CALIFORNIA	44.3%	32.4%	0.5%	1.2%	7.2%	4.3%	0.9%	0.00%	0.0%	0.5%
COLORADO	46.3%	21.9%	2.1%	15.4%	4.0%	9.3%	5.5%	0.06%	0.0%	0.0%
CONNECTICUT	43.3%	30.5%	1.2%	0.4%	6.9%	7.0%	0.2%	0.00%	5.2%	1.2%
DELAWARE	28.7%	20.0%	0.0%	6.9%	0.0%	0.1%	0.8%	0.00%	4.3%	0.0%
DIST. OF COL.	24.0%	20.8%	0.0%	0.8%	1.7%	1.5%	0.0%	0.00%	0.0%	0.1%
FLORIDA	33.0%	18.9%	0.3%	6.0%	3.0%	6.2%	4.0%	0.14%	0.0%	0.0%
GEORGIA	19.7%	7.3%	0.4%	2.9%	0.8%	5.9%	1.6%	0.01%	0.0%	2.6%
HAWAII	51.1%	40.1%	0.2%	8.8%	9.5%	6.2%	0.3%	0.00%	0.1%	0.0%
IDAHO	89.5%	25.9%	0.5%	7.3%	29.7%	23.2%	1.6%	0.00%	0.0%	42.4%
ILLINOIS	65.3%	41.5%	0.0%	8.0%	0.9%	15.6%	0.3%	0.00%	0.0%	6.8%
INDIANA	58.2%	51.4%	0.3%	0.4%	1.8%	3.8%	1.2%	0.00%	8.5%	0.0%
IOWA	59.3%	52.2%	0.6%	0.5%	1.3%	5.8%	2.8%	0.00%	0.0%	4.8%
KANSAS	72.7%	32.2%	0.0%	8.3%	0.0%	2.0%	4.4%	0.00%	43.9%	0.0%
KENTUCKY	36.3%	17.7%	0.7%	8.4%	1.2%	11.4%	0.0%	0.00%	0.0%	1.1%
LOUISIANA	36.9%	23.3%	0.3%	6.3%	2.2%	7.4%	1.7%	0.00%	0.0%	0.0%
MAINE	66.9%	40.5%	0.1%	7.8%	23.3%	8.2%	5.6%	0.00%	0.0%	0.0%
MARYLAND	16.1%	5.7%	1.4%	0.3%	5.9%	3.5%	1.4%	0.00%	0.0%	0.0%
MASSACHUSETTS	23.4%	14.3%	0.8%	0.6%	2.2%	3.8%	2.9%	0.02%	0.0%	0.0%
MICHIGAN	43.1%	36.6%	0.0%	0.0%	7.4%	0.7%	0.8%	0.00%	0.0%	0.1%
MINNESOTA	50.3%	31.2%	0.0%	0.2%	15.4%	4.5%	5.7%	0.00%	5.2%	0.0%
MISSISSIPPI	25.9%	15.2%	0.0%	4.7%	4.3%	3.8%	0.7%	0.00%	0.0%	0.0%
MISSOURI	43.2%	21.1%	0.1%	1.2%	4.1%	11.9%	0.6%	0.00%	0.0%	10.0%
MONTANA	92.9%	10.4%	0.0%	63.7%	11.2%	5.2%	0.5%	0.00%	41.9%	0.0%
NEBRASKA	31.3%	14.3%	0.0%	0.1%	4.9%	2.9%	5.3%	0.00%	4.0%	1.8%
NEVADA	51.6%	25.1%	0.0%	1.7%	22.9%	5.5%	1.4%	0.00%	0.0%	7.3%
NEW HAMPSHIRE	46.8%	23.5%	0.1%	1.2%	18.8%	7.4%	5.4%	0.00%	10.5%	0.0%
NEW JERSEY	47.2%	19.2%	0.1%	18.3%	8.0%	19.3%	0.6%	0.02%	0.0%	0.0%
NEW MEXICO	44.1%	33.8%	0.9%	5.5%	2.6%	8.5%	0.5%	0.36%	0.1%	0.0%
NEW YORK	38.5%	26.1%	0.2%	10.4%	1.0%	2.1%	0.1%	0.00%	0.0%	0.1%
NORTH CAROLINA	29.8%	18.3%	0.5%	1.7%	4.1%	8.9%	1.3%	0.00%	0.0%	0.0%
NORTH DAKOTA	45.4%	22.4%	0.0%	7.6%	10.8%	11.5%	0.9%	0.00%	0.0%	0.0%
OHIO	70.5%	28.9%	0.0%	23.0%	4.6%	14.4%	5.8%	0.00%	0.0%	12.8%
OKLAHOMA	41.9%	13.6%	0.6%	1.4%	15.4%	13.9%	1.8%	0.00%	0.0%	0.0%
OREGON	74.2%	10.7%	2.1%	6.1%	27.9%	11.6%	2.7%	0.00%	68.9%	7.0%
PENNSYLVANIA	27.4%	23.0%	0.0%	2.5%	2.5%	2.3%	0.0%	0.00%	0.0%	0.0%
RHODE ISLAND	40.1%	29.0%	0.3%	1.2%	2.5%	7.4%	0.9%	0.00%	0.0%	2.5%
SOUTH CAROLINA	40.1%	23.7%	0.1%	0.7%	4.8%	5.8%	3.0%	0.00%	9.1%	0.2%
SOUTH DAKOTA	61.1%	14.4%	1.9%	38.3%	6.2%	9.8%	1.2%	0.91%	0.0%	0.0%
TENNESSEE	55.1%	19.3%	0.0%	0.8%	17.1%	10.3%	10.5%	0.00%	22.5%	5.3%
TEXAS	23.8%	12.0%	0.4%	0.7%	8.4%	3.7%	0.4%	0.00%	6.6%	0.0%
UTAH	85.9%	19.5%	0.4%	1.6%	13.5%	25.1%	1.9%	0.00%	0.0%	68.2%
VERMONT	39.6%	22.2%	0.5%	1.4%	9.2%	7.4%	4.2%	0.00%	0.0%	8.7%
VIRGINIA	33.6%	24.1%	0.8%	1.1%	12.8%	1.7%	0.0%	0.00%	0.0%	0.0%
WASHINGTON	87.1%	30.6%	6.4%	44.6%	12.7%	10.7%	5.3%	0.00%	0.0%	15.6%
WEST VIRGINIA	30.5%	10.3%	0.3%	12.6%	2.9%	7.6%	0.1%	0.00%	0.0%	0.0%
WISCONSIN	87.7%	8.3%	0.0%	58.4%	15.8%	59.5%	18.9%	0.00%	0.0%	0.0%
WYOMING	58.4%	15.7%	2.4%	32.5%	16.3%	3.0%	4.8%	0.00%	0.0%	0.0%

CLASP calculations based on

U.S. Department of Health and Human Services. (2002). "Table 6A. Average Hours of Participation in Work Activities, Including Waivers, for all Adults Participating in Work Activities, FY 2001." Washington, DC: Administration for Children and Families. Available at: <http://www.acf.hhs.gov/programs/ofa/rates2001/table6a.htm>.

Note:

For purposes of this table: 1) Subsidized employment/on-the-job training combines federal reporting for subsidized private employment, subsidized public employment, and on-the-job training; 2) Work experience/community service combines work experience and community service; 3) Voc Ed/ Skills Training/ Ed Related to Employment combines Vocational Education, Job Skills Training, and Education Related to Employment.

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Table 9: Participants in Unsubsidized Employment, FY 2001

	Adults Receiving Assistance With Any Hours of Unsubsidized Employment	Families counting toward Participation Rate with hours of Unsubsidized Employment
UNITED STATES	25.8%	22.3%
ALABAMA	25.8%	25.9%
ALASKA	32.3%	33.6%
ARIZONA	25.9%	26.5%
ARKANSAS	12.8%	10.9%
CALIFORNIA	32.4%	18.8%
COLORADO	21.9%	20.0%
CONNECTICUT	30.5%	27.7%
DELAWARE	20.0%	16.3%
DIST. OF COL.	20.8%	18.2%
FLORIDA	18.9%	16.5%
GEORGIA	7.3%	4.5%
HAWAII	40.1%	23.4%
IDAHO	25.9%	23.2%
ILLINOIS	41.5%	46.6%
INDIANA	51.4%	65.6%
IOWA	52.2%	38.6%
KANSAS	32.2%	36.2%
KENTUCKY	17.7%	15.0%
LOUISIANA	23.3%	25.7%
MAINE	40.5%	31.9%
MARYLAND	5.7%	4.2%
MASSACHUSETTS	14.3%	44.7%
MICHIGAN	36.6%	31.3%
MINNESOTA	31.2%	21.0%
MISSISSIPPI	15.2%	13.9%
MISSOURI	21.1%	20.8%
MONTANA	10.4%	7.6%
NEBRASKA	14.3%	6.7%
NEVADA	25.1%	28.3%
NEW HAMPSHIRE	23.5%	27.4%
NEW JERSEY	19.2%	16.9%
NEW MEXICO	33.8%	36.6%
NEW YORK	26.1%	29.3%
NORTH CAROLINA	18.3%	17.2%
NORTH DAKOTA	22.4%	18.7%
OHIO	28.9%	24.7%
OKLAHOMA	13.6%	10.8%
OREGON	10.7%	10.5%
PENNSYLVANIA	23.0%	9.8%
RHODE ISLAND	29.0%	19.1%
SOUTH CAROLINA	23.7%	38.5%
SOUTH DAKOTA	14.4%	12.5%
TENNESSEE	19.3%	16.6%
TEXAS	12.0%	24.7%
UTAH	19.5%	15.7%
VERMONT	22.2%	8.3%
VIRGINIA	24.1%	38.1%
WASHINGTON	30.6%	25.6%
WEST VIRGINIA	10.3%	9.1%
WISCONSIN	8.3%	8.1%
WYOMING	15.7%	18.3%

	Adults Receiving Assistance With Any Hours of Unsubsidized Employment
UNITED STATES	25.8%
IOWA	52.2%
INDIANA	51.4%
ILLINOIS	41.5%
MAINE	40.5%
HAWAII	40.1%
MICHIGAN	36.6%
NEW MEXICO	33.8%
CALIFORNIA	32.4%
ALASKA	32.3%
KANSAS	32.2%
MINNESOTA	31.2%
WASHINGTON	30.6%
CONNECTICUT	30.5%
RHODE ISLAND	29.0%
OHIO	28.9%
NEW YORK	26.1%
IDAHO	25.9%
ARIZONA	25.9%
ALABAMA	25.8%
NEVADA	25.1%
VIRGINIA	24.1%
SOUTH CAROLINA	23.7%
NEW HAMPSHIRE	23.5%
LOUISIANA	23.3%
PENNSYLVANIA	23.0%
NORTH DAKOTA	22.4%
VERMONT	22.2%
COLORADO	21.9%
MISSOURI	21.1%
DIST. OF COL.	20.8%
DELAWARE	20.0%
UTAH	19.5%
TENNESSEE	19.3%
NEW JERSEY	19.2%
FLORIDA	18.9%
NORTH CAROLINA	18.3%
KENTUCKY	17.7%
WYOMING	15.7%
MISSISSIPPI	15.2%
SOUTH DAKOTA	14.4%
NEBRASKA	14.3%
MASSACHUSETTS	14.3%
OKLAHOMA	13.6%
ARKANSAS	12.8%
TEXAS	12.0%
OREGON	10.7%
MONTANA	10.4%
WEST VIRGINIA	10.3%
WISCONSIN	8.3%
GEORGIA	7.3%
MARYLAND	5.7%

	Families counting toward Participation Rate with hours of Unsubsidized Employment
UNITED STATES	22.3%
INDIANA	65.6%
ILLINOIS	46.8%
MASSACHUSETTS	44.7%
IOWA	38.6%
SOUTH CAROLINA	38.5%
VIRGINIA	38.1%
NEW MEXICO	36.6%
KANSAS	36.2%
ALASKA	33.6%
MAINE	31.9%
MICHIGAN	31.3%
NEW YORK	29.3%
NEVADA	28.3%
CONNECTICUT	27.7%
NEW HAMPSHIRE	27.4%
ARIZONA	26.5%
ALABAMA	25.9%
LOUISIANA	25.7%
WASHINGTON	25.6%
OHIO	24.7%
TEXAS	24.7%
HAWAII	23.4%
IDAHO	23.2%
MINNESOTA	21.0%
MISSOURI	20.8%
COLORADO	20.0%
RHODE ISLAND	19.1%
CALIFORNIA	18.8%
NORTH DAKOTA	18.7%
WYOMING	18.3%
DIST. OF COL.	18.2%
NORTH CAROLINA	17.2%
NEW JERSEY	16.9%
TENNESSEE	16.6%
FLORIDA	16.5%
DELAWARE	16.3%
UTAH	15.7%
KENTUCKY	15.0%
MISSISSIPPI	13.9%
SOUTH DAKOTA	12.5%
ARKANSAS	10.9%
OKLAHOMA	10.8%
OREGON	10.5%
PENNSYLVANIA	9.8%
WEST VIRGINIA	9.1%
VERMONT	8.3%
WISCONSIN	8.1%
MONTANA	7.6%
NEBRASKA	6.7%
GEORGIA	4.5%
MARYLAND	4.2%

CLASP calculations based on

U.S. Department of Health and Human Services. (2002). "Table 6A. Average Hours of Participation in Work Activities, Including Waivers, for all Adults Participating in Work Activities, FY 2001." Washington, DC: Administration for Children and Families. Available at: <http://www.acf.hhs.gov/programs/ofa/rates2001/table6a.htm>

U.S. Department of Health and Human Services. (2002). "Table 4A. Average Monthly Number of Adults Engaged in Work By Work Activity for Families Counted as Meeting the All Families Work Requirements, FY 2001." Washington, DC: Administration for Children and Families. Available at: <http://www.acf.hhs.gov/programs/ofa/rates2001/table4a.htm>

Table 10: Participants in Education/Training Activities, FY 2001

	Adults Receiving Assistance With Any Hours of Education/Training Activities	Families counting toward Participation Rate with hours of Education/Training Activities
UNITED STATES	6.2%	5.2%
ALABAMA	5.8%	5.0%
ALASKA	10.5%	8.4%
ARIZONA	3.4%	3.1%
ARKANSAS	10.0%	8.3%
CALIFORNIA	4.3%	2.2%
COLORADO	9.3%	9.7%
CONNECTICUT	7.0%	7.6%
DELAWARE	0.1%	0.1%
DIST. OF COL.	1.5%	0.9%
FLORIDA	6.2%	7.4%
GEORGIA	5.9%	3.0%
HAWAII	6.2%	5.8%
IDAHO	23.2%	18.8%
ILLINOIS	15.6%	15.8%
INDIANA	3.8%	6.2%
IOWA	5.8%	4.4%
KANSAS	2.0%	2.1%
KENTUCKY	11.4%	11.5%
LOUISIANA	7.4%	6.5%
MAINE	8.2%	4.1%
MARYLAND	3.5%	1.1%
MASSACHUSETTS	3.8%	12.7%
MICHIGAN	0.7%	0.5%
MINNESOTA	4.5%	4.2%
MISSISSIPPI	3.8%	2.2%
MISSOURI	11.9%	11.5%
MONTANA	5.2%	1.1%
NEBRASKA	2.9%	2.9%
NEVADA	5.5%	4.5%
NEW HAMPSHIRE	7.4%	10.1%
NEW JERSEY	19.3%	17.0%
NEW MEXICO	8.5%	8.8%
NEW YORK	2.1%	2.5%
NORTH CAROLINA	8.9%	6.1%
NORTH DAKOTA	11.5%	9.2%
OHIO	14.4%	12.8%
OKLAHOMA	13.9%	4.0%
OREGON	11.6%	10.6%
PENNSYLVANIA	2.3%	0.7%
RHODE ISLAND	7.4%	5.2%
SOUTH CAROLINA	5.8%	9.9%
SOUTH DAKOTA	9.8%	7.9%
TENNESSEE	10.3%	6.8%
TEXAS	3.7%	6.8%
UTAH	25.1%	9.6%
VERMONT	7.4%	3.7%
VIRGINIA	1.7%	2.3%
WASHINGTON	10.7%	7.7%
WEST VIRGINIA	7.6%	4.7%
WISCONSIN	59.5%	53.3%
WYOMING	3.0%	4.6%

	Adults Receiving Assistance With Any Hours of Education/Training Activities
UNITED STATES	6.2%
WISCONSIN	59.5%
UTAH	25.1%
IDAHO	23.2%
NEW JERSEY	19.3%
ILLINOIS	15.6%
OHIO	14.4%
OKLAHOMA	13.9%
MISSOURI	11.9%
OREGON	11.6%
NORTH DAKOTA	11.5%
KENTUCKY	11.4%
WASHINGTON	10.7%
ALASKA	10.5%
TENNESSEE	10.3%
ARKANSAS	10.0%
SOUTH DAKOTA	9.8%
COLORADO	9.3%
NORTH CAROLINA	8.9%
NEW MEXICO	8.5%
MAINE	8.2%
WEST VIRGINIA	7.6%
VERMONT	7.4%
NEW HAMPSHIRE	7.4%
LOUISIANA	7.4%
RHODE ISLAND	7.4%
CONNECTICUT	7.0%
HAWAII	6.2%
FLORIDA	6.2%
GEORGIA	5.9%
ALABAMA	5.8%
IOWA	5.8%
SOUTH CAROLINA	5.8%
NEVADA	5.5%
MONTANA	5.2%
MINNESOTA	4.5%
CALIFORNIA	4.3%
INDIANA	3.8%
MASSACHUSETTS	3.8%
MISSISSIPPI	3.8%
TEXAS	3.7%
MARYLAND	3.5%
ARIZONA	3.4%
WYOMING	3.0%
NEBRASKA	2.9%
PENNSYLVANIA	2.3%
NEW YORK	2.1%
KANSAS	2.0%
VIRGINIA	1.7%
DIST. OF COL.	1.5%
MICHIGAN	0.7%
DELAWARE	0.1%

	Families counting toward Participation Rate with hours of Education/Training Activities
UNITED STATES	5.2%
WISCONSIN	53.3%
IDAHO	18.8%
NEW JERSEY	17.0%
ILLINOIS	15.8%
OHIO	12.8%
MASSACHUSETTS	12.7%
MISSOURI	11.5%
KENTUCKY	11.5%
OREGON	10.6%
NEW HAMPSHIRE	10.1%
SOUTH CAROLINA	9.9%
COLORADO	9.7%
UTAH	9.6%
NORTH DAKOTA	9.2%
NEW MEXICO	8.8%
ALASKA	8.4%
ARKANSAS	8.3%
SOUTH DAKOTA	7.9%
WASHINGTON	7.7%
CONNECTICUT	7.6%
FLORIDA	7.4%
TENNESSEE	6.8%
TEXAS	6.8%
LOUISIANA	6.5%
INDIANA	6.2%
NORTH CAROLINA	6.1%
HAWAII	5.8%
RHODE ISLAND	5.2%
ALABAMA	5.0%
WEST VIRGINIA	4.7%
WYOMING	4.6%
NEVADA	4.5%
IOWA	4.4%
MINNESOTA	4.2%
MAINE	4.1%
OKLAHOMA	4.0%
VERMONT	3.7%
ARIZONA	3.1%
GEORGIA	3.0%
NEBRASKA	2.9%
NEW YORK	2.5%
VIRGINIA	2.3%
CALIFORNIA	2.2%
MISSISSIPPI	2.2%
KANSAS	2.1%
MARYLAND	1.1%
MONTANA	1.1%
DIST. OF COL.	0.9%
PENNSYLVANIA	0.7%
MICHIGAN	0.5%
DELAWARE	0.1%

CLASP calculations based on

U.S. Department of Health and Human Services. (2002). "Table 6A. Average Hours of Participation in Work Activities, Including Waivers, for all Adults Participating in Work Activities, FY 2001." Washington, DC: Administration for Children and Families. Available at: <http://www.acf.hhs.gov/programs/ofa/rates2001/table6a.htm>

U.S. Department of Health and Human Services. (2002). "Table 4A. Average Monthly Number of Adults Engaged in Work By Work Activity for Families Counted as Meeting the All Families Work Requirements, FY 2001." Washington, DC: Administration for Children and Families. Available at: <http://www.acf.hhs.gov/programs/ofa/rates2001/table4a.htm>

Note:

For purposes of these tables, Education and Training is based on combining federal reporting for Vocational Education, Job Skills Training, and Education Related to Employment.

Center for Law and Social Policy

Table 11: Participants in Work Experience/ Community Service, FY 2001

	Adults Receiving Assistance With Any Hours of Work Experience/ Community Service	Families counting toward Participation Rate with hours of Work Experience/ Community Service
UNITED STATES	6.3%	5.3%
ALABAMA	2.3%	2.5%
ALASKA	3.9%	2.8%
ARIZONA	6.9%	6.0%
ARKANSAS	1.4%	1.3%
CALIFORNIA	1.2%	0.8%
COLORADO	15.4%	11.7%
CONNECTICUT	0.4%	0.5%
DELAWARE	6.9%	7.1%
DIST. OF COL.	0.8%	0.7%
FLORIDA	6.0%	4.9%
GEORGIA	2.9%	1.1%
HAWAII	8.8%	10.2%
IDAHO	7.3%	5.1%
ILLINOIS	8.0%	9.3%
INDIANA	0.4%	0.6%
IOWA	0.5%	0.2%
KANSAS	8.3%	10.0%
KENTUCKY	8.4%	9.5%
LOUISIANA	6.3%	5.8%
MAINE	7.8%	6.7%
MARYLAND	0.3%	0.1%
MASSACHUSETTS	0.6%	2.5%
MICHIGAN	0.0%	0.0%
MINNESOTA	0.2%	0.1%
MISSISSIPPI	4.7%	4.1%
MISSOURI	1.2%	1.0%
MONTANA	63.7%	37.3%
NEBRASKA	0.1%	0.1%
NEVADA	1.7%	1.5%
NEW HAMPSHIRE	1.2%	1.7%
NEW JERSEY	18.3%	16.4%
NEW MEXICO	5.5%	5.5%
NEW YORK	10.4%	10.1%
NORTH CAROLINA	1.7%	1.4%
NORTH DAKOTA	7.6%	4.9%
OHIO	23.0%	21.6%
OKLAHOMA	1.4%	0.4%
OREGON	6.1%	6.1%
PENNSYLVANIA	2.5%	1.5%
RHODE ISLAND	1.2%	1.0%
SOUTH CAROLINA	0.7%	0.9%
SOUTH DAKOTA	38.3%	24.0%
TENNESSEE	0.8%	0.6%
TEXAS	0.7%	1.4%
UTAH	1.6%	1.1%
VERMONT	1.4%	1.1%
VIRGINIA	1.1%	1.1%
WASHINGTON	44.6%	24.6%
WEST VIRGINIA	12.6%	8.8%
WISCONSIN	58.4%	52.3%
WYOMING	32.5%	44.0%

	Adults Receiving Assistance With Any Hours of Work Experience/ Community Service
UNITED STATES	6.3%
MONTANA	63.7%
WISCONSIN	58.4%
WASHINGTON	44.6%
SOUTH DAKOTA	38.3%
WYOMING	32.5%
OHIO	23.0%
NEW JERSEY	18.3%
COLORADO	15.4%
WEST VIRGINIA	12.6%
NEW YORK	10.4%
HAWAII	8.8%
KENTUCKY	8.4%
KANSAS	8.3%
ILLINOIS	8.0%
MAINE	7.8%
NORTH DAKOTA	7.6%
IDAHO	7.3%
ARIZONA	6.9%
DELAWARE	6.9%
LOUISIANA	6.3%
OREGON	6.1%
FLORIDA	6.0%
NEW MEXICO	5.5%
MISSISSIPPI	4.7%
ALASKA	3.9%
GEORGIA	2.9%
PENNSYLVANIA	2.5%
ALABAMA	2.3%
NEVADA	1.7%
NORTH CAROLINA	1.7%
UTAH	1.6%
VERMONT	1.4%
OKLAHOMA	1.4%
ARKANSAS	1.4%
MISSOURI	1.2%
CALIFORNIA	1.2%
RHODE ISLAND	1.2%
NEW HAMPSHIRE	1.2%
VIRGINIA	1.1%
DIST. OF COL.	0.8%
TENNESSEE	0.8%
TEXAS	0.7%
SOUTH CAROLINA	0.7%
MASSACHUSETTS	0.6%
IOWA	0.5%
CONNECTICUT	0.4%
INDIANA	0.4%
MARYLAND	0.3%
MINNESOTA	0.2%
NEBRASKA	0.1%
MICHIGAN	0.0%

	Families counting toward Participation Rate with hours of Work Experience/ Community Service
UNITED STATES	5.3%
WISCONSIN	52.3%
WYOMING	44.0%
MONTANA	37.3%
WASHINGTON	24.6%
SOUTH DAKOTA	24.0%
OHIO	21.6%
NEW JERSEY	16.4%
COLORADO	11.7%
HAWAII	10.2%
NEW YORK	10.1%
KANSAS	10.0%
KENTUCKY	9.5%
ILLINOIS	9.3%
WEST VIRGINIA	8.8%
DELAWARE	7.1%
MAINE	6.7%
OREGON	6.1%
ARIZONA	6.0%
LOUISIANA	5.8%
NEW MEXICO	5.5%
IDAHO	5.1%
NORTH DAKOTA	4.9%
FLORIDA	4.9%
MISSISSIPPI	4.1%
ALASKA	2.8%
MASSACHUSETTS	2.5%
ALABAMA	2.5%
NEW HAMPSHIRE	1.7%
PENNSYLVANIA	1.5%
NEVADA	1.5%
TEXAS	1.4%
NORTH CAROLINA	1.4%
ARKANSAS	1.3%
VERMONT	1.1%
GEORGIA	1.1%
UTAH	1.1%
VIRGINIA	1.1%
MISSOURI	1.0%
RHODE ISLAND	1.0%
SOUTH CAROLINA	0.9%
CALIFORNIA	0.8%
DIST. OF COL.	0.7%
TENNESSEE	0.6%
INDIANA	0.6%
CONNECTICUT	0.5%
OKLAHOMA	0.4%
IOWA	0.2%
MINNESOTA	0.1%
NEBRASKA	0.1%
MARYLAND	0.1%
MICHIGAN	0.0%

CLASP calculations based on

U.S. Department of Health and Human Services. (2002). "Table 6A. Average Hours of Participation in Work Activities, Including Waivers, for all Adults Participating in Work Activities, FY 2001." Washington, DC: Administration for Children and Families. Available at: <http://www.acf.hhs.gov/programs/ofa/rates2001/table6a.htm>

U.S. Department of Health and Human Services. (2002). "Table 4A. Average Monthly Number of Adults Engaged in Work By Work Activity for Families Counted as Meeting the All Families Work Requirements, FY 2001." Washington, DC: Administration for Children and Families. Available at: <http://www.acf.hhs.gov/programs/ofa/rates2001/table4a.htm>

Note:  
For purposes of these tables, Work experience/community service combines federal reporting for work experience and community service.

Center for Law and Social Policy



Table 12: Participants in Subsidized Employment/ On-The-Job Training, FY 2001

	Adults Receiving Assistance With Any Hours of Subsidized Employment/ OJT	Families counting toward Participation Rate with hours of Subsidized Employment/ OJT
UNITED STATES	0.6%	0.5%
ALABAMA	2.6%	2.4%
ALASKA	0.2%	0.2%
ARIZONA	0.1%	0.2%
ARKANSAS	1.0%	0.9%
CALIFORNIA	0.5%	0.3%
COLORADO	2.1%	2.1%
CONNECTICUT	1.2%	1.4%
DELAWARE	0.0%	0.0%
DIST. OF COL.	0.0%	0.0%
FLORIDA	0.3%	0.4%
GEORGIA	0.4%	0.2%
HAWAII	0.2%	0.3%
IDAHO	0.5%	0.6%
ILLINOIS	0.0%	0.0%
INDIANA	0.3%	0.4%
IOWA	0.6%	0.5%
KANSAS	0.0%	0.1%
KENTUCKY	0.7%	0.8%
LOUISIANA	0.3%	0.3%
MAINE	0.1%	0.1%
MARYLAND	1.4%	0.6%
MASSACHUSETTS	0.8%	2.7%
MICHIGAN	0.0%	0.0%
MINNESOTA	0.0%	0.0%
MISSISSIPPI	0.0%	0.0%
MISSOURI	0.1%	0.1%
MONTANA	0.0%	0.0%
NEBRASKA	0.0%	0.1%
NEVADA	0.0%	0.0%
NEW HAMPSHIRE	0.1%	0.1%
NEW JERSEY	0.1%	0.1%
NEW MEXICO	0.9%	1.1%
NEW YORK	0.2%	0.2%
NORTH CAROLINA	0.5%	0.5%
NORTH DAKOTA	0.0%	0.0%
OHIO	0.0%	0.0%
OKLAHOMA	0.6%	0.5%
OREGON	2.1%	2.2%
PENNSYLVANIA	0.0%	0.0%
RHODE ISLAND	0.3%	0.3%
SOUTH CAROLINA	0.1%	0.2%
SOUTH DAKOTA	1.9%	2.1%
TENNESSEE	0.0%	0.0%
TEXAS	0.4%	1.0%
UTAH	0.4%	0.3%
VERMONT	0.5%	0.3%
VIRGINIA	0.8%	1.0%
WASHINGTON	6.4%	5.5%
WEST VIRGINIA	0.3%	0.2%
WISCONSIN	0.0%	0.1%
WYOMING	2.4%	2.8%

	Adults Receiving Assistance With Any Hours of Subsidized Employment/ OJT
UNITED STATES	0.6%
WASHINGTON	6.4%
ALABAMA	2.6%
WYOMING	2.4%
OREGON	2.1%
COLORADO	2.1%
SOUTH DAKOTA	1.9%
MARYLAND	1.4%
CONNECTICUT	1.2%
ARKANSAS	1.0%
NEW MEXICO	0.9%
VIRGINIA	0.8%
MASSACHUSETTS	0.8%
KENTUCKY	0.7%
IOWA	0.6%
OKLAHOMA	0.6%
IDAHO	0.5%
NORTH CAROLINA	0.5%
VERMONT	0.5%
CALIFORNIA	0.5%
TEXAS	0.4%
GEORGIA	0.4%
UTAH	0.4%
RHODE ISLAND	0.3%
INDIANA	0.3%
FLORIDA	0.3%
LOUISIANA	0.3%
WEST VIRGINIA	0.3%
ALASKA	0.2%
NEW YORK	0.2%
HAWAII	0.2%
ARIZONA	0.1%
SOUTH CAROLINA	0.1%
MAINE	0.1%
NEW HAMPSHIRE	0.1%
NEW JERSEY	0.1%
MISSOURI	0.1%
WISCONSIN	0.0%
NEBRASKA	0.0%
KANSAS	0.0%
TENNESSEE	0.0%
MICHIGAN	0.0%
OHIO	0.0%
PENNSYLVANIA	0.0%
DELAWARE	0.0%
DIST. OF COL.	0.0%
ILLINOIS	0.0%
MINNESOTA	0.0%
MISSISSIPPI	0.0%
MONTANA	0.0%
NEVADA	0.0%
NORTH DAKOTA	0.0%

	Families counting toward Participation Rate with hours of Subsidized Employment/ OJT
UNITED STATES	0.5%
WASHINGTON	5.5%
WYOMING	2.8%
MASSACHUSETTS	2.7%
ALABAMA	2.4%
OREGON	2.2%
SOUTH DAKOTA	2.1%
COLORADO	2.1%
CONNECTICUT	1.4%
NEW MEXICO	1.1%
VIRGINIA	1.0%
TEXAS	1.0%
ARKANSAS	0.9%
KENTUCKY	0.8%
IDAHO	0.6%
MARYLAND	0.6%
IOWA	0.5%
OKLAHOMA	0.5%
NORTH CAROLINA	0.5%
INDIANA	0.4%
FLORIDA	0.4%
RHODE ISLAND	0.3%
VERMONT	0.3%
CALIFORNIA	0.3%
LOUISIANA	0.3%
HAWAII	0.3%
UTAH	0.3%
ALASKA	0.2%
GEORGIA	0.2%
WEST VIRGINIA	0.2%
SOUTH CAROLINA	0.2%
NEW YORK	0.2%
ARIZONA	0.2%
NEW HAMPSHIRE	0.1%
MAINE	0.1%
NEW JERSEY	0.1%
MISSOURI	0.1%
WISCONSIN	0.1%
NEBRASKA	0.1%
KANSAS	0.1%
MICHIGAN	0.0%
TENNESSEE	0.0%
OHIO	0.0%
PENNSYLVANIA	0.0%
DELAWARE	0.0%
DIST. OF COL.	0.0%
ILLINOIS	0.0%
MINNESOTA	0.0%
MISSISSIPPI	0.0%
MONTANA	0.0%
NEVADA	0.0%
NORTH DAKOTA	0.0%

**CLASP calculations based on**

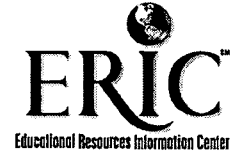
U.S. Department of Health and Human Services. (2002). "Table 6A. Average Hours of Participation in Work Activities, Including Waivers, for all Adults Participating in Work Activities, FY 2001." Washington, DC: Administration for Children and Families. Available at: <http://www.acf.hhs.gov/programs/ofa/rates2001/table6a.htm>

U.S. Department of Health and Human Services. (2002). "Table 4A. Average Monthly Number of Adults Engaged in Work By Work Activity for Families Counted as Meeting the All Families Work Requirements, FY 2001." Washington, DC: Administration for Children and Families. Available at: <http://www.acf.hhs.gov/programs/ofa/rates2001/table4a.htm>

**Note:**  
For purposes of these tables, Subsidized employment/on-the-job training combines federal reporting for subsidized private employment, subsidized public employment, and on-the-job training.



*U.S. Department of Education  
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